

11 Peel Ave - Official Plan Amendment and Zoning Amendment Applications - Preliminary Report

Date:	January 17, 2012
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning Division
Wards:	Ward 18 – Davenport
Reference Number:	Pg12007 (File No. 11 302503 STE 18 OZ)

SUMMARY

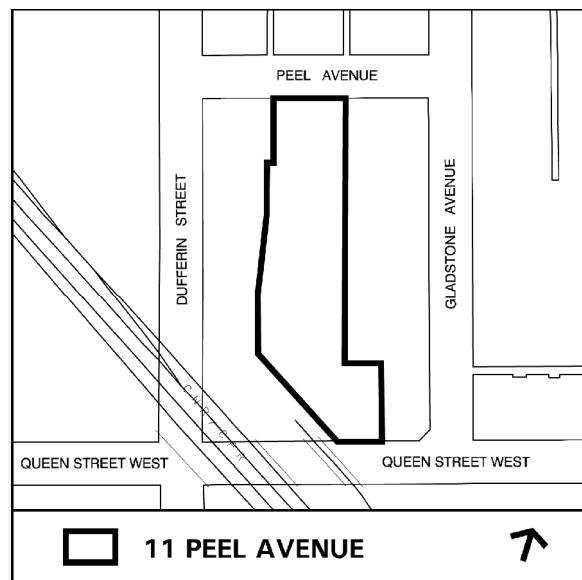
These applications propose to amend the Official Plan and the Zoning By-law to permit 404 residential units (31,446 square metres), 3,392 square metres of retail space, and 735 square metres of non-residential space in buildings ranging in height from 5 to 22 storeys (69 metres) at 11 Peel Avenue. Three hundred and ten parking spaces are located underground. The site is currently designated *Employment Areas* in the Official Plan and zoned Industrial in former City of Toronto By-law 438-86.

This report provides preliminary information on the above-noted applications and seeks Planning and Growth Management Committees direction on further processing of the applications and on the community consultation process.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to review the application to redesignate the subject lands from *Employment Areas* to *Mixed Use Areas* for the purpose of permitting residential development concurrently, and in the context of, the statutory Five



Year Review of the Official Plan which includes a Municipal Comprehensive Review that has been commenced by the City Planning Division.

2. The Chief Planner and Executive Director, City Planning, upon completion of the Municipal Comprehensive Review, be directed to:
 - (i) Schedule a community consultation meeting for the lands at 11 Peel Avenue together with the Ward Councillor.
 - (ii) Issue notice for the community consultation meeting to landowners and residents within 120 metres of the site.
 - (iii) Ensure that notice for the public meeting under the Planning Act be given according to the regulations of the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

Section 26 of the *Planning Act* requires the City to review its Official Plan policies, including the designation of lands as areas of employment and the removal of land from areas of employment, every five years. This statutory review, which includes a *Municipal Comprehensive Review* as defined by the Growth Plan for the Greater Golden Horseshoe is now underway as directed by Planning and Growth Management Committee at its meeting on May 30, 2011. The link to the decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.PG5.2>

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant to discuss complete application submission requirements and to review and give feedback on the proposal. At this pre-application meeting staff informed the applicant that any application to change the designation of the site from *Employment Areas* to *Mixed Use Areas* would be considered premature given that the City is currently undergoing the *Municipal Comprehensive Review*.

ISSUE BACKGROUND

Proposal

These applications propose to amend the Official Plan and the Zoning By-law to permit residential, retail and non-residential uses on the site.

Four hundred and four residential units (31,446 square metres) are proposed in buildings ranging in height from 5 storeys (14 metres) at the north end of the site, rising up to 12 storeys (38 metres) and 13 storeys (41 metres), and then to 22 storeys (69 metres) at the south end of the site. The unit types range from studios to two bedrooms. No three

bedroom units are proposed. Access to the residential is from Peel Avenue (for those units fronting on Peel Avenue, located at grade), and from two residential lobbies located off the laneway.

Three thousand, three hundred and ninety two square metres of retail space is proposed to be located on two levels with frontage onto Queen Street West. Access to the retail will also be from the laneway on the east side of the subject site and from the underground parking. Currently, the retail is proposed to be occupied by one large tenant.

Seven hundred and thirty five square metres of non-residential space is proposed to be located in the middle of the west side of the site, fronting onto a redesigned park space located on the City-owned land west of the site. Proposed permitted uses for the non-residential space are all those listed in the Mixed-Use section of the former City of Toronto Zoning By-law 438-86.

Three hundred and ten parking spaces are located underground with access from the laneway on the east side of the site. Two hundred and fourteen are for residents of the building and 24 are for visitors. In addition, 72 spaces are for the retail component of the project. A total of 200 bicycle parking spaces are proposed, 160 for residents and 40 for visitors.

Please see Attachments 1-9 for drawings of the proposal, and Attachment 12 for the Application Data Sheet.

Site and Surrounding Area

The 5,925 square metre site runs from Peel Avenue on the north, to Queen Street West at the south. It is located between the City-owned property known as 405 Dufferin Street and the properties from 2 to 50 Gladstone Avenue. The site is currently occupied by a warehouse building containing the one storey Furniture Bank at the north end, and the two storey sales office for the project at 8-14 Gladstone at the south end.

North: to the north of the site is a stable residential neighbourhood, characterized by 2-storey dwellings.

East: to the immediate east of the site are 2, 8-storey, recently approved mixed-use developments, 9, 2-storey residential dwellings and 2, 2-storey mixed use buildings fronting on Gladstone Avenue. On the east side of Gladstone Avenue is the historic Gladstone Hotel at Queen Street West, then moving north: a large grocery store with a surface parking lot, 2 unoccupied commercial buildings and then 2 storey residential buildings.

South: to the south of the site is Queen Street West and the Lower Galt Subdivision Rail Line. This is the rail line that is being expanded to accommodate the air rail link to Pearson International Airport. On the south side of Queen Street West is an area designated *Regeneration Areas* in the City's Official Plan which contains

many recent developments ranging in height from 2-storey townhouses to 20-storey condominium towers.

