

## 299 Campbell Avenue - Official Plan Amendment and Zoning Amendment Applications - Preliminary Report

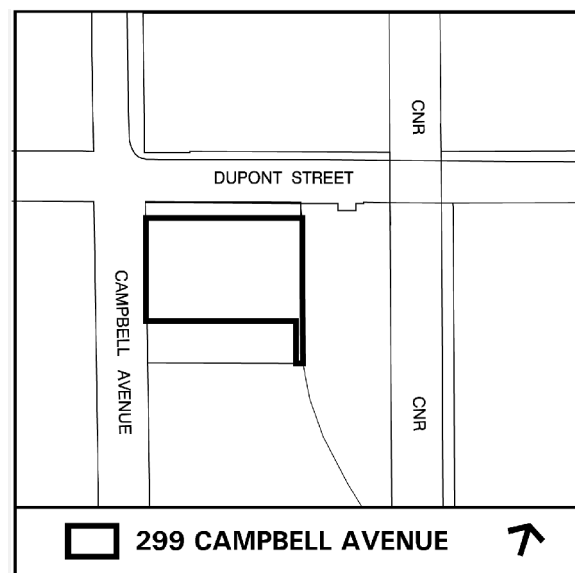
<b>Date:</b>	October 5, 2012
<b>To:</b>	Planning and Growth Management Committee
<b>From:</b>	Chief Planner and Executive Director, City Planning Division
<b>Wards:</b>	Ward 18 – Davenport
<b>Reference Number:</b>	P:\2012\Cluster B\PLN\Pg12073 (File No. 12 236801 STE 18 OZ)

### SUMMARY

This proposal is for an 18-storey mixed-use building comprised of 270 residential units, 4 live-work units and 3,259 square metres of non-residential floor area at 299 Campbell Avenue. There are 206 vehicular parking spaces and 222 bicycle parking spaces located in four below-grade levels.

These applications propose to amend the Official Plan and Zoning By-law to permit a mixed-use development on lands currently designated as *Employment Areas* in the Official Plan. The applications will be reviewed within the context of the Municipal Comprehensive Review and the Five-Year Official Plan Review currently being conducted by City staff. The planning assessment of the conversion is contained in the report of the Chief Planner being tabled at the November 8, 2012 Planning and Growth Management Committee meeting.

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



## RECOMMENDATIONS

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### The City Planning Division recommends that:

1. Staff, upon completion of the Five-Year Official Plan and Municipal Comprehensive Reviews, be directed to:
  - (i) Schedule a community consultation meeting for the lands at 299 Campbell 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

At its May 30, 2011 meeting, Planning and Growth Management Committee provided direction to the Chief Planner and Executive Director, City Planning on a general work program and a public consultation strategy for the 5 Year Official Plan Review and Municipal Comprehensive Review. This statutory review is now underway. 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 on May 10, 2012, 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 permit residential uses on the site would be considered premature given that the City is currently undertaking the Five-Year Official Plan Review of employment lands required under Section 26 of the *Planning Act* and the Municipal Comprehensive Review under the *Growth Plan for the Greater Golden Horseshoe*.

## ISSUE BACKGROUND

### Proposal

This application proposes to amend the Official Plan and Zoning By-law to permit residential uses on the site, which is currently designated as *Employment Areas* in the Official Plan.

The proposal is for an 18-storey mixed-use building, comprised of 270 residential units, 4 live-work units and 3,259 square metres of non-residential floor area at 299 Campbell Avenue. The density of the proposed building is 9.5 floor space index (FSI). There are 206 vehicular parking spaces and 222 bicycle parking spaces located in four below-grade levels. The first and second storeys are proposed to include retail-commercial spaces, commercial units, live-work units and loading areas.

The residential entrance is interior to the site and accessed from a courtyard that has walkways to both Campbell Avenue and the new east-west lane. The four live-work units are separate from the building's podium and have entrances from the new east-west lane and the residential entrance courtyard.

