

Preliminary Report - 54 to 62 Glen Everest Road – Zoning By-law Amendment and Rental Housing Demolition Applications

Date: August 19, 2021

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: 20 - Scarborough Southwest

Planning Application Number: 21 134156 ESC 20 OZ

Notice of Complete Application Issued: July 30, 2021

Current Use(s) on Site: One four-storey and two three-storey residential rental buildings with surface parking at the rear along Kingston Road.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the applications located at 54, 58 and 62 Glen Everest Road. The Zoning By-law amendment application proposes a 12-storey residential building with a total of 427 units, including 68 rental units to replace the existing units on site. A separate application for rental housing demolition has also been submitted. Staff are currently reviewing the applications. 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

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 54 to 62 Glen Everest Road together with the Ward Councillor.
2. Staff provide notice for the community consultation meeting 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

The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

DECISION HISTORY

Kingston Road (Cliffside Community) Avenue Study

In 2009, the Cliffside Village Urban Design Guidelines were completed as part of the Kingston Road (Cliffside Community) Avenue Study. The objective of this study was to revitalize and reurbanize the Kingston Road corridor as a vibrant, mixed-use, pedestrian-oriented main street. The Study area for the Kingston Road (Cliffside Community) Avenue Study includes the lands immediately north and south of Kingston Road and spans from Chine Drive to the east to the Kingston Road and Danforth Avenue intersection to the west.

The implementing Zoning By-law amendment of the Kingston Road (Cliffside Community) Avenue Study introduced a Commercial-Residential (CR) zone. This zone permits a wide range of commercial, institutional and residential uses with provisions regulating height, density, building setbacks, Section 37 community benefit contributions and bicycle parking standards. The By-law also sets out height permitted within the CR zone, ranging from a minimum of 2 storeys to a maximum of 8 storeys depending on the location, subject to the built form adhering to a 45 degree angular plane that ensures transition to the surrounding context. Height can be increased to 11 storeys on certain properties provided the owner can provide community benefits secured pursuant to Section 37 of the *Planning Act*.

The Final Report on this Study can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.SC30.23>

ISSUE BACKGROUND

Application Description

This application proposes to amend former City of Scarborough Cliffside Community Zoning By-law No. 9364 for the properties at 54 to 62 Glen Everest Road to permit a 12-storey residential building (38 metres). The mid-rise building is proposed to contain 427 residential units including 68 rental dwelling units intended to replace the existing rental units on the site that are proposed to be demolished. The total proposed gross floor area is 31,410 square metres which results in a net floor space index (FSI) of 6.07.

The building mass along Kingston Road steps back at the 7th floor to provide for a 6-storey (19 metre) street wall height. Along the Glen Everest frontage the building is

proposed to step back 12 metres at the 4th level, 3 metres at the 7th level, with the 12th storey stepped back an additional 3 metres. Two pedestrian residential entrances are proposed to be located on Kingston Road and at the corner of Glen Everest Road and Aylesford Drive.

Parking for 355 vehicles and 291 long-term bicycles is proposed to be provided in a combined structure that sits one and a half levels underground and three levels above grade. Two parking garage entrances are proposed from Glen Everest Road along the south property line and on Aylesford Drive along the north property line.

The site is located on the southeast side of Kingston Road at a transportation interchange where Danforth Avenue and Kingston Road converge, within which is the Scarborough War Memorial.

Detailed project information is found on the City's Application Information Centre at: <http://app.toronto.ca/AIC/index.do?folderRsn=o3HOIWHSfXQ%2FoqbVhv93g%3D%3D>

See Attachments 1 and 2 of this report for three dimensional representations of the project in context.

Provincial Policy Statement

Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to confirm with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2020 (Growth Plan 2020). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on August 28, 2020. This new document replaces the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2020) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the *Planning Act*.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;

- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space, and better connected transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- 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.

The Growth Plan (2020) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2020) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. In accordance with Section 3 of the *Planning Act* all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan (2020). Comments, submissions or advice affecting a planning matter that are provided by Council shall also confirm with the Growth Plan (2020).

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 subject site is located on lands designated as *Mixed Use Areas* on Land Use Map 20. An excerpt from this Official Plan Land Use Map can be found in Attachment 5. This portion of Kingston Road is identified as an Avenue (Map 2), a Major Street with a 36-metre right of way (Map 3) and a Higher Order Transit Corridor (Map 4). Per OPA 456, Kingston Road is no longer included as part of the Surface Transit Priority Network (Map 5). Glen Everest Road is a minor street with a 20-metre right of way. Lands to the south and southeast of the site are designated *Neighbourhoods* to the south and southeast.

The application is subject to Site and Area Specific Policy 324 (Kingston Road (Cliffside Community) Avenue Study). SASP 324 identifies potential locations for new streets, lanes and lane-street widenings.