West: on the west side of the site is a sloped, grassed, City-owned parcel which is part of the newly completed Dufferin Street Jog and three residential dwelling fronting on Peel Avenue. On the west side of Dufferin Street is a large, 1-storey industrial building which contains a variety of non-residential uses including a wood working studio, hair salon, furniture design studio, and a dance company, among others.

The Planning Act

The Planning Act's Section 2, which deals with Provincial Interests requires councils of municipalities to have regard to matters of provincial interest such as:

- (l) the protection of the financial and economic well-being of the province and its Municipalities;
- (o) the protection of health and safety; and
- (p) the appropriate location of growth and development.

Provincial Policy Statement

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS establishes the policy foundation for regulating the use and development of land. City Council's planning decisions are required to be consistent with the PPS. The PPS requires the City to promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment (including industrial, commercial and institutional uses) to meet long-term needs;
- b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- c) planning for, protecting and preserving *employment areas* for current and future uses; and
- d) ensuring the necessary *infrastructure* is provided to support current and projected needs.

The PPS defines *employment areas* as those areas designated in an Official Plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.

Section 1.3.2 of the PPS states that the City may only give consideration to converting lands within employment areas to non-employment uses when a *comprehensive review* has met the following two-part test:

- (i) the land is not required for employment purposes over the long-term; and
- (ii) that there is a need for the conversion.

Growth Plan for the Greater Golden Horseshoe

The Growth Plan 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.

The Growth Plan requires the City to maintain an adequate supply of lands providing locations for a variety of appropriate employment uses in order to accommodate the employment growth forecasts of the Plan. The Plan requires municipalities to promote economic development and competitiveness by:

- a) providing for an appropriate mix of employment uses including industrial, commercial and institutional uses to meet long-term needs;
- b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- c) planning for, protecting and preserving *employment areas* for current and future uses; and
- d) ensuring the necessary infrastructure is provided to support current and forecasted employment needs.

The definition of an *employment area* in the Growth Plan is the same as that used in the PPS.

Official Plan

Map 18 of the City's Official Plan shows the subject lands designated as *Employment Areas* (see Attachment 10).

Employment Areas are described in Section 4.6 as "hothouses where we grow our enterprises and jobs". It goes on to state that business increasingly requires flexibility in order to compete effectively in the global economy. This need for flexibility extends to a firm's lands and building, and to what is available to support that business activity in the immediate area. A broad and inclusive approach to employment uses in *Employment Areas* is needed for the City's economic future. Uses that support the prime economic function of *Employment Areas*, such as parks, small scale retail stores and services to meet the daily needs of business and employees, workplace daycare and restaurants, must also be readily accessible within *Employment Areas*. Uses that detract from the economic function of these lands will not be permitted to locate in *Employment Areas*.

Policy 1 of Section 4.6 states that *Employment Areas* are places of business and economic activity. Uses that support this function consist of : offices, manufacturing, warehousing, distribution, research and development facilities, utilities, media facilities, parks, hotels, retail outlets ancillary to the preceding uses, and restaurants and small scale stores and services that serve area businesses and workers.

Zoning

The existing zoning on the site is I1 D2 (Industrial) with a height limit of 14 metres in former City of Toronto By-law 438-86.

Site Plan Control

An application for Site Plan Control was submitted on November 1, 2011 and is under review.

Reasons for the Application

Official Plan Amendment Application - The proposed residential and large format retail uses are not permitted on lands designated *Employment Areas* in the Official Plan.

Zoning Amendment Application – The proposed residential uses density and height are not permitted in areas zoned "I" (Industrial). Additional areas of non-compliance with the Zoning By-law may be identified through the application process.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Stormwater Management and Functional Servicing Report
- Planning Rationale

- Energy Efficiency Report
- Noise and Vibration Study
- Transportation Impact Study
- Pedestrian Level Wind Study
- Green Development Standards Checklist
- Employment Analysis
- Environmental Assessment
- Tree Declaration Form

A Notification of Complete Application was issued on December 8, 2011.

Planning Act/Five Year Review

Section 26 of the *Planning Act* requires municipalities to review their in force Official Plans every five years. As part of the five year review process, Section 26 (1) (b) of the *Planning Act* requires municipalities to revise the Official Plan if it contains policies dealing with areas of employment, including, without limitation, the designation of areas of employment in the official plan and policies dealing with the removal of land from areas of employment, to ensure that those policies are confirmed or amended.

In May 2011, the City Planning Division commenced the statutory Five Year Review of the Official Plan, which includes a *Municipal Comprehensive Review* as set out in the Growth Plan. Until the Five Year Review process is complete, refusal or approval of the subject applications would be premature. It is therefore recommended that the applications be reviewed concurrently and in the context of the Five Year Review of the Official Plan and the *Municipal Comprehensive Review*.

Provincial Policy Statement

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS establishes the policy foundation for regulating the use and development of land. City Council's planning decisions are required to be consistent with the PPS. The PPS requires the City to promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment (including industrial, commercial and institutional uses) to meet long-term needs;
- b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- c) planning for, protecting and preserving *employment areas* for current and future uses; and

- d) ensuring the necessary *infrastructure* is provided to support current and projected needs.

The PPS defines *employment areas* as those areas designated in an Official Plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.

Section 1.3.2 of the PPS states that the City may only give consideration to converting lands within employment areas to non-employment uses when a *comprehensive review* has met the following two-part test:

- (i) the land is not required for employment purposes over the long-term; and
- (ii) that there is a need for the conversion.

Issues to be Resolved

On a preliminary basis, the following issues have been identified:

Land Use Issues

- The appropriateness of re-designating the subject property from *Employment Areas* to *Mixed Use Areas* and introducing residential uses at this site.

Area Wide Issues

- Ensuring that the proposal fits into the existing built form context of the neighbourhood, as well as the built form context that is anticipated as a result of the *Mixed-Use Areas* study that is underway along Gladstone Avenue.
- Determining the appropriateness of large scale retail on the site.
- The availability and adequacy of community services and facilities to accommodate residential development.
- Traffic impact and parking.
- The applicability of Section 37 of the *Planning Act* to secure appropriate community benefits should the application be recommended for approval, including consideration of the proposed redesign and construction of the proposed park on the city-owned property to the west of the site.

Site Specific Issues

- The appropriateness of the proposed heights of the buildings.
- The appropriateness of the facing distances between the proposed building and those existing and approved adjacent to the site.
- Review of the density, number and type of units to ensure an appropriate level of intensification and unit mix.
- Servicing including garbage pick-up.