There is a step-back along the Dupont Street frontage at the 7<sup>th</sup> storey, and step-backs along the Campbell Avenue and east frontages at the 9<sup>th</sup> storey. The tower portion of the building commences at the 9<sup>th</sup> floor, which is wrapped with an outdoor amenity space. The overall floorplate of the tower portion is approximately 908.8 square metres.

A public right-of-way runs parallel to Dupont Street across the north end of the subject site, in front of the existing building. This right-of-way provides access to the "Cash and Carry" warehouse on the property to the east (1453 Dupont Street) and Campbell Avenue. The application proposes to close this public right-of-way, and re-route vehicular access between the "Cash and Carry" building and Campbell Avenue, to the rear of the proposed building, abutting the southern property line of the subject site.

Vehicular access to the site is proposed via a new public lane at the southern boundary of the site, with a curb cut on Campbell Avenue. The entrance to the below-grade parking garage and loading bays are located off of this lane. It is proposed that the new lane would be a public laneway and would function as the diverted access for the "Cash and Carry" warehouse to the east.

For further information, please refer to Attachments 1 – 5 and 8, for the proposal drawings and Application Data Sheet.

## **Site and Surrounding Area**

The subject site is located on the southeast corner of Dupont Street and Campbell Avenue, just west of the rail underpass. The site is approximately 2,571 square metres in size, with a 60 metre frontage along Dupont Street and a 42 metre depth along Campbell Avenue.

**North:** Immediately north of the subject site is Dupont Street. There is a significant grade change along the Dupont Street frontage and the CN Rail underpass to the east. A set of stairs at the front of the adjacent property to the east allows pedestrians access between 1453 Dupont Street and the sidewalk along Dupont Street. A public right-of-way runs parallel along the front of the property, parallel to Dupont Street. On the north side of Dupont Street are low-rise employment buildings, one of which contains a restaurant.

**South:** Immediately south of the site is 297 Campbell Avenue, a narrow, one-storey employment building. Directly south of 297 Campbell Avenue is a grouping of two and three storey townhomes, some with backyards adjacent to the southern property line of 297 Campbell Avenue. Further south, on the south side of Antler Street is the Campbell Avenue Playground.

**West:** Immediately west of the subject site is Campbell Avenue. On the west side of the street, opposite the subject site, is a 3-storey employment building.

**East:** Immediately to the east of the subject site is a "Cash and Carry" warehouse. This property is accessed via a public right-of-way that runs parallel to Dupont Street across the north end of the subject site, connecting to Campbell Avenue. East of the "Cash and Carry" warehouse, is the CN Rail line, which includes operations by GO/Metrolinx.

## **The Planning Act**

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

- (k) the adequate provision of employment opportunities;
- (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.

Section 26 of the *Planning Act* requires municipalities to review all the policies contained within 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.

## **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 taking 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 7), not within an Employment District.

*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 I2 D2 (Industrial) with a height limit of 14 metres as per Zoning By-law 438-86, as amended (see Attachment 6). The I2 zone permits a wide range of industrial and commercial uses up to a total density of 2.0 times the area of the lot. Residential uses, live-work units, and retail units are not permitted in I2.

## **Site Plan Control**

The subject site and development is subject to Site Plan Control. A Site Plan approval application has been submitted and is being reviewed concurrently with the rezoning and Official Plan amendment application.

## **Reasons for the Application**

An Official Plan Amendment Application is required because residential uses are not permitted on lands designated as *Employment Areas* in the Official Plan.

A Zoning By-law Amendment application is required because the proposed residential uses, density and height do not conform to the Zoning By-law. Additional areas of non-compliance with the Zoning By-law may be identified through the application review process.

