

Preliminary Report - 1 to 19 Glen Watford Drive - Zoning By-law Amendment Application

Date: February 1, 2022

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: 23 - Scarborough North

Planning Application Number: 21 211651 ESC 23 OZ

Notice of Complete Application Issued: December 21, 2021

Current Uses on Site: Two-storey building containing retail and service uses, with a surface parking lot.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 1 to 19 Glen Watford Drive. The application proposes to amend the Zoning By-law to permit the construction of a 33-storey mixed-use building, inclusive of a 6-storey base building. A total of 26,833 square metres of gross floor area is proposed, comprising of 817 square metres of non-residential gross floor area and 26,016 square metres of residential gross floor area. A total of 385 rental apartment units are proposed.

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

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 1 to 19 Glen Watford Drive 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.

ISSUE BACKGROUND

Application Description

This application proposes to amend the Zoning By-law for the property at 1 to 19 Glen Watford Drive to permit the construction of a 33-storey (104 metre) mixed-use building, inclusive of a 6-storey base building. A total of 26,833 square metres of gross floor area is proposed, comprising of 817 square metres of non-residential gross floor area and 26,016 square metres of residential gross floor area. The proposed density is 7.59 FSI. A total of 385 purpose built rental units are proposed, including 247 one-bedroom units, 119 two-bedroom unit and 19 three-bedroom units.

The proposed 6-storey base building contains a mix of non-residential uses, residential units, and seven 2-storey live-work units. The retail units would front Glen Watford Drive, with the residential entrance and lobby located on the north-east side of the building.

Vehicular access to the site, including drop-off and loading facilities is proposed to be taken from the public road to the north of the site that was approved as part of the adjacent development proposals at 23 and 25 Glen Watford Drive. A total of 340 parking spaces are proposed to be located within four levels of underground parking, with the exception of five visitor parking spaces located at-grade. A total of 299 bicycle parking spaces (272 long term and 27 short term) are also proposed.

Pedestrian access to the entrance lobby is via the driveway access off the new public road to the north of the site. There is also additional pedestrian access from Glen Watford Drive to the live/work units and retail units on the northwestern and southwestern sides of the building. A triangular area of landscaping is located on the corner of Glen Watford Drive and Sheppard Avenue East. The existing retaining wall and stairs to the public sidewalks would be retained.

A total of 689 square metres of indoor amenity is provided on the 7th floor and adjacent to this space is 834 square metres of adjacent outdoor amenity space.

Detailed project information is found on the City's Application Information Centre at: <https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachments 1 and 2 of this report, for a three dimensional representation of the project in context and Attachment 3 for a Site Plan.

Provincial Policy Statement and Provincial Plans

Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to conform 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). 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 plan 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 conform with the Growth Plan (2020).

The Growth Plan (2020) as amended contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan (2020) requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs are planned for the prescribed densities.

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. 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 current application is located on an Avenue as shown on Map 2 of the Official Plan and is designated Mixed Use Areas on Map 19 of the Official Plan. Please refer to Attachment 5 for an excerpt from the Official Plan map.

The residential intensification proposed is provided for by the Mixed Use Areas designation and associated policies/development criteria. Consistent with Official Plan policies, an Avenue Segment Study is required along Avenues in Mixed Use Area designations prior to the completion of an Avenue Study. The applicant has submitted an Avenue Segment Study in support of the application, which staff will review as part of the application review process.

Zoning By-laws

The subject lands are zoned Community Commercial (CC) by Agincourt Community Zoning By-law 10076 with performance standards that allow for a lot coverage of 33% as well as minimum building setbacks.

The subject lands are also zoned Commercial Residential CR 0.33 (c0.33; r0.0) SS3 (x322) by Zoning By-law 569-2013. Exception 322 applies the following provisions to the site which limits the maximum gross floor area of all buildings is 0.33 times the area of the lot; and establishes a minimum building setback from a lot line that abuts a street as the greater of 21 metres from the centre line of Sheppard Avenue East or 3 metres from a lot line abutting Sheppard Avenue East, and 3 metres from the lot line abutting any other street.