The site is subject to Official Plan Policy 3.2.1.6, which requires any new development resulting in the loss of six or more rental housing units to replace the same number, size and type of rental housing units with rents similar to those in effect at the time of the redevelopment application is made.

Zoning By-laws

The site is zoned Commercial Residential (CR) under the Scarborough Cliffside Community Zoning By-Law Number 9364. The Commercial Residential zone type permits a broad range of commercial, recreational and residential uses, including offices, hotels, financial institutions, medical centres, restaurants, retail stores, personal services shops, municipal parking lots, places of entertainment, recreational uses, educational and training facilities, day nurseries, dwelling units, nursing homes, and retirement homes.

Performance standards permit a maximum gross floor area of 4.5 FSI and a maximum building height between 10.5m and 20m (3 - 6 storeys), which may be increased up to 36m (11 storeys) through the provision of Section 37 benefits. The building envelope is required to fit within a 45-degree angular plane projected from the lot line along Glen Everest Road. Required setbacks include a minimum of 3 metres from Kingston Road and Glen Everest Road. Portions above buildings above 20 metres in height must be set back a minimum of 5.5 metres from the side lot lines. A minimum ground floor height of 4.5 metres is required for the portion of the building within 20 metres of the Kingston Road street line. Other relevant performance standards include additional mechanical penthouse setbacks, amenity space requirements (quantity, features and location) and parking rates for residential units.

The lands are not part of the city-wide Zoning By-law 569-2013. Should this application be approved, the lands would be brought into By-law 569-2013.

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 guideline(s) will be used in the evaluation of this application:

- Cliffside Village Urban Design Guidelines;
- Mid-Rise Building Performance Standards and Addendum;
- Growing Up: Planning for Children in Vertical Communities;
- Accessibility Design Guidelines;
- Bird Friendly Guidelines;
- Best Practices for Effective Lighting; and
- Pet Friendly Design Guidelines for High Density Communities.

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.

Rental Housing Demolition and Conversion By-law

On April 6, 2021, the applicant submitted an application for a Section 111 permit pursuant to Chapter 667 of the City of Toronto Municipal Code to allow the demolition of the existing rental housing units. As per Chapter 667-14, a tenant consultation meeting will be held to review the impact of the proposal on tenants of the residential rental property and matters under Section 111.

COMMENTS

Reasons for the Application

A zoning amendment is required in order to permit the proposed building envelope, including density, height, angular plane encroachments, reduced setbacks and stepbacks.

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

Staff are evaluating this application for consistency with the PPS (2020) and conformity with the Growth Plan (2020).

The application will be evaluated to determine whether the application is consistent with relevant PPS policies, including but not limited to: land use patterns and locations for intensification and redevelopment in settlement areas (1.1.3.2 and 1.1.3.3), promoting economic development and competitiveness (1.3.1), planning for stormwater management (1.6.6.7), energy conservation, air quality and climate change (1.8), and implementation and interpretation (4.6).

Key Growth Plan (2020) policies that will be used to evaluate this application include, but are not limited to: managing growth to support the achievement of complete communities (policy 2.2.1.4), intensification of delineated built-up areas (policy 2.2.2.3), employment (2.2.5), housing policies (2.2.6), and climate change (4.2.10).

Official Plan Conformity

Staff will continue to evaluate this rezoning application to determine its conformity with the Official Plan. Key Official Plan policies that will be used to evaluate this application review include, but are not limited to: structuring growth (2.2); *Avenues* policies for reurbanizing arterial roads (2.2.3), healthy *Neighbourhoods* (2.3.1), transportation change (2.4); *Mixed Use Areas* (4.5); built form (3.1.2); public realm (3.1.1); and housing (3.2.1).

Built Form, Planned and Built Context

City staff will assess the suitability of the proposed site organization, height, massing, separation distances, setbacks and stepbacks, angular plane projections, transition in scale to low-rise neighbourhood to the southeast, and other built form issues based on Section 2 of the *Planning Act*, the Growth Plan (2020), the City's Official Plan policies, the City's HousingTO 2020-2030 Action Plan, the Kingston Road (Cliffside Community) Avenue Study, and other applicable Design Guidelines, particularly the Cliffside Village Urban Design Guidelines, the Mid-Rise Building Performance Standards and Addendum, and the Growing Up: Planning for Children in New Vertical Communities Urban Design guidelines.

Staff will review the application against key design principles of the Mid-Rise Building Performance Standards. Buildings with greater than 60 metres of frontage should introduce articulated facades to ensure building faces are not overly long. Additionally, mid-rise buildings should provide a transition to low-rise neighbourhoods through angular plane, setback and other provisions. The Cliffside Village Design Guidelines also identify priorities for the public realm, including the provision of mid-block pedestrian connections. Particular attention will be paid to the Glen Everest frontage ensuring that the proposed built form is appropriately integrated into the local context characterized by low scale residential development.

