

1 – 2 Meadowglen Place – Rezoning and Rental Housing Demolition and Conversion Applications – Preliminary Report

Date:	August 18, 2008
To:	Scarborough Community Council
From:	Director, Community Planning, Scarborough District
Wards:	Ward 38 – Scarborough Centre
Reference Number:	08 176491 ESC 38 OZ and 08 176779 ESC 38 RH

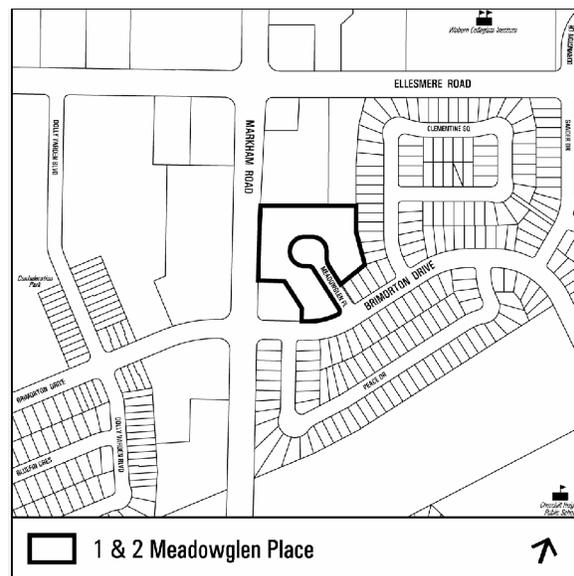
SUMMARY

This application was made on or after January 1, 2007 and is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

This application proposes a zoning by-law amendment and a rental housing demolition and conversion application to permit the redevelopment of the subject property with a total of 886 residential units including apartments and townhouses, ground floor retail and a public park. The two existing apartment buildings would be demolished and the 141 rental units replaced in a new 9 storey building. Three additional buildings, ranging in height from 10 to 32 storeys, are proposed to contain 745 condominium units.

This report provides preliminary information on the above-noted applications and seeks Community Council's directions on further processing of the applications and on the community consultation process.

The applications will be processed and considered within the context of the Markham-Ellesmere Revitalization Study.



A final report will be prepared and a public meeting will be scheduled once all identified issues have been satisfactorily resolved and all required information is provided.

RECOMMENDATIONS

The City Planning Division recommends that:

1. The applicant be requested to revise the proposal to address the concerns expressed in this report including reductions in density, height, number of dwelling units, improved massing, sun/shadow impacts on adjacent residential and supply of an appropriate amount of green space.
2. The application be processed and considered within the context of the Markham-Ellesmere Revitalization Study.
3. Staff be directed to schedule a community consultation meeting together with the Ward Councillor.
4. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
5. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

On April 8, 2008, Scarborough Community Council directed that a Revitalization Study of the Markham-Ellesmere area be initiated by City Planning staff. The study commenced in May of 2008 and is examining sites fronting on or in close proximity to Markham Road between Progress Avenue and the Hydro Corridor south of Brimorton Drive which have the potential for redevelopment or intensification.

The Markham-Ellesmere Revitalization Study will develop a framework that City Council can use as a guide for considering individual development proposals in the study area. The study will also consider associated issues such as traffic, and community services and facilities. A Working Group comprised of area residents and landowners has been formed and will participate in a series of evening meetings during the course of the study. Completion for the study is targeted for February 2009.

ISSUE BACKGROUND

Proposal

The applicant has applied for an amendment to the Woburn Community Zoning By-law No. 9510 to permit the redevelopment of the site with 886 residential units, 1,775 square metres of ground related retail, a public park and a new public road, at a density of 5.90 times the lot area. Refer to Application Data Sheet – Attachment 4 for additional project data.

The subject property was developed over 40 years ago with two 6 storey apartment buildings containing a total combined unit count of 141 rental dwelling units. These existing 141 rental apartment dwelling units are proposed to be replaced by 141 rental apartment dwelling units within a new 9 storey building. The new rental units will consist of 97 two-bedroom units, 43 three-bedroom units and 1 one-bedroom unit. It will be located on the east side of the proposed north-south public road and contain 170 underground parking spaces.