## **COMMENTS**

### **Application Submission**

The following reports/studies were submitted with the application:

- Planning Rationale Report
- Urban Design Rationale Report
- Sun/Shadow Studies
- Traffic Impact Study
- Pedestrian Level Wind Study
- Phase I and II Environmental Site Assessment
- Toronto Green Development Standards Checklist
- Noise and Vibration Report
- Tree Declaration
- Functional Servicing and Stormwater Management Report

A Notification of Complete Application was issued on October 4, 2012.

### **Planning Act/Five-Year Review**

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.

Planning and Growth Management Committee will consider a Report from the Chief Planner at its meeting on November 8, 2012, which outlines proposed City-wide Employment Areas policy directions. As an attachment to that report, Planning staff are including a preliminary direction for site specific conversion requests from Employment to non-Employment uses. The proposed policy direction for public consultation and stakeholder input is to retain the subject property for employment uses.

### **Issues to be Resolved**

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

- The appropriateness of introducing residential uses on this site in the context of the Five-Year Official Plan Review.
- The appropriateness of the proposed building height, including overall height, podium height, and street wall height along Dupont Street and Campbell Avenue.

- The contextual fit and transition of the proposed development into the existing built form context of the area, including the areas designated *Neighbourhoods* to the south and southwest.
- The appropriateness of proposed density, and the number and mix of unit types.
- The form and character of the proposed building along Dupont Street and Campbell Avenue.
- The separation distances between the proposed building and adjacent sites.
- The appropriateness of the proposed re-location of the public right-of-way.
- The impact of the development proposal on the existing "Cash and Carry" warehouse business at 1453 Dupont Street immediately to the east of the site, considering:
  - The re-routing of the public right-of-way adjacent to the subject site and the impacts that may result from this; and
  - The potential for conflicts between traffic for 1453 Dupont Avenue and the proposed development's loading bays and parking access.
- The design of the building's pedestrian entrance and lobby area, with regard to visibility and safety.
- The potential impacts on area-wide traffic and parking.
- The availability and adequacy of community services and facilities to accommodate new residential development.
- The applicability of Section 37 of the *Planning Act* to secure appropriate community benefits should the application be recommended for approval.

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 Official Plan and Municipal Comprehensive Reviews would be premature.

## **CONTACT**

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## **SIGNATURE**

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Jennifer Keesmaat, MES, MCIP, RPP  
Chief Planner and Executive Director  
City Planning Division