Other matters to be resolved include vehicular access and loading, evaluating the proposed at-grade open spaces, the proposed mix of dwelling unit sizes, and the location of proposed amenity spaces.

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 Arborist Report and Tree Preservation Plan submitted by the applicant identified six privately-owned bylaw protected trees and twenty-one City street trees that are proposed to be removed to facilitate the new construction. The Arborist Report and Tree Preservation Plan are currently under review by City staff.

Housing

A Housing Issues Report is required for Zoning By-law Amendment applications that seek to demolish existing rental dwelling units, intensify existing rental sites, convert

existing rental housing to condominiums or that propose residential development in excess of five hectares. A Housing Issues Report has been submitted and is under review by City staff.

As per the Housing Issues report submitted, the existing residential rental buildings on the site contain 68 rental dwelling units, including 29 one-bedroom units and 39 two-bedroom units. 50 of these units are classified as having affordable rents, and 18 are mid-range. The applicant is proposing to replace all existing rental dwelling units on-site.

The Rental Housing Demolition application will be assessed against the requirements of the *Planning Act*, the *City of Toronto Act*, Official Plan policies relating to rental housing, and Chapter 667 of the Toronto Municipal Code. A site visit will be required to be conducted by staff in order to fully assess the application.

Staff will evaluate the appropriateness of the rental housing replacement proposal, including the location, unit sizes, unit layouts and associated amenities for the proposed replacement rental housing. Further, staff will assess the suitability of the tenant relocation and assistance strategy for the affected tenants currently residing in units on the site subject to the above noted application for approval of rental housing demolition.

City Planning staff will encourage the applicant to provide a range and mix of residential units and a minimum of 25 percent of the units to be larger units suitable for a broad range of households, including families with children, of which 10 percent will be three-bedroom units.

Community Services and Facilities

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc. The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

The applicant provided a discussion of Community Services and Facilities as part of the Planning Rationale. City staff are reviewing this report to assess the impact of the proposed development on community facilities.

Initial priorities for Community Services and Facilities recommended by staff to be considered should Section 37 apply to the proposed development:

- Support for a community recreation priorities as identified in Parks, Forestry & Restoration's Facilities Master Plan; and/or
- Support for a new non-profit childcare facility within the Southwest Scarborough Community.

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 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. The current zoning permits increases in intensity and height in excess of 6-storeys (20 metres in height) in exchange for one or more of the following Section 37 benefits:

- Fully furnished and equipped non-profit child care facilities, including start-up funding;
- Public art;
- Other non-profit arts, cultural, community or institutional facilities;
- Streetscape improvements not abutting the site;
- Purpose built rental housing with mid-range or affordable rents, land for affordable housing, or, at the discretion of the owner, cash-in-lieu of affordable rental units or land;
- Parkland, and/or park improvements; and
- Municipally owned and operated parking lots.

Despite the recent introduction of a new legislative framework for the imposition of a community benefits charge, Section 37.1 of the *Planning Act* provides that Section 37, as previously enacted, continues to apply until the earlier of September 18, 2022 or the day the municipality passes a community benefits charge by-law.

The proposal in its current form seeks an increase in density and height above 6 storeys. Should the application be recommended for approval, a Section 37 contribution based on the above noted criteria would be warranted. Please refer to the Council approved Implementation Guidelines and Protocol for Negotiating Section 37 Community Benefits which are available here:

<https://www.toronto.ca/wp-content/uploads/2017/08/8f45-Implementation-Guidelines-for-Section-37-of-the-Planning-Act-and-Protocol-for-Negotiating-Section-37-Community-Benefits.pdf>

Infrastructure/Servicing Capacity

Staff are reviewing the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro, community services and facilities, etc.) to accommodate the proposed development.

Staff are reviewing a Functional Servicing Report provided by the applicant with the submission, the purpose of which is intended to evaluate the effects of a 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.

Staff are reviewing the Transportation Impact Study submitted by the applicant, the purpose of which is to evaluate the effects of a development or re-development on the transportation system, but also to suggest any transportation improvements generated by the development.

Staff are also determining if the potential cumulative impact of all proposed applications in the area of this application should be reviewed.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are 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.

The TGS Checklist submitted by the applicant is currently under review by City staff for compliance with the Tier 1 performance measures.

Easement over City Owned Lands abutting the Development Site

The subject site is technically separated from the Kingston Road right of way by a parcel of land which is approximately 7.61-8.02 metres wide and abuts the subject site to the west. This condition is shared by other properties along this segment of Kingston Road. This parcel is owned by the City of Toronto and is subject to an easement in favour of The Consumer's Gas Company (Enbridge) for a gas pipeline. Staff are reviewing the proposal and will identify any considerations for streetscape conditions, which will be coordinated with nearby sites along Kingston Road.