To the west of the proposed north-south public road and fronting onto Brimorton Drive, a 10-storey building is proposed. This building will contain 107 dwelling units, of which 13 are ground related townhouse units. North of the proposed 10-storey building is the proposed public park and two point towers which are connected via a podium building that fronts onto Markham Road to the west and to the proposed east-west public road to the north. The 4 storey podium will incorporate 1,775 square metres of ground floor retail. The towers rise above the podium to an overall height of 32 storeys. A total of 638 residential dwelling units will be accommodated in the two towers and the podium and a total of 950 parking spaces are proposed within the underground parking garage. Refer to Site Plan and Elevations – Attachments 1 and 2 for a visual representation of the site layout and elevations of the proposed buildings.

Site and Surrounding Area

The subject property is irregular in shape and is approximately 1.346 hectares (3.33 acres) in size and is located on the east side of Markham Road, south of Ellesmere Road, at Brimorton Drive. The topography of the site is relatively flat. Two 6 storey rental apartment buildings with a total of 141 units are currently on the subject lands. Development on the site is concentrated along its westerly limit. Parking is generally provided at grade, and is located to the west, east and north of the buildings. The lands to the east of the public road (Meadowglen Place) are used primarily for private recreation and open space.

The surrounding land uses in the vicinity of the site can be described as follows:

North: a commercial plaza comprising 3 buildings and a number of units, including a Bank of Nova Scotia and a Red Lobster restaurant;

East: single storey houses fronting on Clementine Square;

South: Brimorton Drive and single detached residential; and

West: Brimorton Plaza, a small retail plaza with convenience stores, a post office and second storey offices. On the west side of Markham Road (No. 1050) is a 19 storey rental apartment building with a day care centre on the ground floor.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS.

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; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The subject property is designated as a Mixed Use Area in the Toronto Official Plan. Mixed Use Areas are made up of a broad range of commercial, residential and institutional uses, in single use or mixed use buildings, as well as parks and open spaces and utilities.

Development within Mixed Use Areas will:

- create a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- provide for new jobs and homes;
- locate and mass new buildings to provide a transition between areas of different development intensity and scale, as necessary to achieve the objectives of the Official Plan, through means such as providing appropriate setbacks and/or stepping down of heights, particularly towards lower scale Neighbourhoods;
- locate and mass new buildings so as to adequately limit shadow impacts on adjacent Neighbourhoods, particularly during the spring and fall equinoxes; and
- locate and mass new buildings to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces.

Mixed Use Areas are intended to create and provide an attractive, comfortable and safe pedestrian environment. They are to have access to schools, parks, community centres, libraries, and childcare, and take advantage of nearby transit services. They are to provide good site access and circulation and an adequate supply of parking for residents and visitors, locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences, and provide indoor and outdoor recreation space for building residents in every significant multi-unit residential development.

The Official Plan also contains policies for developments in Mixed Use Areas that are adjacent to or close to Neighbourhoods. In this particular situation, the subject property abuts a Neighbourhoods designation to the east and to the south. These policies are outlined in the Official Plan's Healthy Neighbourhoods policies. Developments in the Mixed Use Areas will be compatible with those Neighbourhoods; provide a gradual transition of scale and density as necessary to achieve the objectives of the Plan through stepping down of buildings towards and setbacks from those Neighbourhoods; maintain adequate light and privacy for residents in those Neighbourhoods; and attenuate resulting traffic and parking impacts on adjacent neighbourhood streets so as not to significantly diminish the residential amenity of those Neighbourhoods.

The Built Form policies of the Official Plan specify that new development be located and organized to fit with its context, and be massed to limit impacts on neighbouring streets, parks, open spaces, and properties by creating appropriate transitions in scale to neighbouring buildings, providing for adequate light and privacy, and limiting shadowing and uncomfortable wind conditions. Taller buildings are to be located to ensure adequate access to sky view. Every significant new multi-unit residential development will provide indoor and outdoor amenity space for residents of the new development and each resident will have access to outdoor amenity spaces such as balconies, terraces, courtyards, rooftop gardens and other types of outdoor spaces.

The Tall Building policies of the Official Plan apply with respect to this proposal and seek to ensure that the proposed building and site design will contribute to and reinforce the overall City structure, including its relationship to its existing and/or planned context and the provision of high quality, comfortable and usable publicly accessible open space areas.

The Housing policies of the Official Plan support a full range of housing in terms of form, tenure and affordability, across the City and within neighbourhoods. New housing supply will be encouraged through intensification and infill that is consistent with the Official Plan.