- A review of the interface between the site, the West Toronto rail path extension and the development.
- The provision of safe, direct and accessible connections through the site for vehicles and pedestrians.
- Adequate landscaping and tree planting.
- Relationship between the proposed development and the city-owned property to the west of the site.

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

Toronto Green Standard

The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, and waste reduction and recycling. These policies also promote development that enhances the natural environment and support green industry.

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

Conclusion

Approval or refusal of the subject applications to convert employment lands to allow non-employment uses prior to the completion of the Five Year and *Municipal Comprehensive Reviews* would be premature. As such City Planning staff recommend that these applications be reviewed within the context of the ongoing Five Year and *Municipal Comprehensive Reviews*, which are expected to be reported out on in the fall of 2012.

CONTACT

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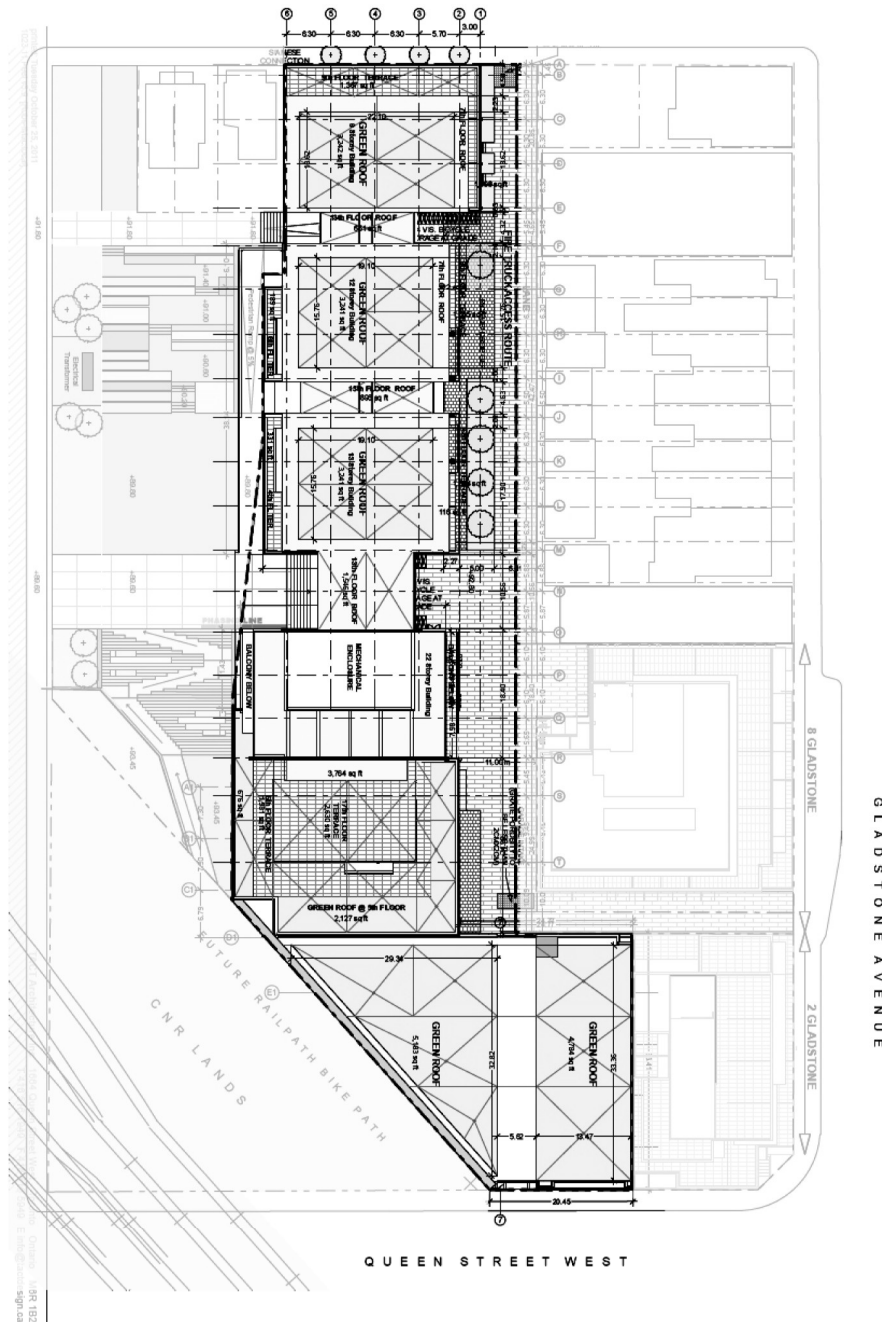
SIGNATURE

Gary Wright
Chief Planner and Executive Director
City Planning Division

ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Park/Queen Street West Level Floor Plan
Attachment 3: Ground Floor Plan
Attachment 4: South Elevation
Attachment 5: North Elevation
Attachment 6: East Elevation
Attachment 7: West Elevation
Attachment 8: 3-D View looking West
Attachment 9: 3-D view looking South along Dufferin Street
Attachment 10: Official Plan
Attachment 11: Zoning By-law
Attachment 12: Application Data Sheet

