

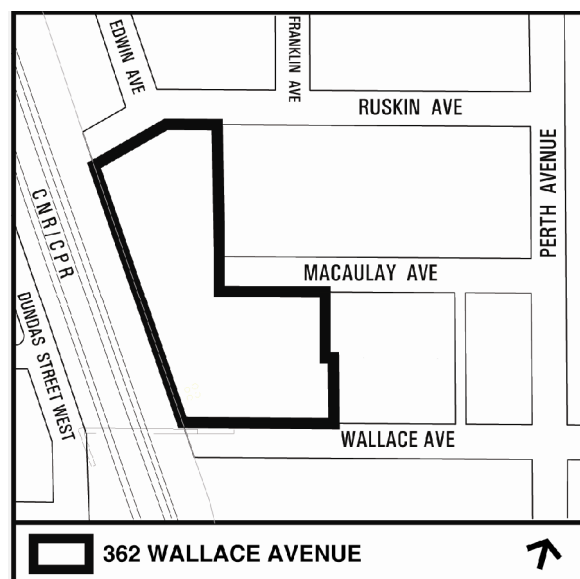
362 Wallace Ave - Official Plan Amendment, Zoning Amendment and Subdivision Applications - Preliminary Report

Date:	November 30, 2011
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning Division
Wards:	Ward 18 – Davenport
Reference Number:	Pg12002 (File Numbers: 11 286663 STE 18 OZ and 11 286680 STE 18 SB)

SUMMARY

This application proposes to amend the Official Plan and the Zoning By-law to permit 169 residential units, and 25 light industrial units at 362 Wallace Avenue which is designated *Employment Areas* and zoned Industrial. Also included in the proposal is a new public road connecting Ruskin Avenue and Wallace Avenue and the western extension of McCauley Avenue. A new community centre on Ruskin Avenue is proposed, along with new connections to the West Toronto Railpath. All parking, except for eight visitor spaces located at-grade, is proposed to be underground.

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 *Neighbourhoods* 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. Authorized the Chief Planner and Executive Director, City Planning, upon completion of the Municipal Comprehensive Review, to:
 - (i) Schedule a community consultation meeting for the lands at 362 Wallace Avenue together with the Ward Councillor.
 - (ii) Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
 - (iii) 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 is now underway. The *Municipal Comprehensive Review* for *employment areas* referred to in the Provincial Growth Plan and *Comprehensive Review* for *employment areas* in the Provincial Policy Statement is being undertaken concurrently with the Five Year Review of the Official Plan 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 series of pre-application consultation meetings were held with the applicant to discuss complete application submission requirements and to review and give feedback on the proposal. At each of these pre-application meetings staff informed the applicant that any application to change the designation of the site from *Employment Areas* to *Neighbourhoods* would be considered premature given that the City is currently undergoing the Municipal Comprehensive Review.

A pre-application community consultation meeting, chaired by the local Councillor, was held on July 26, 2011 that Planning staff did not attend.

ISSUE BACKGROUND

Proposal

The application proposes to amend the City of Toronto Official Plan to convert lands currently designated *Employment Areas* to permit 169 stacked townhouses on a portion of the lands at 362 Wallace Avenue. A Zoning Amendment application to change the zoning from Industrial to Residential has also been submitted. A new public road is proposed to run parallel to the rail corridor on the west side of the site from Ruskin Avenue to Wallace Avenue. MaCaulay Avenue is proposed to be extended from its current terminus to meet the new north/south public road.

Fronting on the west side of this new north/south road, 25, 2-storey light industrial units are proposed with 58 parking spaces provided underground. These units are permitted under the current Official Plan designation and the current zoning.

On the east side of the new north/south road are 169 stacked townhouse units, 12.5 metres in height, 3 blocks of which are located north of the MaCaulay Avenue extension and 6 blocks located south of the extension. All the townhouses face either north or south, with those on the perimeter of the blocks facing the streets and those on the interior of the site facing pedestrian walkways. All 177 resident parking spaces are provided underground with driveway access off Ruskin and Wallace Avenues. Twenty-six visitor parking are proposed to be located below grade and eight are located at-grade on the new public streets.