There are also specific policies regarding the demolition of rental housing, which would result in the loss of six or more rental housing units. Such new development and resulting demolition will not be approved unless Section 3.2.1 (6) of the Plan is adhered to. This part of the Housing Section of the Plan states that new development that would have the effect of removing all or part of a private building or related group of buildings, and would result in the loss of six or more rental housing units will not be approved

unless all of the rental housing units have rents that exceed mid-range rents at the time of application, or in cases where planning approvals other than site plan are sought, the following are secured:

- at least the same number, size and type of rental housing units are replaced and maintained with rents similar to those in effect at the time the redevelopment application is made;
- for a period of at least 10 years, rents for replacement units will be the rent at first occupancy increased annually by not more than the Provincial Rent Increase Guideline or a similar guideline as Council may approve from time to time; and
- an acceptable tenant relocation and assistance plan addressing the right to return to occupy one of the replacement units at similar rents, and other assistance to lessen the hardship, or
- in Council's opinion, the supply and availability of rental housing in the City has returned to a healthy state and is able to meet the housing requirements of current and future residents.

The Community Services and Facilities policies of the Official Plan state that strategies for providing new social infrastructure or improving existing community service facilities will be developed for areas that are inadequately serviced or experiencing major growth or change, and will be informed through the preparation of a community services strategy. The community services strategy will include a demographic profile of area residents, an inventory of existing services, identification of existing capacity and service gaps; identification of local priorities, a recommended range of services and co-location opportunities, and identification of funding strategies. The inclusion of community service facilities are encouraged in all significant private sector development.

The Official Plan provides for the use of Section 37 of the Planning Act to secure community benefits in exchange for increased height and density for new development, provided it first meets the test of good planning and is consistent with the policies and objectives of the Plan. Staff will review the proposal against the policies of the Official Plan.

Zoning

The subject property is zoned Apartment Residential (A), which permits apartment buildings, day nurseries, group homes, nursing homes, and senior citizen homes, refer to Zoning Map – Attachment 3.

Site Plan Control

The property is subject to site plan control. An application has not yet been submitted.

Tree Preservation

The applicant has submitted an Arborist Report and Existing Tree Survey outlining the condition of the trees on the subject property. This report has been forwarded to Urban

Forestry for review and comment. The applicant is required to submit a detailed Tree Preservation Plan.

Rental Housing Demolition and Conversion By-law

The rental housing demolition and conversion by-law, which implements the City's powers under Section 111 of the City of Toronto Act, is based on the housing policies in the City's Official Plan. The City's rental housing protection policies have two purposes:

1. to protect the City's supply of rental housing units from demolition and from conversion to non-rental housing purposes; and
2. to minimize negative impacts on tenants affected by proposals to demolish or convert, and if demolition is approved by Council, to replace the rental units and provide relocation assistance to tenants.

The City of Toronto Act provides the authority for the City to prohibit or regulate the demolition or conversion of rental housing. The by-law makes it an offence to demolish or convert rental housing units that are subject to Municipal Code, Chapter 667 without a permit issued under its authority.

In order for development to proceed on the subject site, a Section 111 permit must be granted. In accordance with the provisions of Chapter 667 of the City of Toronto Municipal Code, a rental housing demolition and conversion application and a Declaration of Use and Screening Form has been submitted for review.

Reasons for the Applications

The zoning by-law amendment is required to permit additional residential units, to permit commercial/retail uses, and to establish appropriate zoning regulations to guide redevelopment of the site. The rental housing demolition and conversion application is required to demolish and replace the existing 141 rental units.

COMMENTS

Issues to be Resolved:

Density and Height

The applicant met with staff on April 10, 2008. The proposal presented at that time was to demolish the existing 6 storey apartment buildings and replace them with a combination of 10 and 19 storey apartment buildings, with some townhouses along Brimorton Drive.

The heights of the buildings for the submitted proposal vary from 9 to 32 storeys, and two of the four buildings are at heights of 32 storeys. The surrounding neighbourhood context has buildings ranging up to 19 storeys. The proposed building heights of 32 storeys, are out of character with the surrounding neighbourhood. The two 32 storey

buildings are considered to be “Tall Buildings” and will be reviewed and evaluated under the Tall Building policies of the Official Plan and the draft Urban Design Guidelines for Tall Buildings. The proposed floor space index (FSI) is 5.90. This intensity of development is substantially higher than what is normally found in mixed use areas outside of the Centres or Downtowns.