Attachment 1: Site Plan



Site Plan

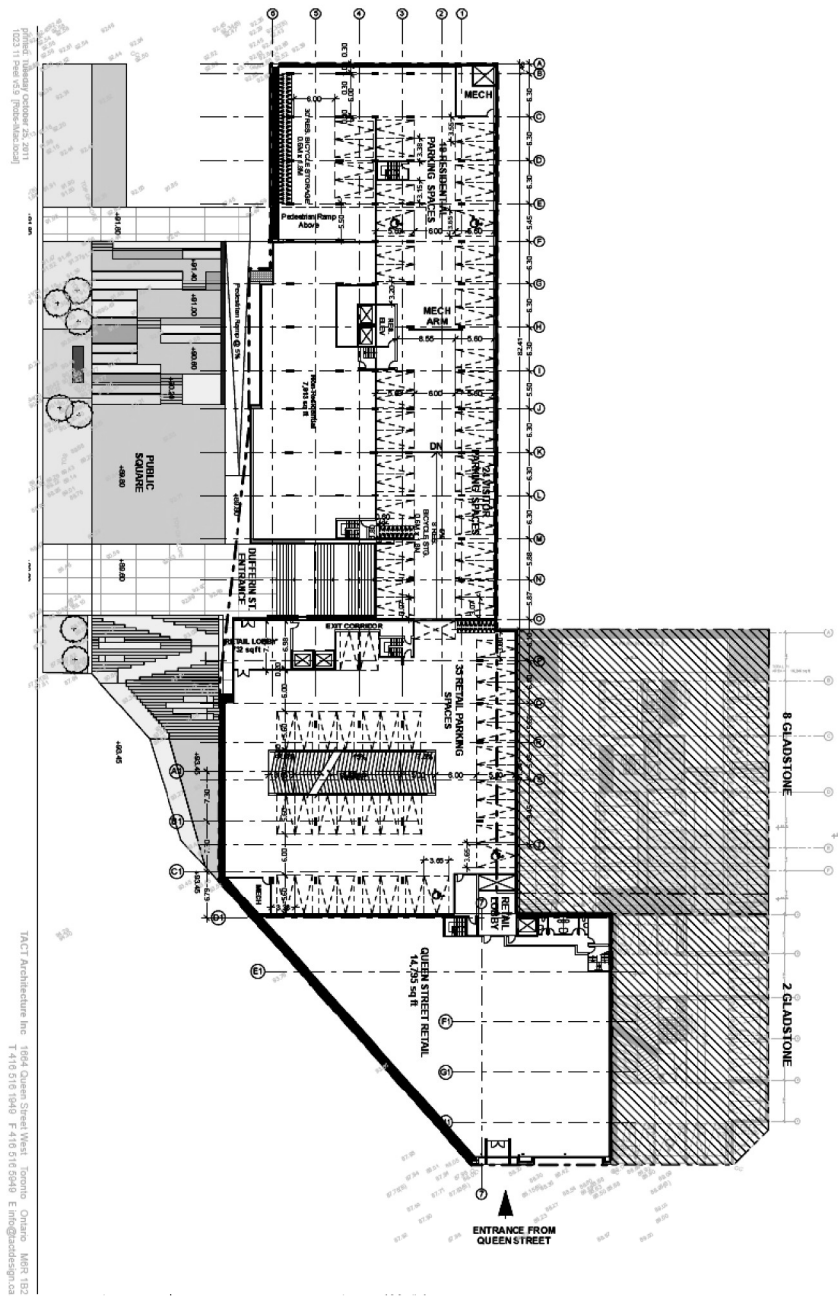
Applicant's Submitted Drawing

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11 Peel Avenue

File # 11_302503

Attachment 2: Park/Queen Street West Level Floor Plan



Parking Level / P1

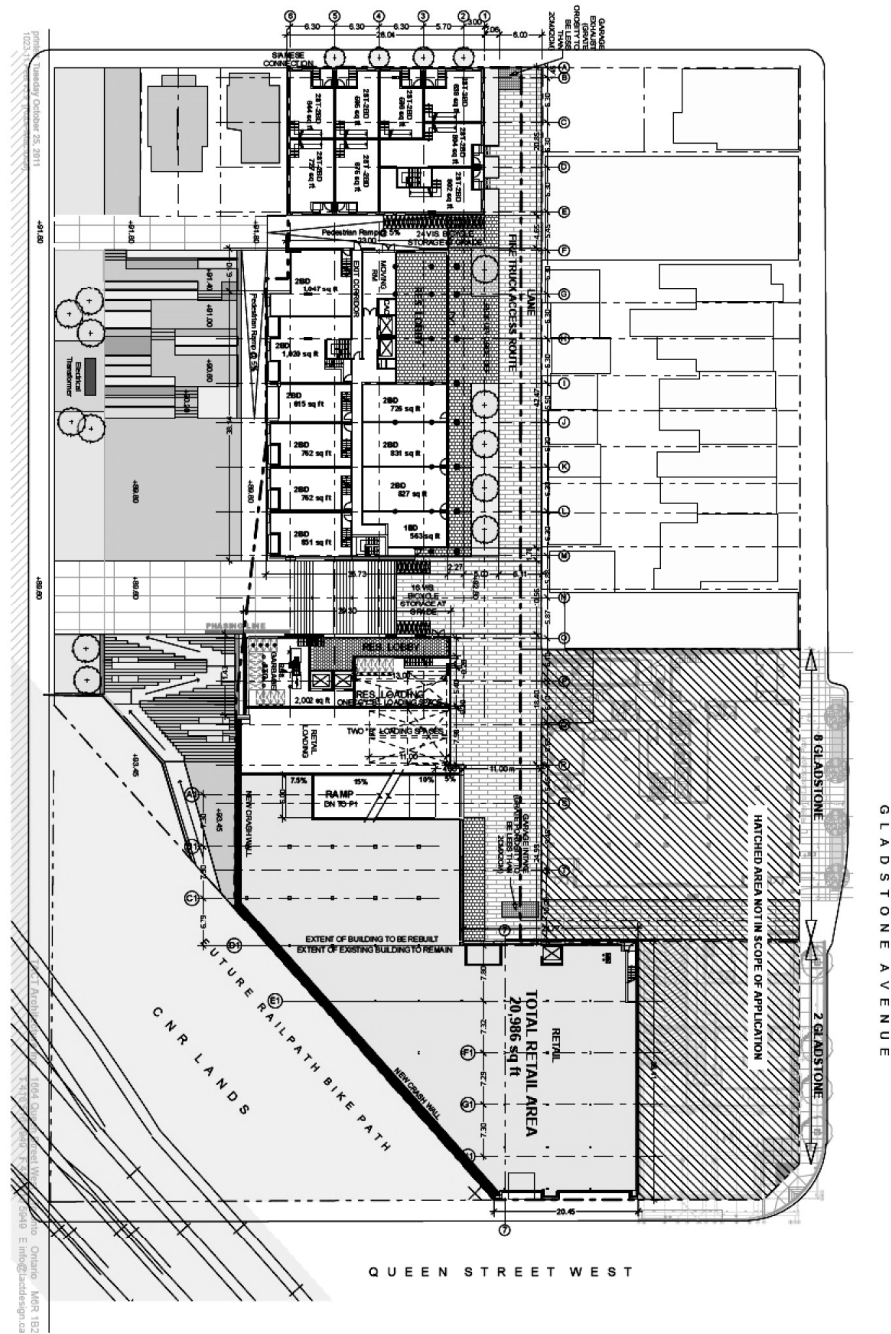
11 Peel Avenue

Applicant's Submitted Drawing

Not to Scale 

File # 11_302503

Attachment 3: Ground Floor Plan



Ground Level Floor Plan

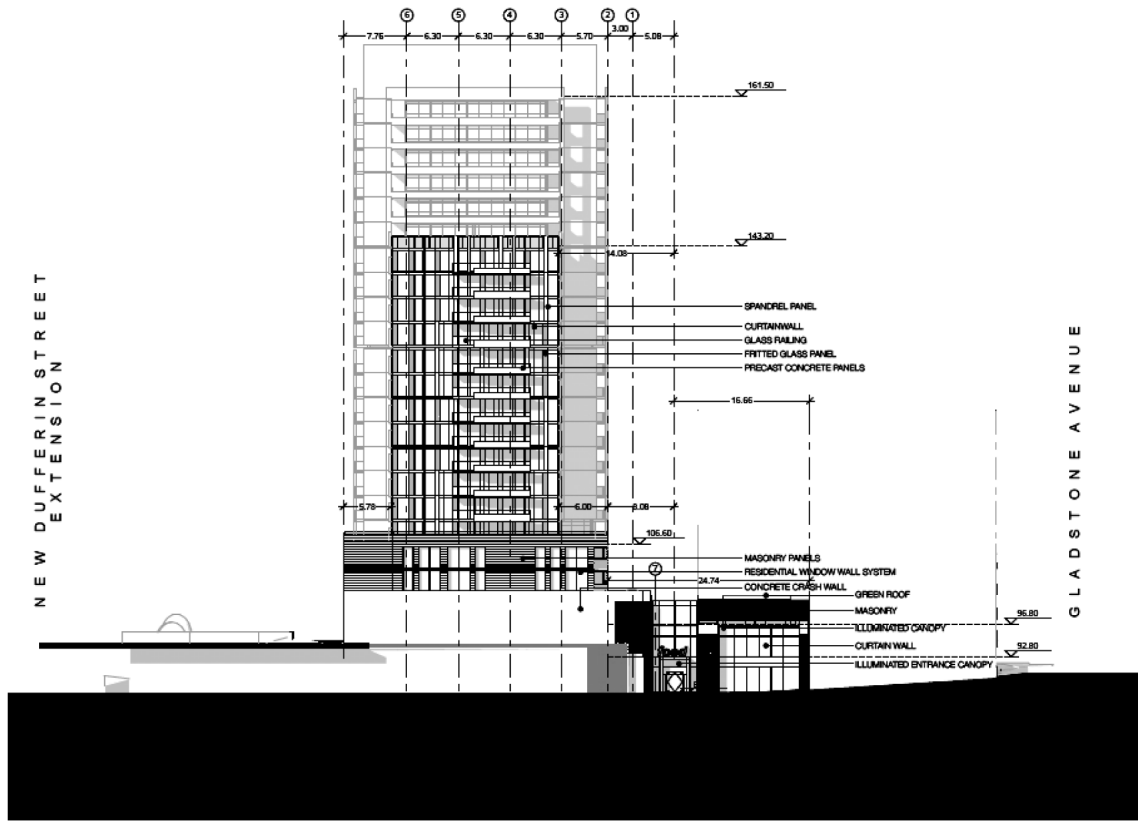
11 Peel Avenue

Applicant's Submitted Drawing