## **ATTACHMENTS**

Attachment 1: Site Plan

Attachment 2: North Elevation

Attachment 3: West Elevation

Attachment 4: South Elevation

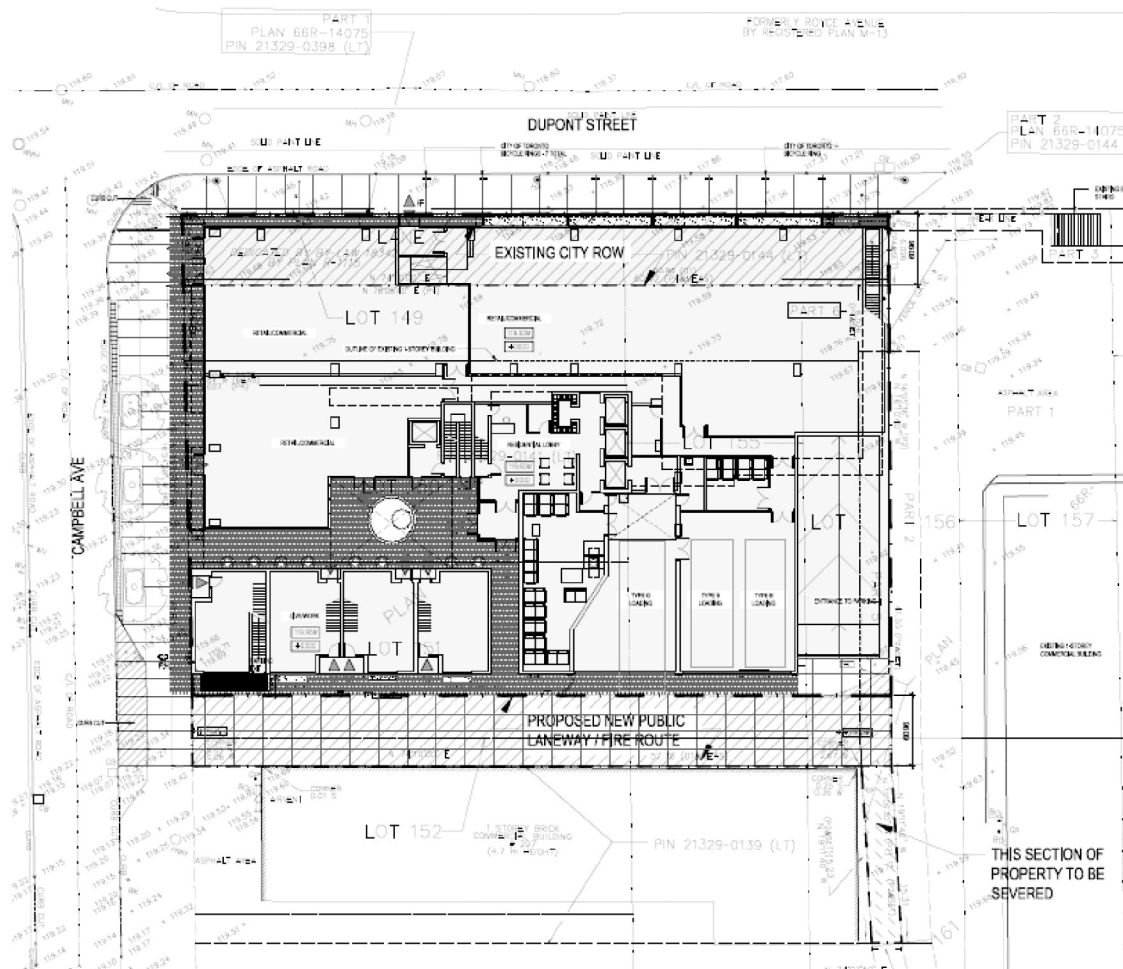
Attachment 5: East Elevation

Attachment 6: Zoning

Attachment 7: Official Plan