The building heights discussed in the pre-application consultation were more consistent and compatible with the building heights found in the existing nearby neighbourhood context. The current proposal substantially increases the height of two of the four buildings to 32 storeys, a height that is out of character with the surrounding neighbourhood.

Height and density are key considerations that will need to be addressed in the review of this proposal. In this respect staff has requested a pedestrian level wind study and a sun/shadow study to be submitted for review, preferably in association with a revised proposal.

Massing and Transition

Appropriate transitions to the surrounding land uses, specifically the nearby single-detached residential neighbourhood must be achieved. The applicant should be requested to revise the proposal to reduce the proposed density, height, and number of dwelling units, and revise the massing of the proposal. The applicant has been requested to submit a computer generated building mass model, to assist in the evaluation of the height and massing of the proposal and its relationship to its surrounding neighbourhood context.

In situations where multi-storey buildings abut low-rise residential uses, a 45-degree angular plane is often employed. The 45-degree angular plane is a zoning tool to regulate the height transition between uses of different intensity of development. Planning staff will request the applicant to identify the 45-degree angular plane between the proposed buildings and the rear lot lines of the single-detached residential fronting onto Clementine Square and Brimorton Drive.

Recreational Amenity Space

An existing private publicly-accessible recreation / open space area is located on the east side of Meadowglen Place. This private recreation area has swings, teeter-totters, a basketball hoop and a baseball back stop, which are well used by the residents. This existing amenity that is provided for the existing 141 dwelling units represents a desirable community asset. Intensification of development on this site should not come at the expense of this amenity, but, rather, should replace and enhance this amenity level for existing and future residents of the site and area.

Built form policies of the Official Plan, Section 3.1.2(6) states that “every significant new multi-unit residential development will provide indoor and outdoor amenity space for residents of the new development. Each resident of such development will have access to outdoor amenity spaces such as balconies, terraces, courtyards, rooftop gardens and other types of outdoor spaces.” The proposed development currently includes a proposed

0.1119 hectare (0.29 acre) public park in the centre of the development. Further review of the proposal is required to assess the suitability and adequacy of the proposed public park as well as the adequacy of the proposed private indoor and outdoor recreational and open space amenities.

Green Development Standard

Staff will be encouraging the applicant to review sustainable development opportunities by utilizing the Toronto Green Development Standard, adopted by City Council in July 2006.

Landscaping

Opportunities to increase both the amount of landscaped open space and the quality and quantity of the proposed planting will be explored.

Sun/Shadow and Wind

The applicant has not submitted a sun/shadow study or a pedestrian level wind study. Staff will require a sun/shadow study to assess the shadowing impacts of the proposed buildings on nearby residential properties, open space and public streets. Once building massing and height issues have been addressed, the applicant will be required to submit a pedestrian level wind study.

Traffic Impact and Parking

The applicant has submitted a Traffic Impact Assessment which states that new development site traffic, in combination with traffic growth from other area development proposals, can be acceptably and appropriately accommodated on the area street system with implementation of appropriate intersection improvements. This report has been circulated to the appropriate City divisions and agencies for review, to determine whether it adequately addresses the impacts of the proposed development, when considered in combination with anticipated traffic growth in the area.

Parking facilities for residents, tenants and visitors of the proposed development will be provided on-site within underground parking garages situated beneath the proposed buildings. A total of approximately 1,120 parking spaces are contemplated within the underground parking garages proposed beneath the proposed buildings. This supply reflects a parking standard of 1.17 spaces per residential apartment (rental) unit, 1.2 spaces per condominium unit, of which 0.2 spaces per unit are designated as visitor parking and a retail parking standard of 3 spaces per 100 square metres. Staff will be considering the appropriate parking supply rate and overall number of spaces for a revised proposal in response to the issues raised in this report.

A Geotechnical Study has also been submitted and circulated to the appropriate City divisions and agencies for review and verification of the feasibility of the proposed underground parking.

Servicing

A Site Servicing Assessment and Stage 1 Stormwater Management Report has been submitted in support of the application. The report concludes that the proposed development can be serviced utilizing the existing surrounding infrastructure. The report has been circulated to the Technical Services Division for review and comment.