Not to Scale 
01/12/12

File # 11_302503

Attachment 4: South Elevation



TACT Architecture Inc 1664 Queen Street West Toronto Ontario M6R 1B2
 T 416 516 1949 F 416 516 5949 E info@tactdesign.ca

South Elevation

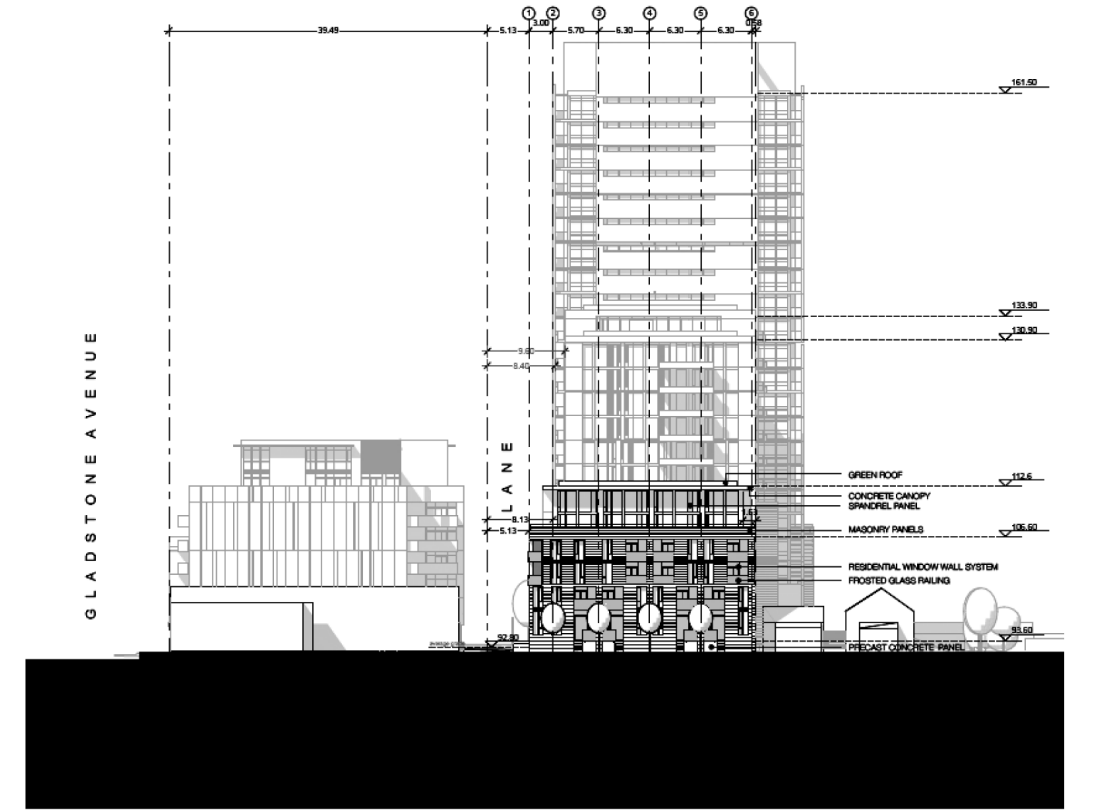
Applicant's Submitted Drawing

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 01/12/12

11 Peel Avenue

File # 11_302503

Attachment 5: North Elevation



TACT Architecture Inc 1664 Queen Street West Toronto Ontario M6R 1B2
 T 416 516 1949 F 416 516 5949 E info@tactdesign.ca