Attachment 8: Application Data Sheet

## Attachment 1: Site Plan



### Site Plan

299 Campbell Avenue

Applicant's Submitted Drawing

Not to Scale  
09/07/2012



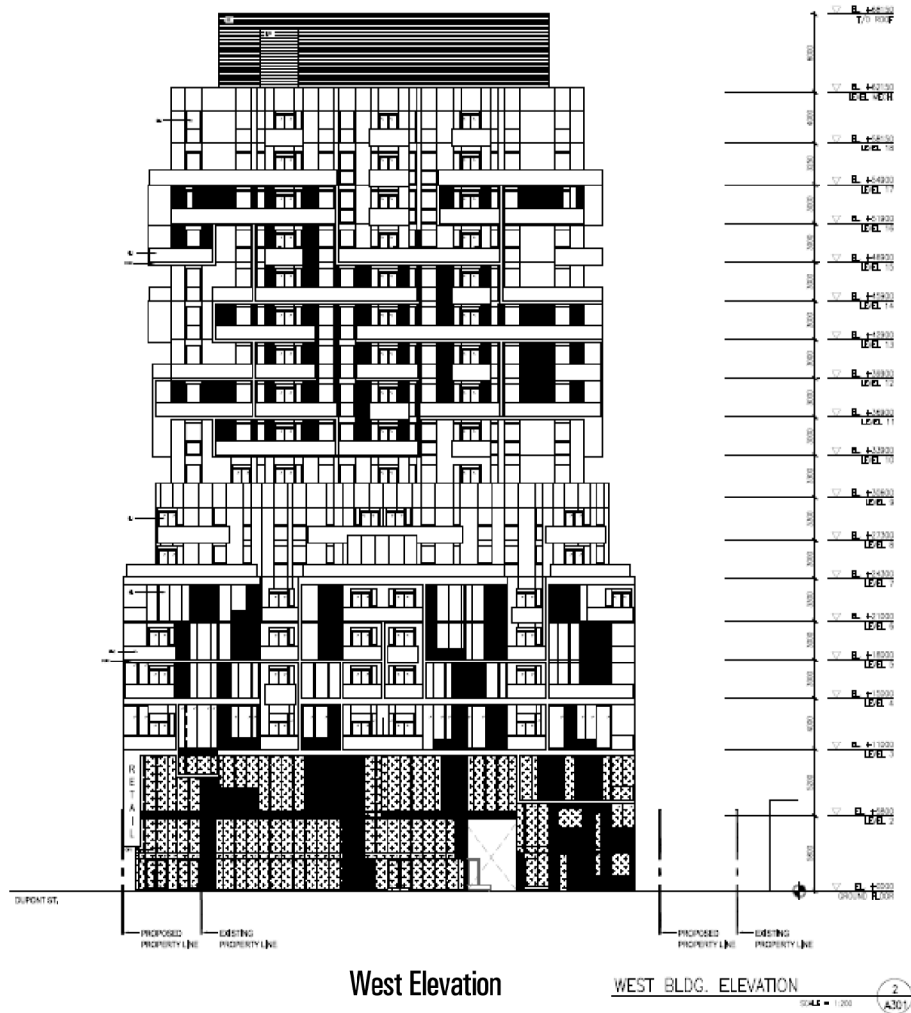
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299 Campbell Avenue