The site is subject to a height limit of 11 metres and a lot coverage of 33%. Furthermore, Policy Area 4 parking rates apply to the site.

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:

- Tall Building Design Guidelines
- Pet Friendly Guidelines;
- Growing Up Urban Design Guidelines; and
- Bird Friendly Guidelines

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

Reasons for the Application

A Zoning By-law amendment is required as the current zoning does not permit residential uses. Furthermore, the application proposes to exceed the maximum building height and density permitted by the existing Zoning By-laws, as amended, and seeks to establish new development standards related to, amongst other things: parking, amenity space, and building setbacks.

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 proposed development will be evaluated for consistency with the PPS and conformity to the Growth Plan (2020).

The application will be evaluated to determine whether or not the application supports and 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), providing an appropriate range and mix of housing types and densities (1.4.3), transportation systems and transportation demand management (1.6.7.2 and 1.6.7.4), and implementation and interpretation (4.7).

Key Growth Plan policies that will be used to evaluate this application include, but are not limited to: managing growth (policy 2.2.1.4) which supports the achievement of complete communities, intensification in delineated built-up areas (policy 2.2.2.3 b, d, and f), and housing policies enabling municipalities to require multi-unit residential developments to incorporate a mix of unit sizes (2.2.6.3).

Official Plan Conformity

Staff will evaluate this planning application to determine its conformity with the Official Plan, including the application's conformity with the Mixed Use Areas policies. In addition to the development criteria and built form policies discussed below, the application will be required to ensure the intensified residential land uses are designed to be compatible with lands designated as *Core Employment Areas* to south of Sheppard Avenue East and the CP rail line. Materials have been submitted in accordance with the Official Plan policies related to land use compatibility and mitigation, and are currently under review by staff.

Built Form, Planned and Built Context

The suitability of the proposed built form will be evaluated based on the planning framework for the area, including provincial policies and plans; the City's Official Plan; and various City Design Guidelines, including the City's Tall Building Design Guidelines.

Staff will evaluate the application to determine if it is contextually appropriate and fits with the planned and/or built context, focusing on issues including, but not limited to, the following urban design matters:

- Appropriateness of the proposed buildings' height, massing, density and setbacks and setbacks;
- Appropriateness of the proposed base building in relation to scale and height in particular;
- Compatibility with the adjacent developments at 23 and 25 Glen Watford Drive and the surrounding context, as it relates to grades, separation distances and shadow/wind impacts
- The location and organization of the proposed development, including the vehicle drop-off area, relative to existing and proposed streets/pedestrian walkways;
- Impacts of the development on the existing and proposed public realm;
- The appropriateness of the proposed outdoor amenity space as determined through an assessment of the shadow impacts and wind impacts; and
- Other on-site matters and the deployment of the proposed density as outlined in the Tall Buildings Guidelines.

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 Inventory and Preservation Plan, which is currently under review by City staff.

The Tree Inventory and Preservation Plan concludes that there are five trees on or within six metres of the subject property. One of the trees is located on the adjacent property to the east, three trees are located along the eastern property line and one tree is located south of the site, just north of the municipal sidewalk on Sheppard Avenue East. The submitted report recommends retaining the tree on the adjacent property and removing the three boundary trees on the eastern property line. The report states that prior to a recommendation being made with regard to removal or retention of the tree adjacent to the Sheppard Avenue East sidewalk, the ownership of the tree needs to be confirmed, in addition to confirmation being required by the applicant as to whether the retaining wall is being removed as part of the development.

Staff will assess the appropriateness of the applicant's proposal and tree protection and replacement measures.

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 subject site has been identified as having archaeological resource potential and an archaeological assessment has been submitted for review by Heritage staff.