North Elevation

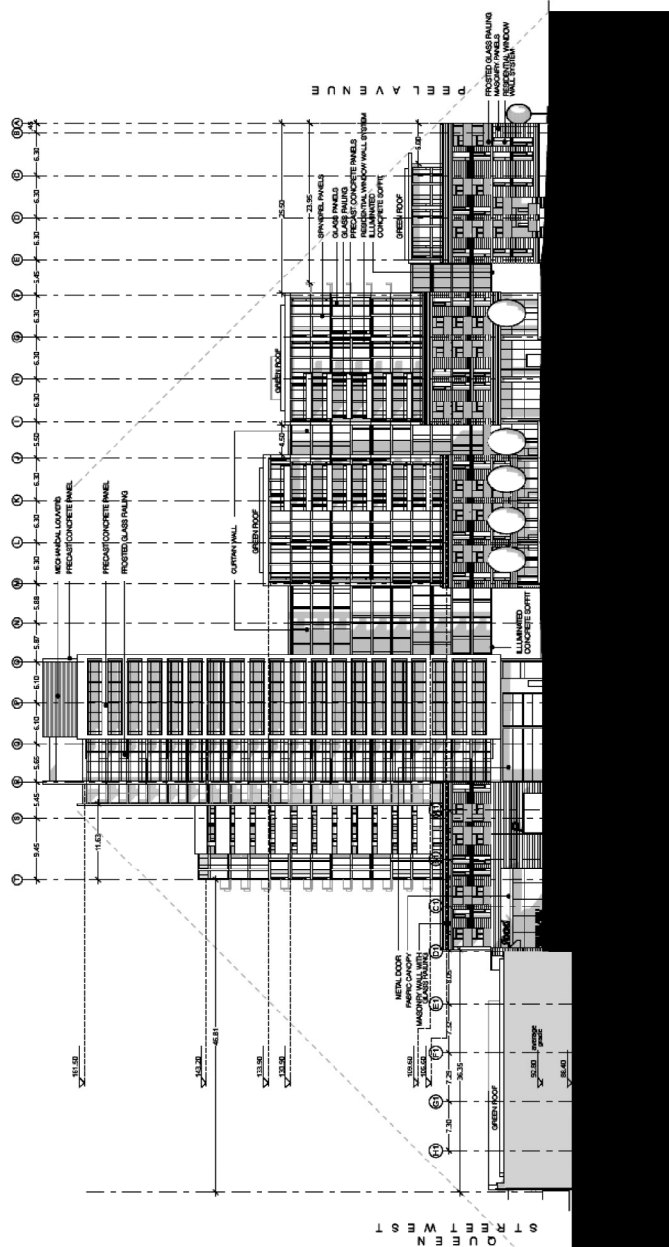
Applicant's Submitted Drawing

Not to Scale
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11 Peel Avenue

File # 11_302503

Attachment 6: East Elevation

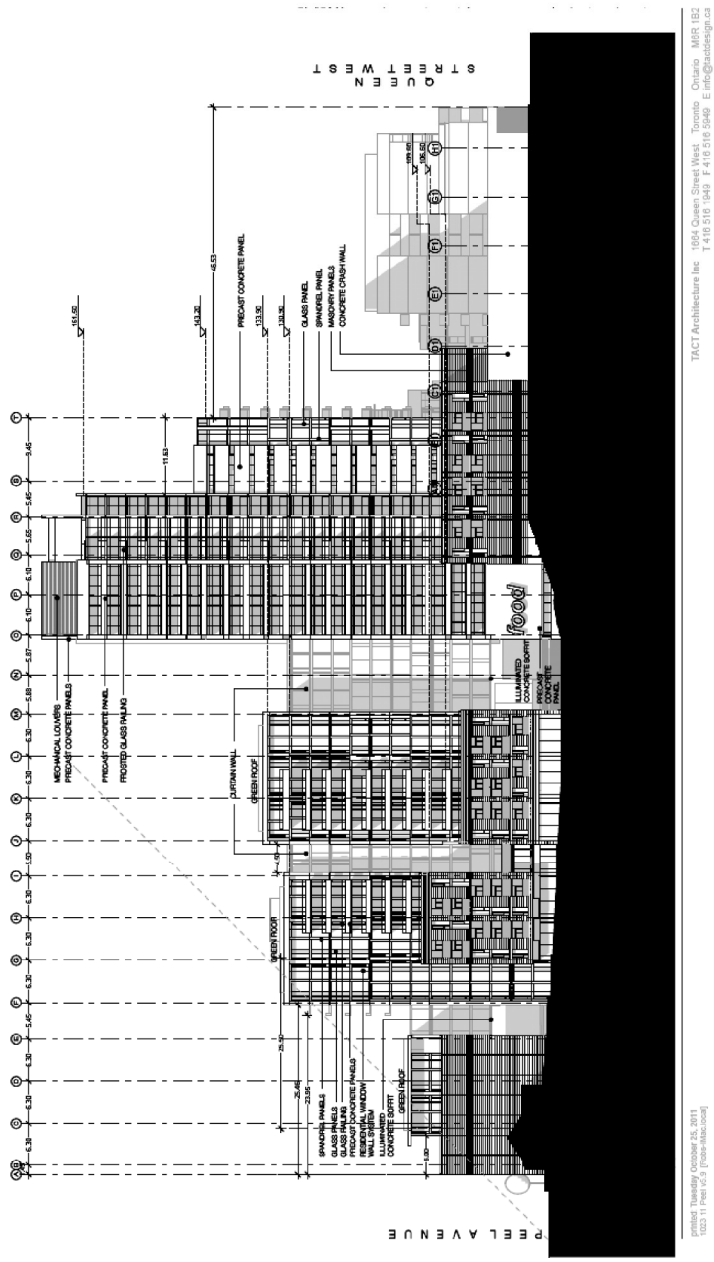


TACT Architecture Inc. 1884 Queen Street West Toronto, Ontario M8R 1B2
 T 416 516 1949 F 416 516 5949 E info@tactdesign.ca

project: Thursday October 25, 2011
 10:23:11 PM v1.7 (info@tactdesign.ca)