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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SIGNATURE

Paul Zuliani, MBA, RPP, Director
Community Planning, Scarborough District

ATTACHMENTS

City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context Looking Northwest

Attachment 2: 3D Model of Proposal in Context Looking Southeast

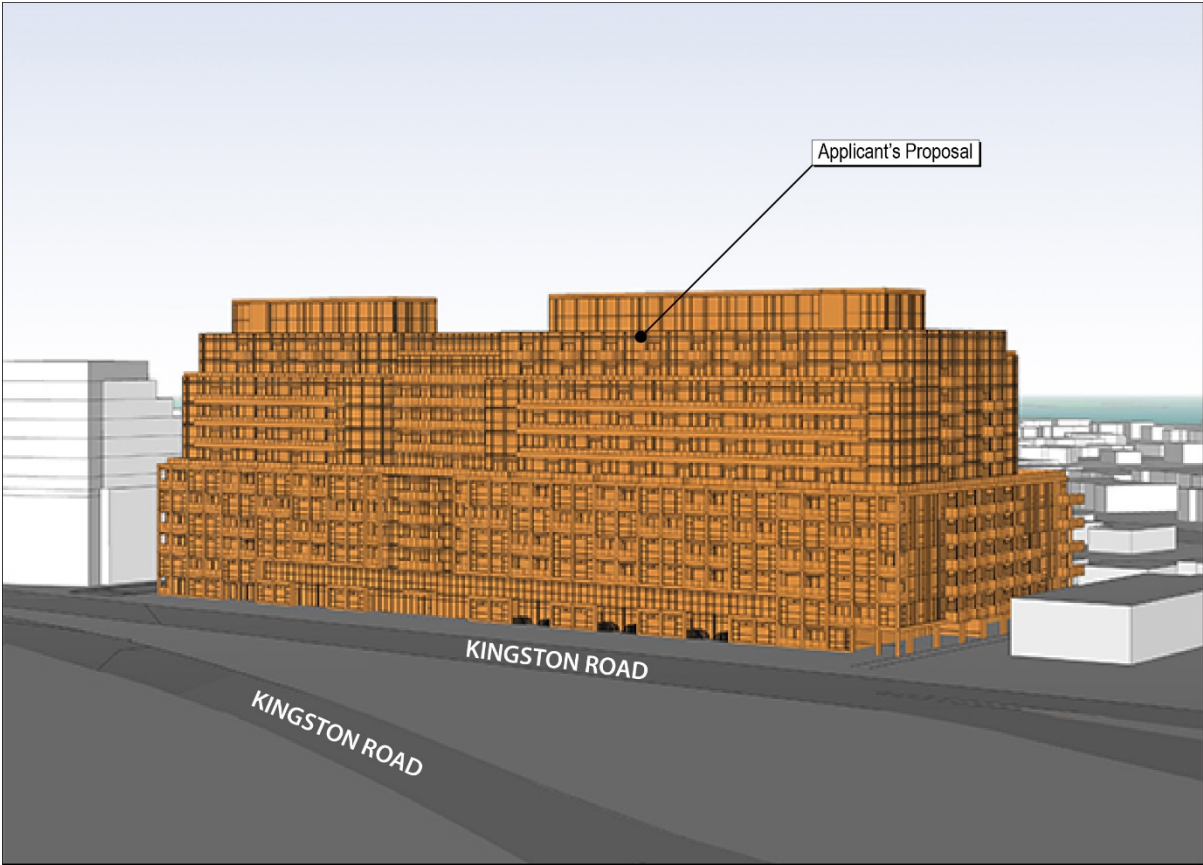
Attachment 3: Location Map

Attachment 4: Site Plan

Attachment 5: Official Plan Map

Attachment 6: Zoning Map

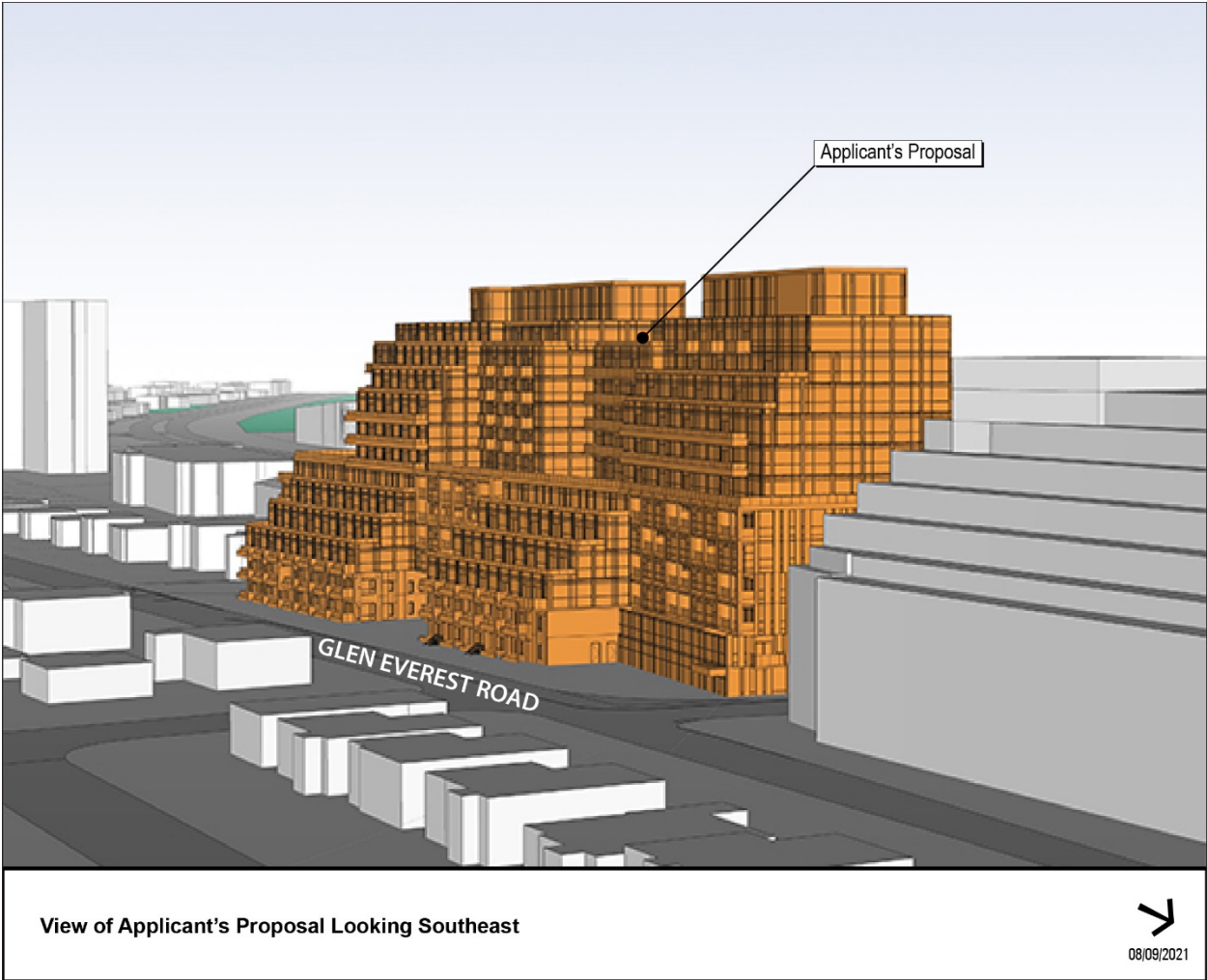
Attachment 1: 3D Model of Proposal in Context Looking Northwest



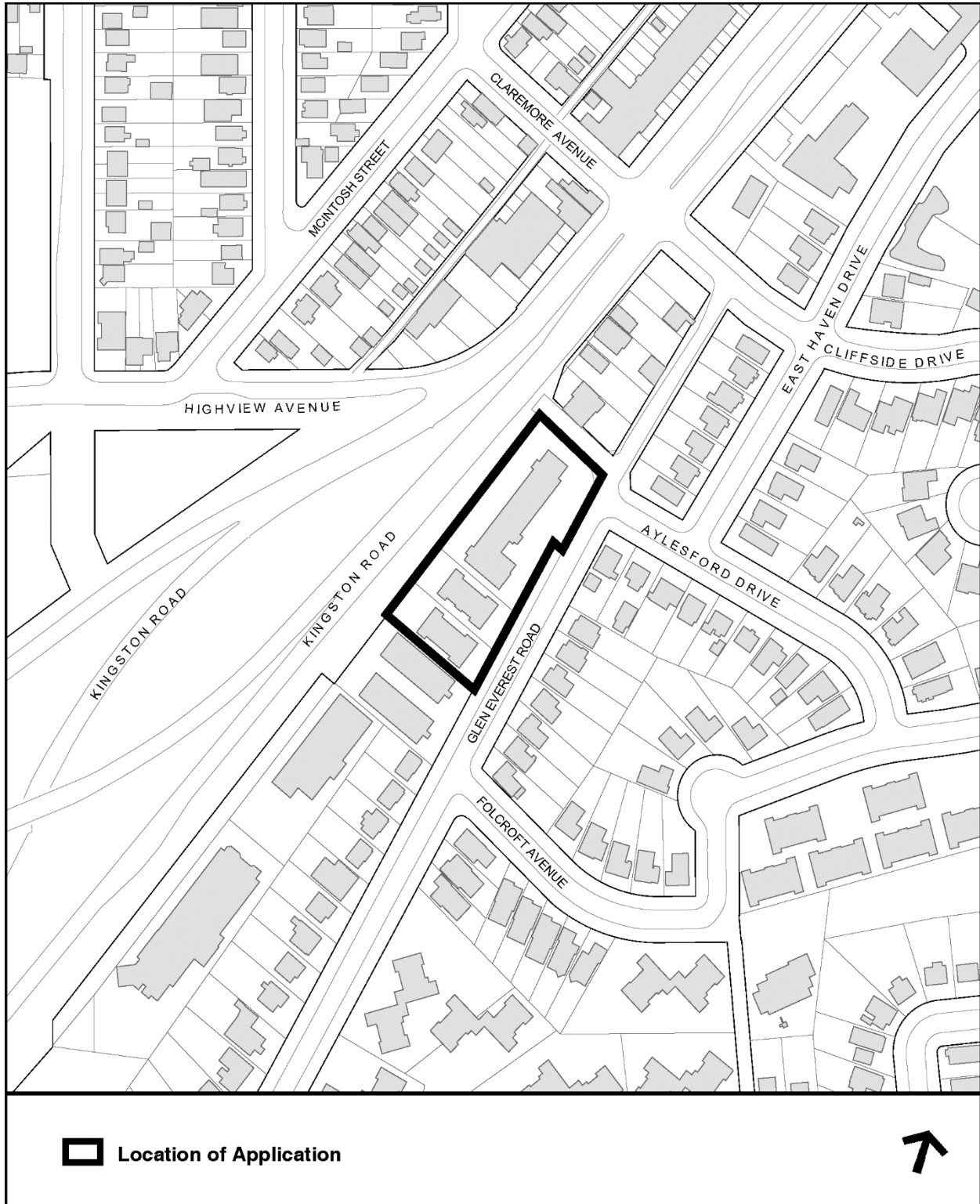
View of Applicant's Proposal Looking Northwest