Housing

The applicant is proposing a purpose-built rental building with a total of 385 residential units. Section 3.2.1 of the City's Official Plan states that a full range of housing, including affordable housing, will be provided and maintained to meet the needs of current and future residents. The Growth Plan also contains policies to support the development of affordable housing and the provision of a range of housing options to accommodate the needs of all household sizes and incomes.

In order to support the City's and Growth Plan's housing policy objectives, City staff will be reviewing potential opportunities for the provision of affordable housing including the option to secure this purpose-built rental housing at mid-range or affordable rent level categories.

Growing Up Guidelines

The Council-adopted Growing Up: Planning for Children in New Vertical Communities urban design guidelines provide guidance on the proportion and size of larger units recommended in new multi-residential developments.

Guideline 2.1 of the Growing Up guidelines states that a building should provide a minimum of 25% large residential units (10% of the units should be 3-bedroom units and 15% of the units should be 2-bedroom units).

Guideline 3.0 states that the ideal unit size for large residential units, based on the sum of the unit elements, is 90 square metres for 2-bedroom units and 106 square metres for 3-bedroom units, with ranges of 87-90 square metres and 100-106 square metres representing a diversity of sizes for such bedroom types while maintaining the integrity of common spaces to ensure their functionality.

The application proposes to provide 119 (31%) of the 385 new dwelling units as 2-bedroom units and 19 (5%) of the new dwelling units as 3-bedroom units, which satisfies the minimum provision of two-bed units but is deficient in the percentage of three-bedroom units, which should exceed 10% as per Guideline 2.1 of the Growing Up guidelines. None of the proposed new 2-bedroom units are larger than 87 square metres in size. Furthermore, the percentage of 3-bedroom units is less than what is sought by the guidelines.

As the application progresses, City staff will work with the applicant to implement the unit size and mix objectives of the Growing Up Guidelines in order to accommodate a broad range of households, including families with children, within the proposed development.

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 communities. 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.

A community services and facilities report was submitted as part of the application and will be reviewed by staff.

School Boards

The application was circulated to both the Toronto Catholic District School Board (TCDSB) and the Toronto District School Board (TDSB).

TCDSB and TDSB will evaluate the impact of the proposed development within the context of local development activity on area schools. This will include an assessment of existing school capacity to support increased demand that would be generated by the proposed development.

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-laws 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 proposal at its current height and density will be subject to Section 37 contributions under the Planning Act. Section 37 benefits have not yet been discussed. City staff may apply the Section 37 provisions of the Planning Act should the proposal be approved in some form. In the event the applicant provides in-kind benefits pursuant to Section 37 of the Planning Act, the City's Fair Wage Policy and Labour Trades Contractual Obligations will apply to such work.

Recent introduction of a new legislative framework provides for municipalities to exercise the ability to impose a community benefits charge. However, 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.

Infrastructure/Servicing Capacity

The applicant has submitted a Functional Servicing and Stormwater Management Report, a Hydrogeological Report, and a Geotechnical Report. These reports will allow City staff to evaluate the effects of the development on the City's municipal servicing infrastructure. It will also identify and provide the rationale for whether the City requires the applicant to provide new infrastructure and/or upgrades to the existing infrastructure in order to facilitate this development. These reports are currently under review by staff.

A Transportation Impact Study was submitted by the applicant to evaluate the effects of the development on the transportation system, and to suggest any transportation improvements, if deemed necessary, to accommodate the travel demands and impacts generated by the development. The study is currently under review by staff.

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 intended to advance the City's objectives for resilience and to achieve net-zero emissions by 2050 or sooner. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

Staff are reviewing the TGS Checklist submitted by the applicant for compliance with the Tier 1 performance measures. Where possible, parts of the development proposed to meet the Tier 1 requirements will be secured through the implementing Zoning By-

law or Subdivision Agreement. Other matters will be secured through the approval of subsequent Site Plan control applications.