Tenant Relocation and Assistance Plan

Before submitting a final report on the development applications, City Planning staff will hold a community consultation meeting to review the impact of the proposal on the tenants of the residential rental property and matters under Section 111 of the City of Toronto Act, 2006. An acceptable tenant relocation and assistance plan addressing the right to return to occupy one of the replacement units at similar rents, the provision of alternative accommodation at similar rents and other assistance to lessen the hardship will be determined.

Community Services and Facilities

The applicant has prepared a Community Services and Facilities Study in fulfillment of the terms of reference contained in the Toronto Development Guide. The study concludes that “two particular issues should be given consideration in order to meet the needs of future residents. In terms of childcare, providing long-term secure daycare spaces and preserving existing facilities should be a priority. In terms of education, accommodation within the Toronto District Schools exist, however accommodation issues may exist at Toronto Catholic Schools from students generated from the proposed development. The pupil generation anticipated by the Catholic Board is low.”

The application has been circulated to the School Boards, the Library Boards, Parks, Forestry and Recreation, and City Planning – Policy and Research for review and comment. The Markham-Ellesmere Revitalization Study will also be considering community services and facilities challenges and opportunities and this application will be considered in the context of the area overview.

Community Benefits and Use of Section 37 of the Planning Act

Opportunities for the applicant to provide community benefits in exchange for the proposed increases in height and density, either on-site or in close proximity to the site will be considered.

Community Concerns

At the Markham-Ellesmere Revitalization Study Working Group Meeting No. 3 held on July 17, 2008, the development applications for 1 and 2 Meadowglen Place were briefly presented to area residents and land owners. Some of the concerns raised related to the intensity of the proposed development and its impact on traffic at Markham Road and Brimorton Drive, construction impacts of the development combined with watermain projects in the area, and diminishing shopping opportunities.

Plan of Subdivision Application

If the proposal is considered to be appropriate for the development of the subject property, a plan of subdivision application will be required to create, among other things, the development blocks, public rights-of-way, and the park.

Additional Issues

Additional issues may be identified through the review of the application, City division and external agency comments, the community consultation process, and the Markham-Ellesmere Revitalization Study.