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08/09/2021

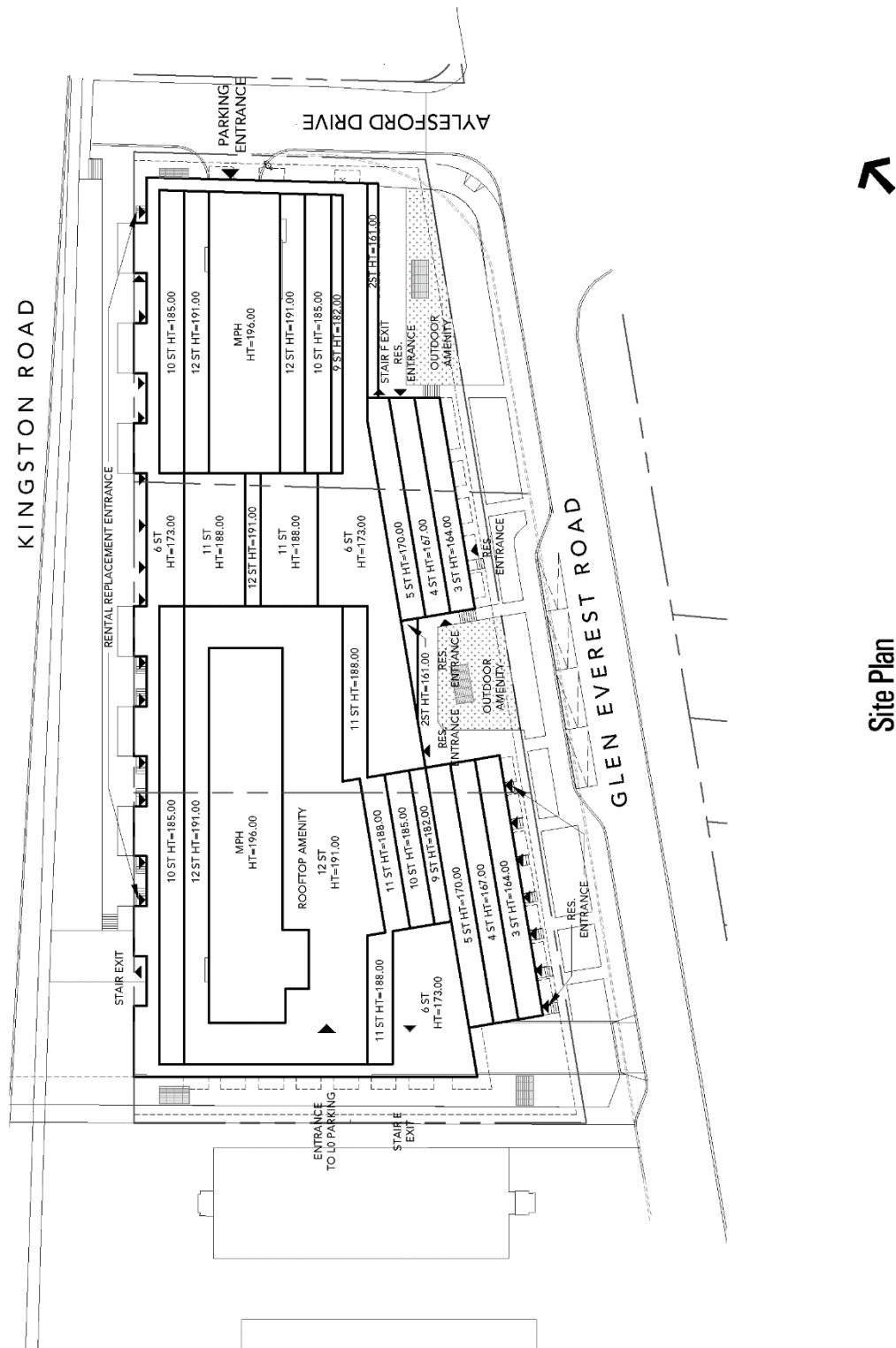
Attachment 2: 3D Model of Proposal in Context Looking Southeast