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

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

ATTACHMENTS

City of Toronto Drawings

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

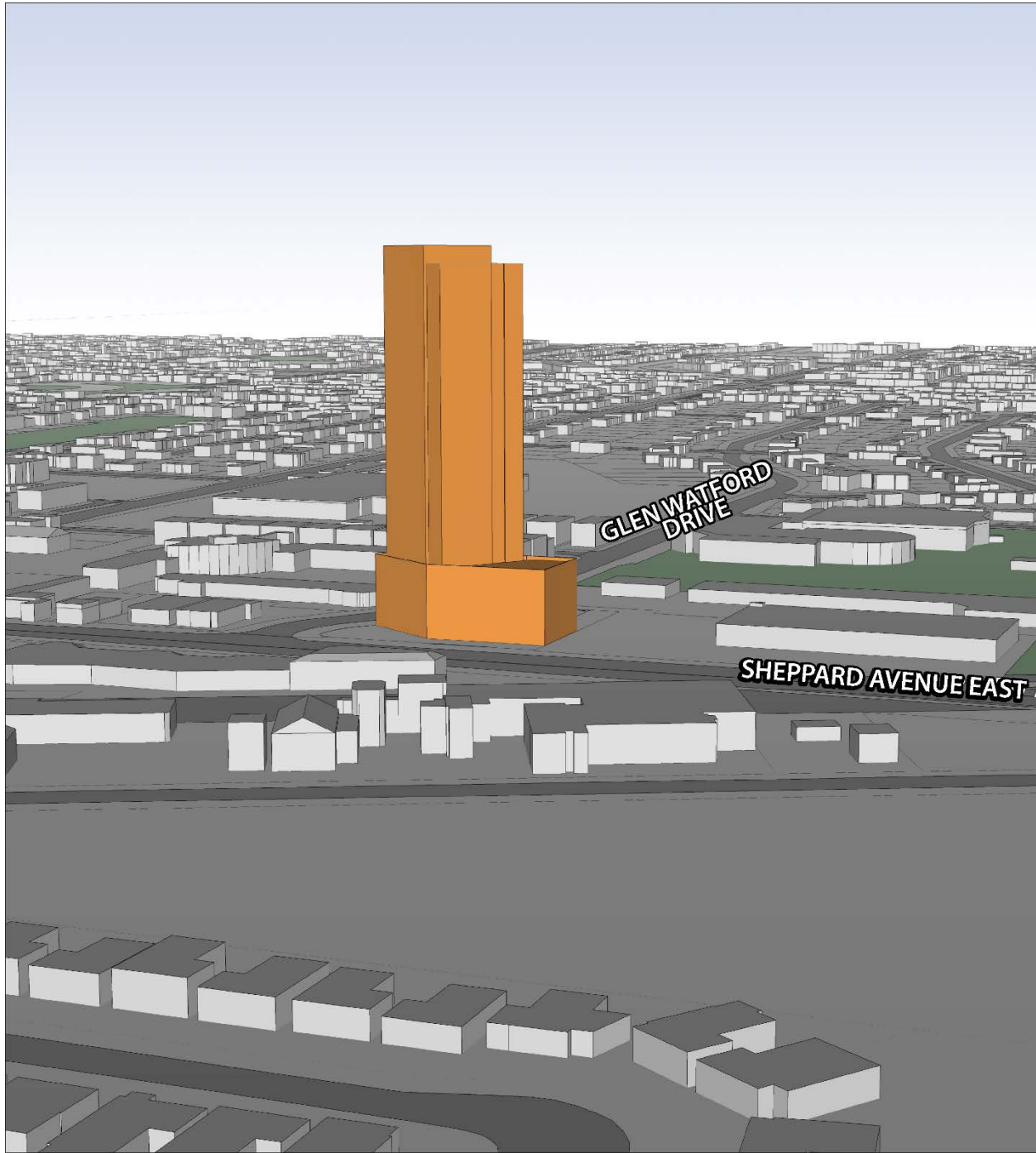
Attachment 2: 3D Model of Proposal in Context - Looking Southeast