File # 12 236801 0Z

Staff report for action – Preliminary Report - 299 Campbell Avenue  
V.02/12

### Attachment 3: West Elevation



## West Elevation

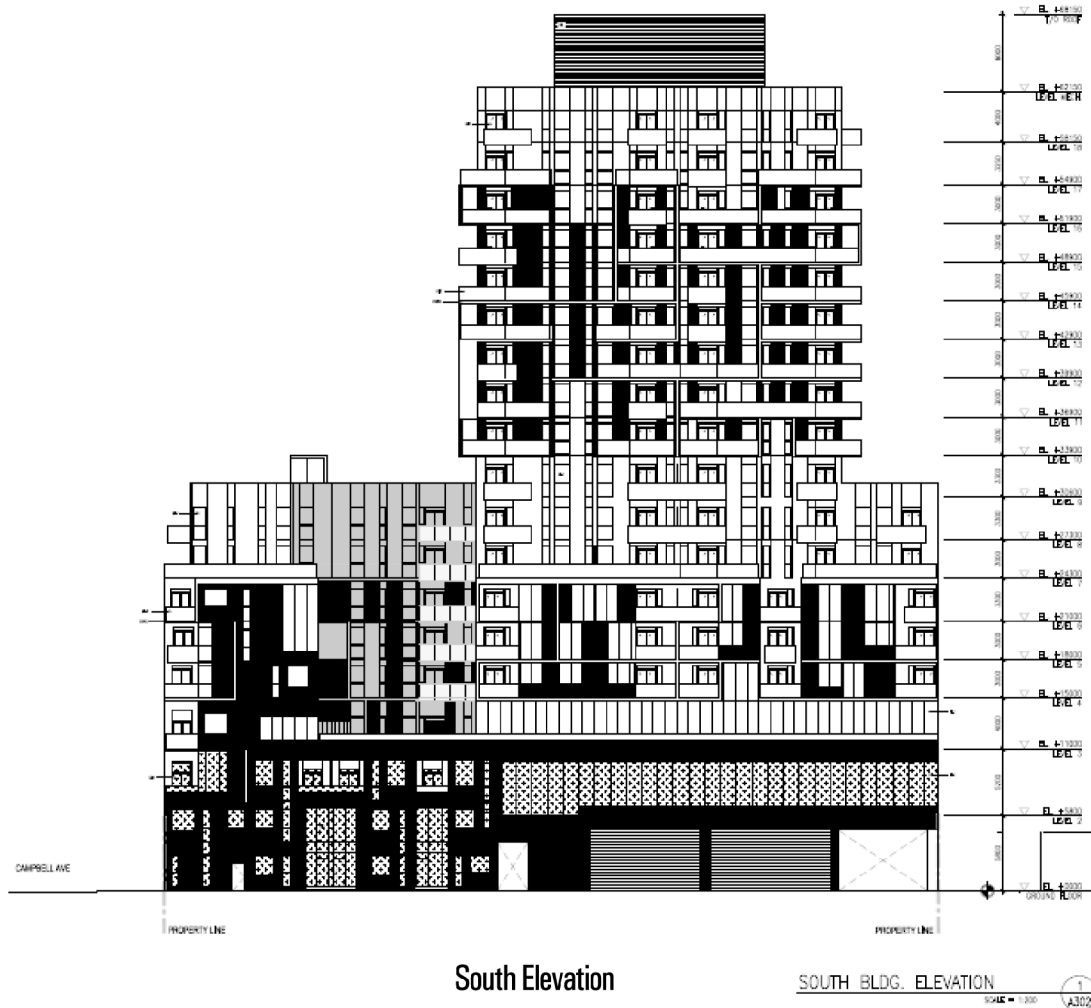
Applicant's Submitted Drawing

Not to Scale  
09/07/2012

## 299 Campbell Avenue

File # 12\_236801\_02

## Attachment 4: South Elevation



### South Elevation

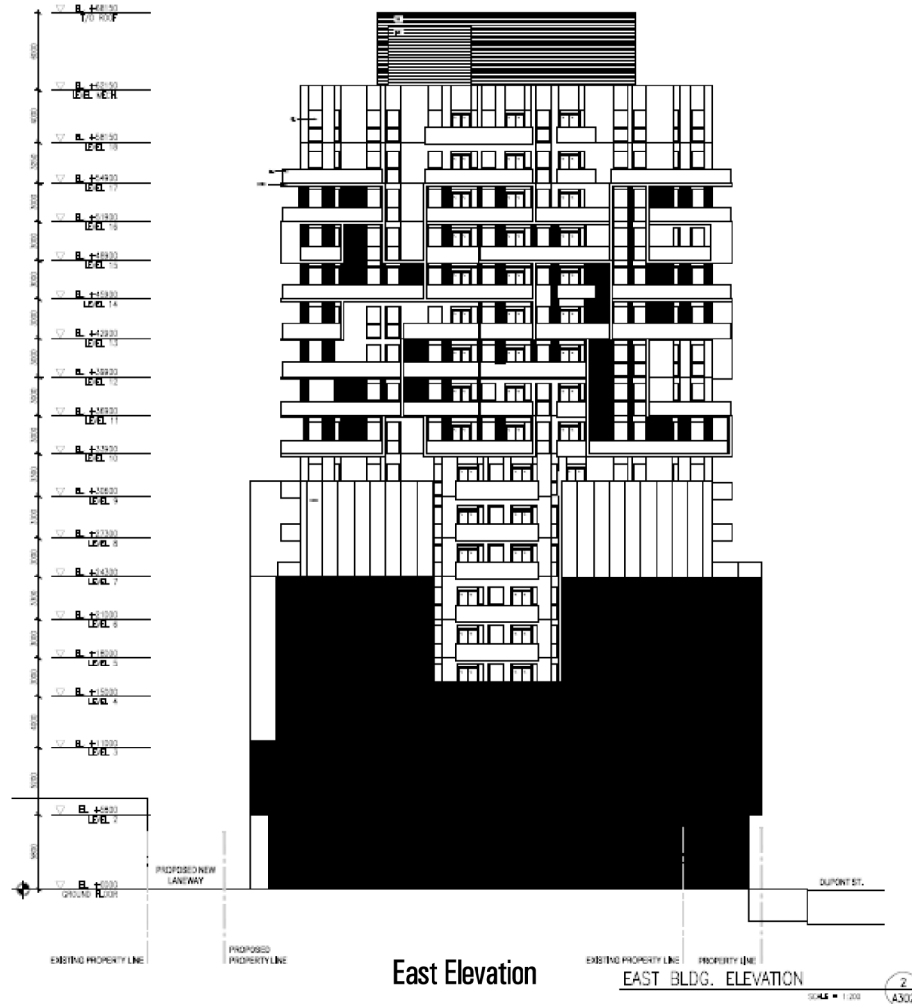
Applicant's Submitted Drawing

Not to Scale  
09/07/2012

299 Campbell Avenue

File # 12\_236801\_02

## Attachment 5: East Elevation



### East Elevation

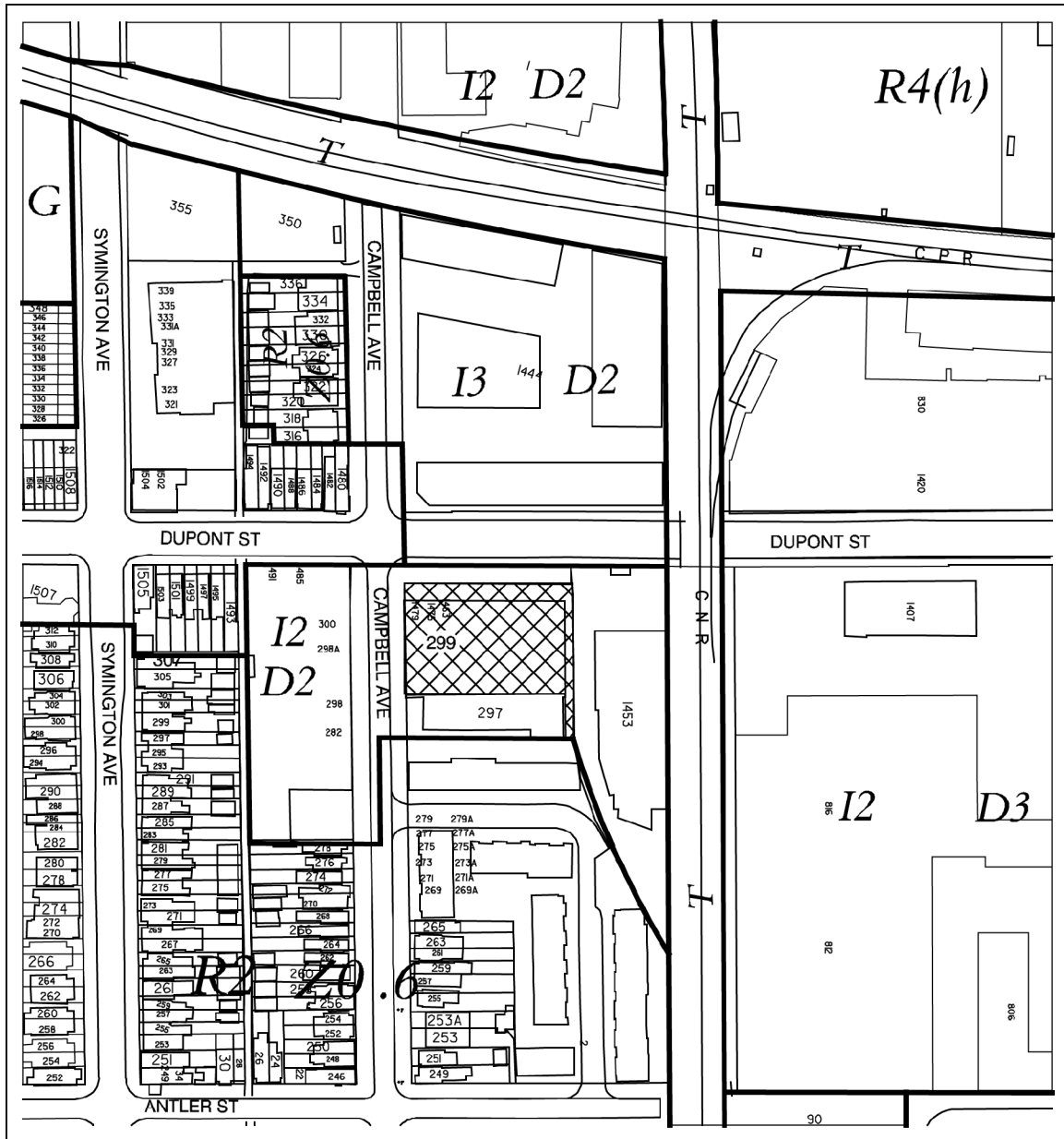
Applicant's Submitted Drawing

Not to Scale  
09/07/2012

299 Campbell Avenue

File # 12\_236801\_02

## Attachment 6: Zoning



**Toronto** City Planning  
Zoning

299 Campbell Avenue

File # 12\_236801\_02

G	Parks District	I2	Industrial District
R2	Residential District	I3	Industrial District
R4	Residential District	T	Industrial District



Not to Scale  
Zoning By-law 438-86 as amended  
Extracted 09/07/2012