<p>East Elevation</p> <p>Applicant's Submitted Drawing</p> <p>Not to Scale 01/12/12</p>	<p>11 Peel Avenue</p> <p>File # 11_302503</p>
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Attachment 7: West Elevation



printed Thursday October 25, 2011
 1023 11 Peel Ave. (3030-11000)

TACT Architecture Inc. 1804 Queen Street West Toronto Ontario M8R 1B2
 T 416 516 1949 F 416 516 5949 E info@tactdesign.ca

West Elevation

Applicant's Submitted Drawing

Not to Scale
 01/12/12

11 Peel Avenue

File # 11_302503

Attachment 8: 3-D View looking West



TACT Architecture Inc. 1694 Queen Street West Toronto, Ontario M8R 1B2
T 416 510 1549 F 416 510 5949 E info@tactdesign.ca

printed Tuesday October 26, 2011
1023 11 Peel v1.6 (Post-IBC.cad)

Overview Looking West

Applicant's Submitted Drawing

Not to Scale
01/12/12

11 Peel Avenue

File # 11_302503

Attachment 9: 3-D view looking South along Dufferin Street



TACT Architecture Inc. 1084 Queen Street West Toronto, ON M5S 1S2
T: 416 310 1040 F: 416 310 5040 E: info@tactdesign.ca

Project: Tuesday October 26, 2011
0227 11 Peel v5.0 (2008-10-26-000)