Attachment 3: Location Map

Attachment 4: Site Plan

Attachment 5: Official Plan Map

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

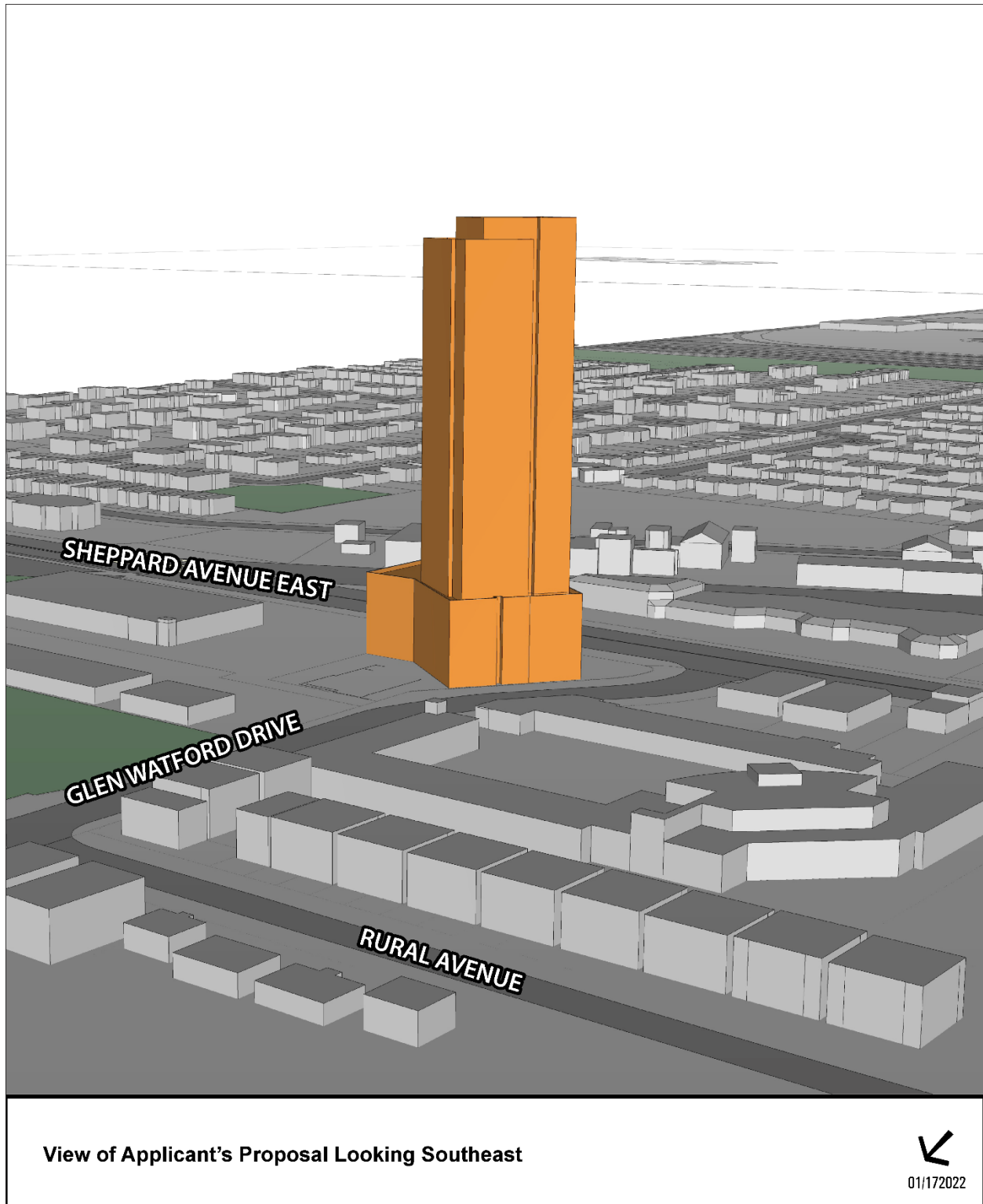