## Attachment 7: Official Plan



**TORONTO** City Planning  
Official Plan

299 Campbell Avenue

File # 12 236801\_02

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

↑  
Not to Scale  
09/07/2012



## Attachment 8: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	12 236801 STE 18 OZ
Details	OPA & Rezoning, Standard	Application Date:	August 28, 2012
Municipal Address:	299 CAMPBELL AVE		
Location Description:	PLAN M13 LOT 150 & 151 PT LOT 149 & 152 PLAN M13 PT LT 155 156 & 161 **GRID S1801		
Project Description:	OPA and rezoning application for construction of new mixed use building - 18 storeys, Ground and Second floor retail commercial / remainder residential - 274 residential units - (includes 4 live / work units)- 206 parking spaces - 4 levels below grade parking - 222 bicycle parking spaces. - PLEASE SEE 12 236808 STE 18 SA for Site Plan Approval Application.		

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
TAS DESIGN BUILD		Teeple Architects	299 CA DEVELOPMENT INC

### PLANNING CONTROLS

Official Plan Designation:	Employment Areas	Site Specific Provision:	
Zoning:	I2 D2	Historical Status:	
Height Limit (m):	14	Site Plan Control Area:	Y

### PROJECT INFORMATION

Site Area (sq. m):	2571.1	Height:	Storeys:	18	
Frontage (m):	0		Metres:	68.1	
Depth (m):	0				
Total Ground Floor Area (sq. m):	0				<b>Total</b>
Total Residential GFA (sq. m):	21181.6		Parking Spaces:	206	
Total Non-Residential GFA (sq. m):	3259		Loading Docks	3	
Total GFA (sq. m):	24440.6				
Lot Coverage Ratio (%):	0				
Floor Space Index:	9.51				

### DWELLING UNITS

### FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo, Other		<b>Above Grade</b>	<b>Below Grade</b>
Rooms:	0	Residential GFA (sq. m):	21181.6	0
Bachelor:	12	Retail GFA (sq. m):	1268	0
1 Bedroom:	206	Office GFA (sq. m):	1991	0
2 Bedroom:	41	Industrial GFA (sq. m):	0	0
3 + Bedroom:	15	Institutional/Other GFA (sq. m):	0	0
Total Units:	274			

<b>Contact:</b>	<b>Planner Name:</b>	<b>Shawna Bowen, Planner</b>
	<b>Telephone:</b>	<b>416-392-9434</b>