CONTACT

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SIGNATURE

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ATTACHMENTS

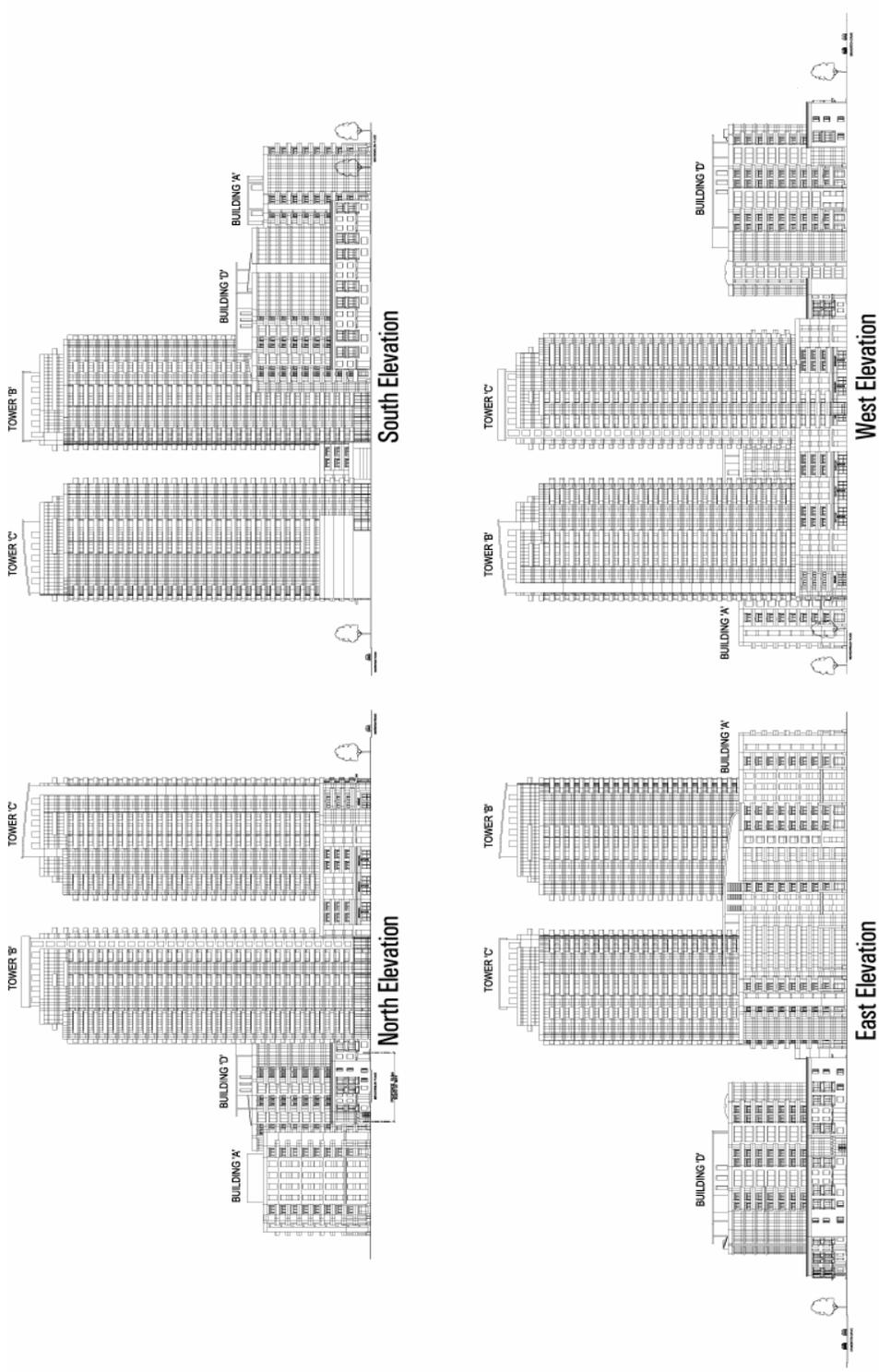
Attachment 1: Site Plan

Attachment 2: Elevations

Attachment 3: Zoning

Attachment 4: Application Data Sheet

Attachment 2: Elevations



Elevations

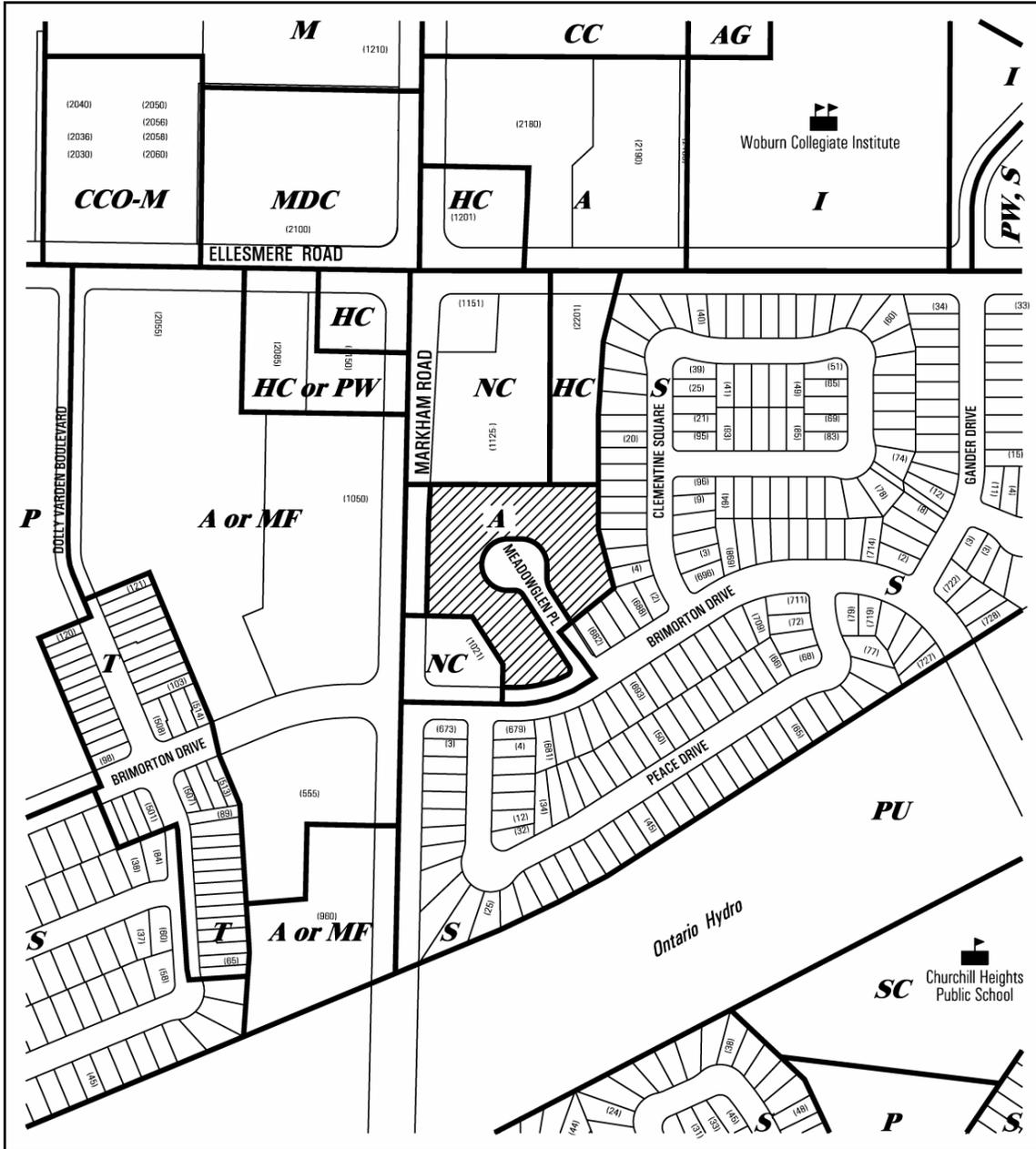
Applicant's Submitted Drawing

Not to Scale
08/01/08

1 & 2 Meadowglen Place

File # 08-176491 0Z; 08-176779 RH

Attachment 3: Zoning



Toronto City Planning
Division
Zoning

1 & 2 Meadowglen Place
File # 08-176491 OZ; 08-176779 RH

- | | | | | |
|---------------------------------------|------------------------------------|-------------------------------|--|--|
| S Single-Family Residential | NC Neighbourhood Commercial | I Institutional | CCO City Centre Office Zone | Woburn Community Bylaw
Not to Scale
08/01/08 |
| T Two-Family Residential | CC Community Commercial | PW Place(s) of Worship | M Industrial Zone | |
| MF Multiple-Family Residential | HC Highway Commercial | SC School | MDC Industrial District Commercial Zone | |
| A Apartment Residential | PU Public Utilities | P Park | AG Agricultural | |
| | | | | |

Attachment 4: Application Data Sheet

Application Type	Rezoning & Rental Housing Demolition and Conversion	Application Number:	08 176491 ESC 38 OZ & 08 176779 ESC 38 RH
Details	Rezoning & Rental Housing Demolition and Conversion	Application Date:	June 27, 2008

Municipal Address: 1-2 MEADOWGLEN PLACE
 Location Description: PL M856 BLK D TO G **GRID E3807