View of Applicant's Proposal Looking Northwest

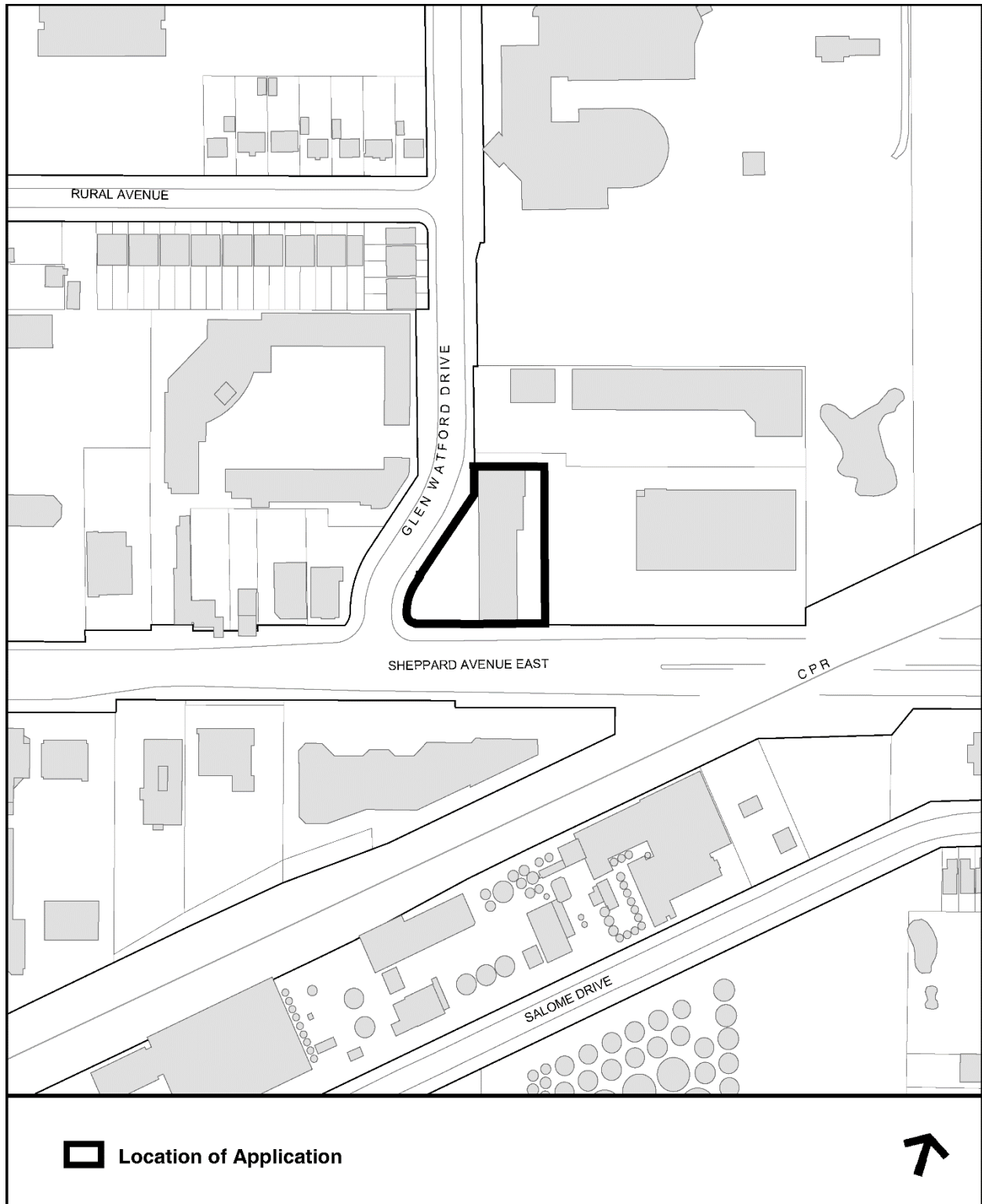


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