Overview Looking South

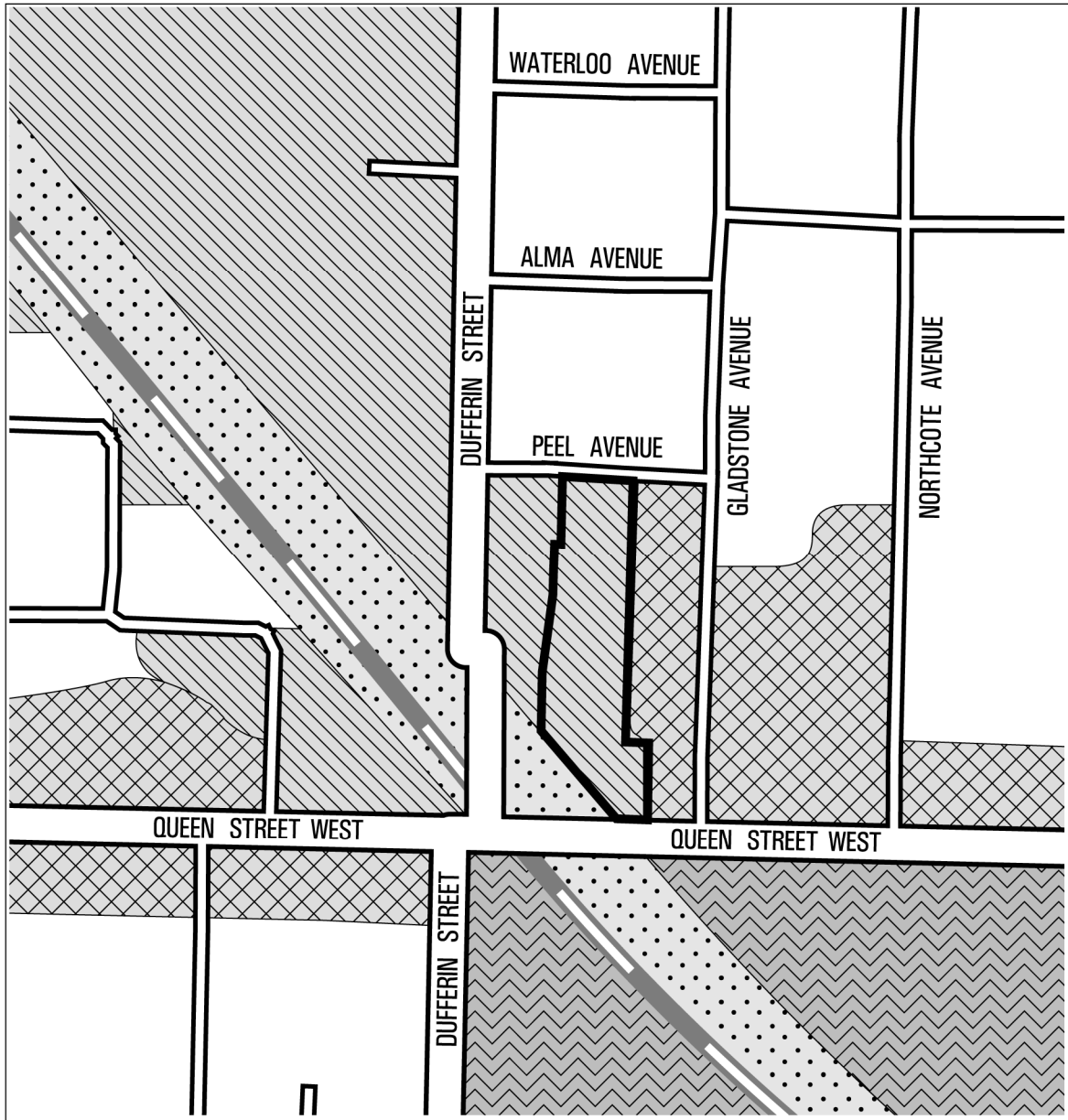
Applicant's Submitted Drawing

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11 Peel Avenue

File # 11_302503

Attachment 10: Official Plan



TORONTO City Planning
Division
Official Plan

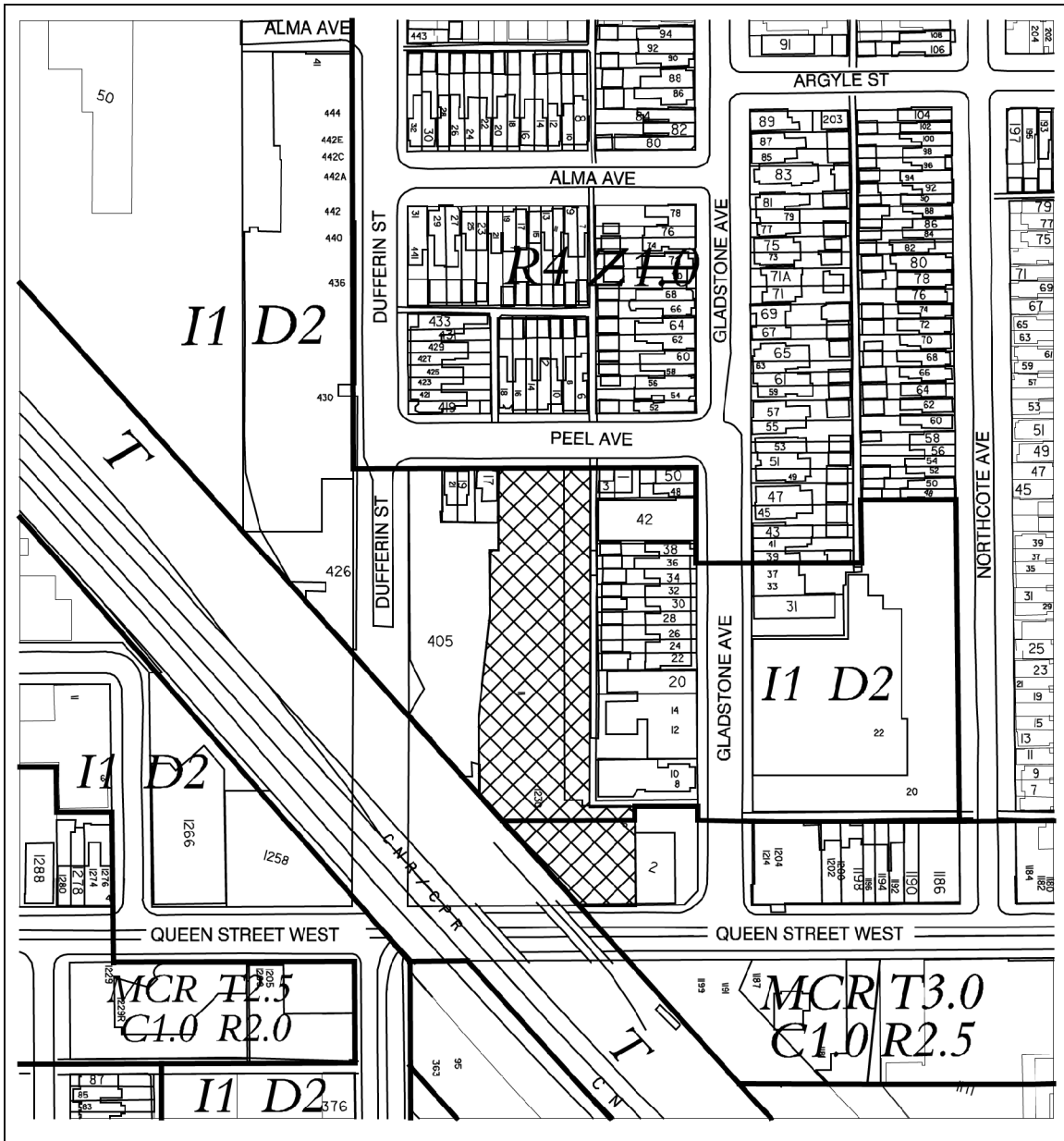
11 Peel Avenue

File # 11_302503

 Site Location	 Parks & Open Spaces Areas	 Institutional Areas	 Utility Corridors
 Neighbourhoods	 Natural Areas	 Regeneration Areas	
 Apartment Neighbourhoods	 Parks	 Employment Areas	
 Mixed Use Areas	 Other Open Space Areas		


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Attachment 11: Zoning By-law



11 Peel Avenue
File # 11_302503

- R4 Residential District
- MCR Mixed-Use District
- I1 Industrial District
- T Industrial District



Not to Scale
Zoning By-law 438-86 as amended
Extracted 01/12/2012

Attachment 12: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning, Site Plan	Application Number:	11 302503 STE 18 OZ
Details	OPA & Rezoning, Standard	Application Date:	November 1, 2011
Municipal Address:	11 PEEL AVE		
Location Description:	PLAN D137 CON B PT PARK LOT 28 **GRID S1807		
Project Description:	Proposal to construct multiple buildings including 22 sty condo and low rise residential with a total of 404 residential units, 3 levels of below grade parking, and commercial/non residential at grade. Also see Site Plan Approval.		

Applicant:	Agent:	Architect:	Owner:
Streetcar Development Inc		TACT Architecture Inc.	11 Peel Avenue Inc

Planning Controls

Official Plan Designation:	Employment Areas	Site Specific Provision:	
Zoning:	I1 D2	Historical Status:	
Height Limit (m):	14	Site Plan Control Area:	Y

Project Information

Site Area (sq. m):	5924.9	Height:	Storeys:	22
Frontage (m):	33.01		Metres:	68.7
Depth (m):	160			
Total Ground Floor Area (sq. m):	3046			Total
Total Residential GFA (sq. m):	31446		Parking Spaces:	310
Total Non-Residential GFA (sq. m):	4059		Loading Docks	3
Total GFA (sq. m):	35505			
Lot Coverage Ratio (%):	51.4			
Floor Space Index:	5.99			

Dwelling Units

Floor Area Breakdown (upon project completion)

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	31446	0
Bachelor:	20	Retail GFA (sq. m):	1950	1374
1 Bedroom:	227	Office GFA (sq. m):	0	0
2 Bedroom:	157	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0	735
Total Units:	404			

Contact:	Planner Name:	Sarah Phipps, Planner
	Telephone:	(416) 392-7622