Attachment 3: Location Map

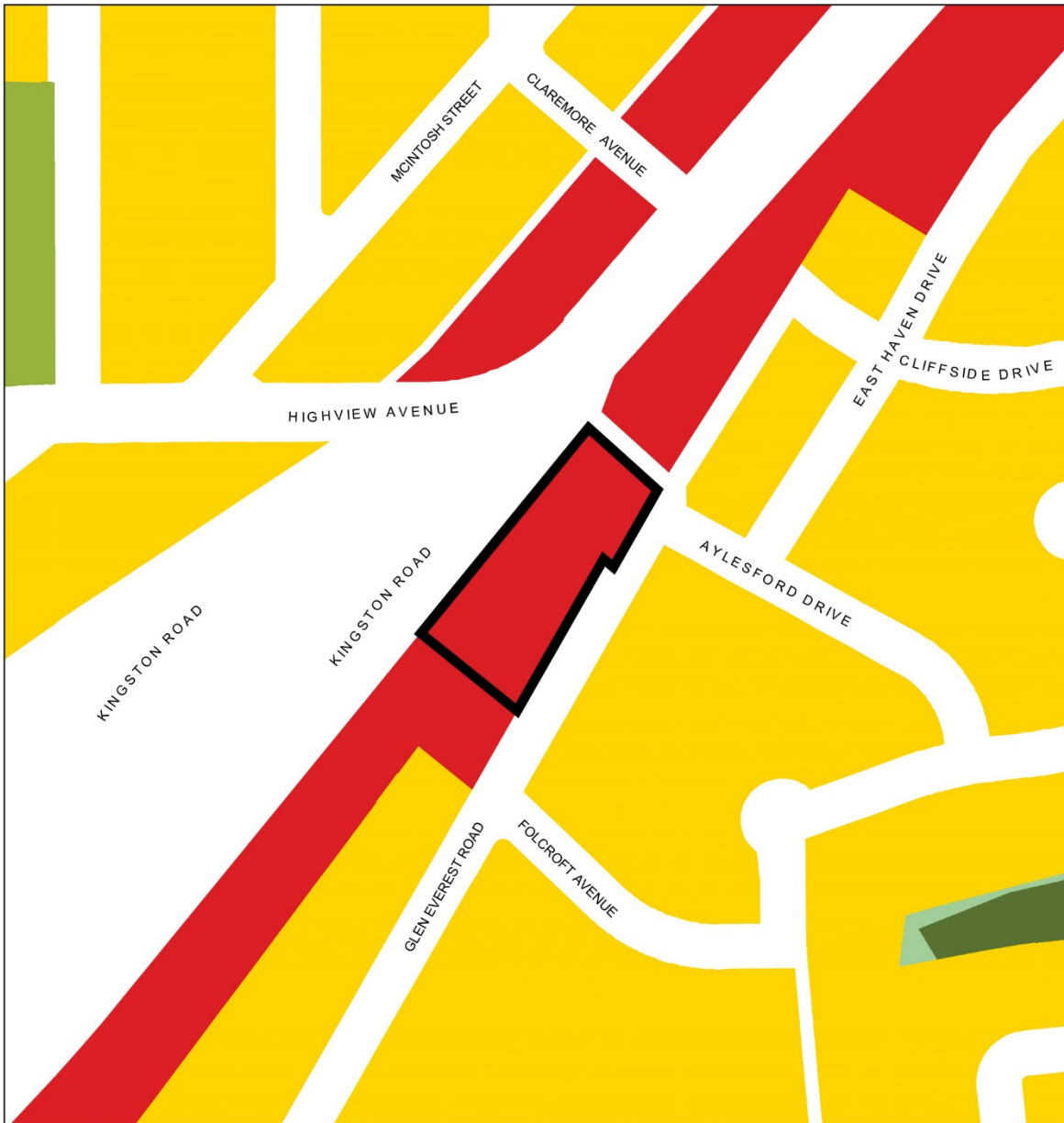


Attachment 4: Site Plan



Site Plan


Attachment 5: Official Plan Map



Official Plan Land Use Map #20

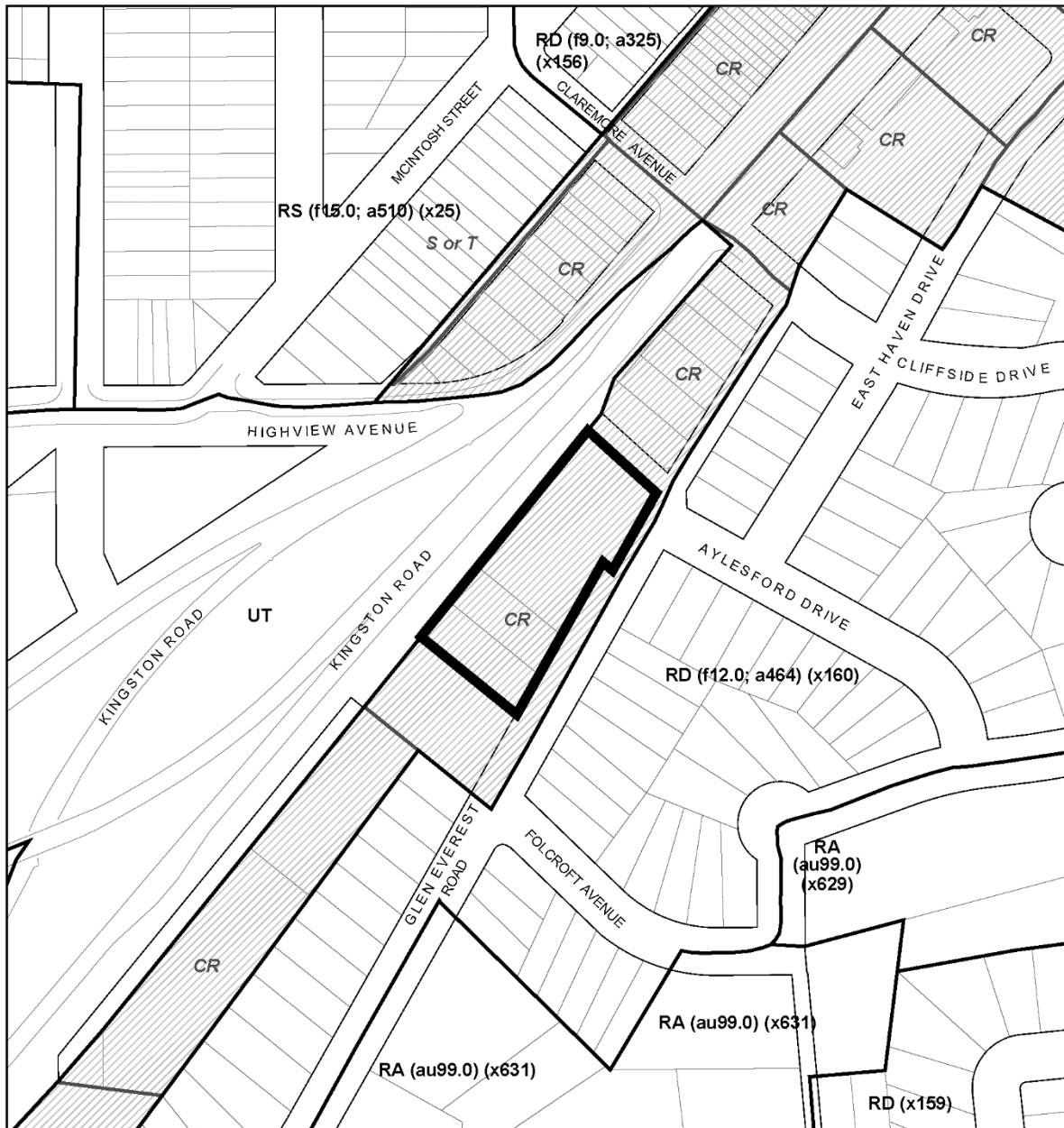
54-62 Glen Everest Road

File # 21 134156 ESC 20 02

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

↑
Not to Scale
Extracted: 04/06/2021

Attachment 6: Zoning Map



Zoning By-law 569-2013

54-62 Glen Everest Road

File # 21 134156 ESC 20 02

- Location of Application
- RD** Residential Detached
- RS** Residential Semi-Detached
- RA** Residential Apartment
- I** Institutional
- OR** Open Space Recreation
- UT** Utility and Transportation

- See Former City of Scarborough Community By-laws
- S** Single-Family Residential
- S or T** Single-Family Residential or Two-Family Residential
- CR** Commercial-Residential
- SC** School

Not to Scale
 Extracted: 04/06/2021