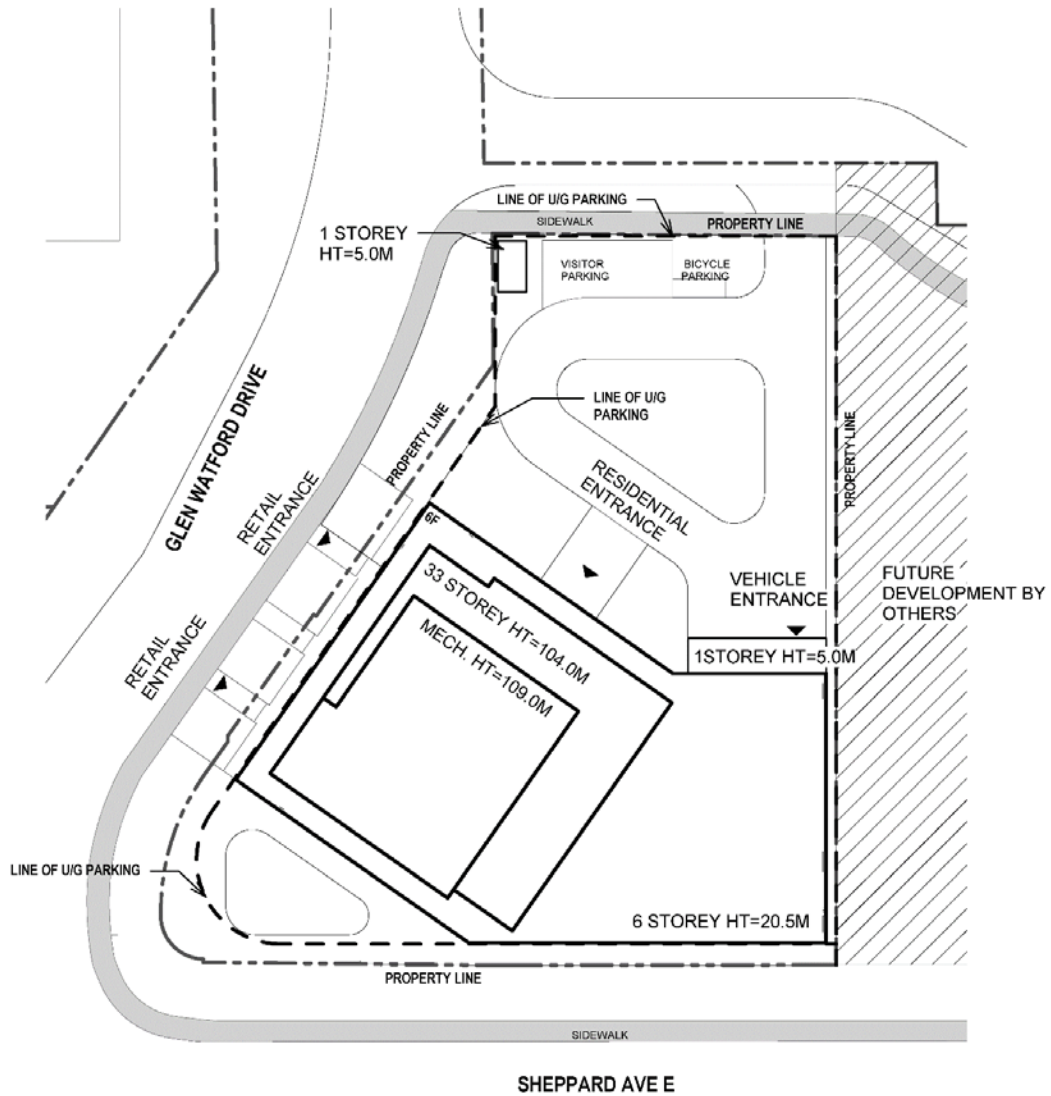
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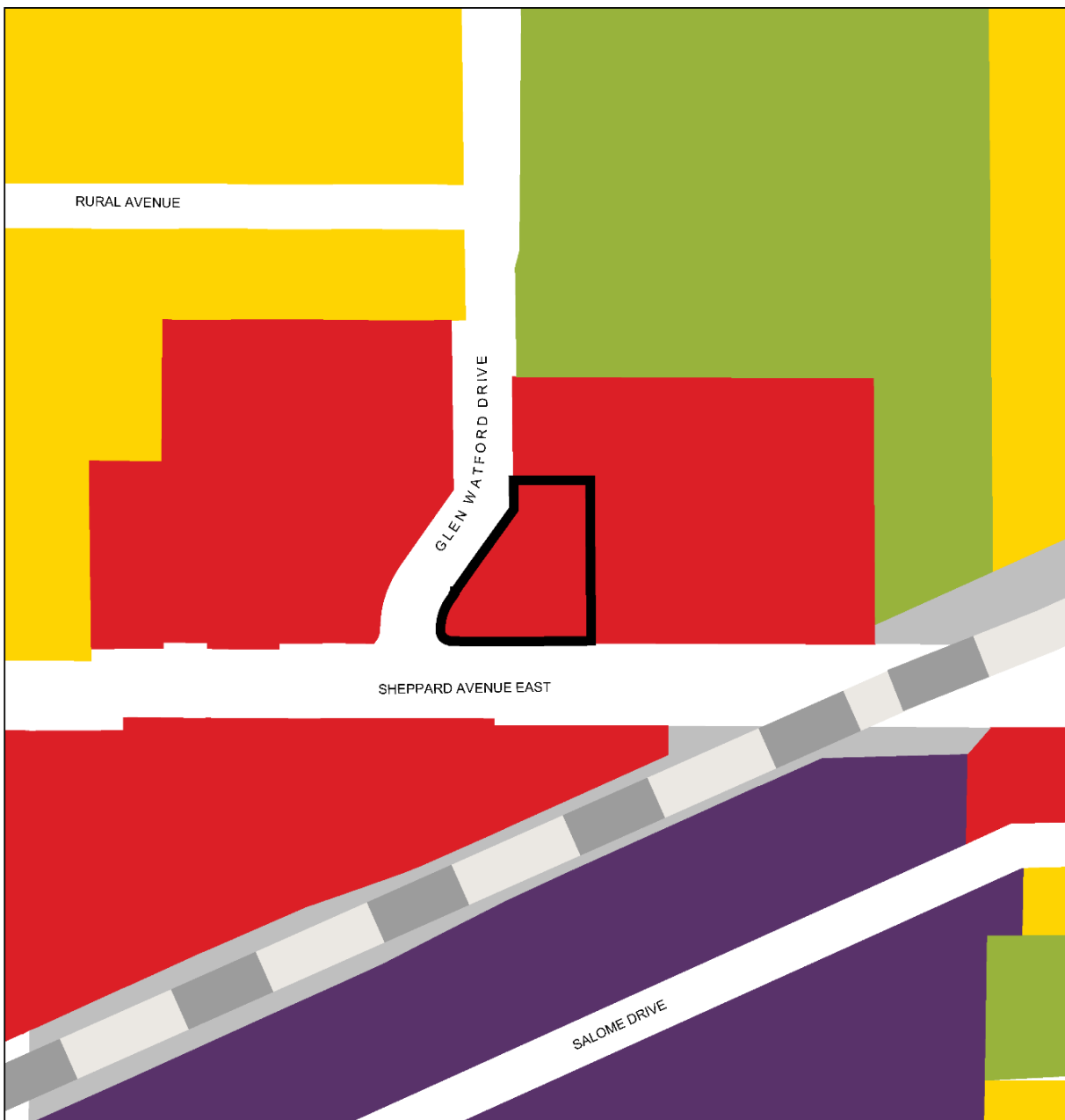
Attachment 3: Location Map



Attachment 4: Site Plan



Attachment 5: Official Plan Map




Official Plan Land Use Map #19

1-19 Glen Watford Drive

File # 21 211651 ESC 23 0Z




 Not to Scale
 Extracted: 09/22/2021