Project Description: Proposal to permit the redevelopment of the subject lands with a total of 886 residential units including apartments and townhouses, ground floor retail and a public park. The two existing apartment buildings would be demolished and the 141 rental units replaced in a new 9-storey building. Three additional buildings, ranging in height from 10 to 32 storeys, are proposed to contain 745 condominium units.

Applicant:	Agent:	Architect:	Owner:
SHERMAN BROWN DRYER KAROL GOLD LEBOW - ADAM BROWN	Lindsay Dale-Harris, Bousfields Inc.	Peter F. Turner, Turner Fleischer Architects Inc.	R A B PROPERTIES LTD

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:
Zoning:	A-Apartment Residential	Historical Status:
Height Limit (m):		Site Plan Control Area: Yes

PROJECT INFORMATION

Site Area (sq. m):	13465	Height:	Storeys:	9 to 32
Frontage (m):	Irregular		Metres:	Irregular
Depth (m):	Irregular			
Total Ground Floor Area (sq. m):	6147			Total
Total Residential GFA (sq. m):	77610		Parking Spaces:	1120
Total Non-Residential GFA (sq. m):	1775		Loading Docks	4
Total GFA (sq. m):	79385			
Lot Coverage Ratio (%):	46			
Floor Space Index:	5.9			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Tenure Type:	Rental, Condo		
Rooms:	0	Residential GFA (sq. m): 77610	0
Bachelor:	0	Retail GFA (sq. m): 1775	0
1 Bedroom:	0	Office GFA (sq. m): 0	0
2 Bedroom:	0	Industrial GFA (sq. m): 0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m): 0	0
Total Units:	886		

CONTACT: PLANNER NAME: Perry Korouyenis, Planner
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