A 450 square metre community centre is proposed to be located at the southeast corner of Ruskin Avenue and the new north/south public road. See Attachments 1-5 for drawings of the proposal.

Site and Surrounding Area

The irregular shaped site was previously used as a paint factory. All the buildings on the site have been demolished and site remediation has taken place, details of which are discussed in the Phase I Environmental report submitted with the application. The site is located on the east side of the Lower Galt Subdivision rail line, between Ruskin and Wallace Avenues.

North: To the north of the site, on the north side of Ruskin Avenue is the Toronto Hydro Junction Substation and low scale, semi-detached houses.

East: To the east of the site are detached and semi-detached houses fronting on Ruskin, MaCaulay and Wallace Avenues.

South: To the south of the site, on the south side of Wallace Avenue is a converted industrial building containing 38 residential units and a new townhouse development with 134 units.

West: To the west of the site is the West Toronto Railpath and the Lower Galt Subdivision rail line which contains both the GO Milton line and the GO Georgetown line.

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.

Municipalities may permit conversion of lands within employment areas to non-employment uses only through a *Municipal Comprehensive Review*. The Growth Plan clarifies and strengthens the application of the PPS as it applies to employment lands, in particular by clarifying the definition of *Municipal Comprehensive Review* by defining it as: "an Official Plan review, or an Official Plan Amendment, initiated by a municipality that comprehensively applies the policies and schedules of this Plan" (Growth Plan). Consistent with the PPS, the Growth Plan limits such conversions to areas where it has been demonstrated through the Municipal Comprehensive Review that it meets a number of criteria.

The PPS and the Growth Plan require municipalities to promote economic development and competitiveness by planning for, protecting and preserving employment areas for current and future employment uses. Approval of the subject application without first undertaking a Municipal Comprehensive Review would be contrary to the *Places to Grow Act 2005* which requires that all municipal planning decisions conform with the Growth Plan and would be premature.

Official Plan

Map 18 of the City's Official Plan shows the subject lands designated as *Employment Areas* (see Attachment 6).

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

Under former City of Toronto Zoning By-law 438-86 the site zoned as I2 D2 (see Attachment 7). This allows a variety of industrial uses up to a density of 2 times the area of the lot with a height limit of 14 metres. No residential uses are permitted in areas zoned Industrial.

Site Plan Control

An application for Site Plan Control has not been filed.

Reasons for the Application

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

Zoning Amendment Application – The proposed residential uses 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:

- Planning Justification Report
- Functional Servicing and Stormwater Management Report
- Traffic Impact and Parking Study
- Toronto Green Development Standard Checklist
- Phase I Environmental Impact Report
- Noise and Vibration Study
- Sun/Shadow Study
- Economic Impact Study
- Arborist Report
- Community Facilities Report

A Notification of Complete Application was issued on October 26, 2011.

Provincial Plans and Policy Statement (PPS)

To consider an application for conversion of employment lands to non-employment use, the PPS requires a comprehensive review to be conducted which is based on a review of growth projections and which includes consideration of alternative directions for growth. Only after such a review can City Council consider converting employment lands and then only where the two-part test has been satisfied. That is, that the comprehensive review has demonstrated that the land is not required for employment purposes over the long-term and that there is a need for the conversion.

The Growth Plan reiterates and clarifies the objectives of preserving and protecting employment lands from conversions to non-employment uses. Policy 5 of Section 2.2.6 clarifies that the City may permit a conversion of employment area lands to non-employment uses only through a Municipal Comprehensive Review which is described as an Official Plan review, or an Official Plan Amendment, initiated by a municipality that comprehensively applies the policies and schedules of the Growth Plan. This review would need to demonstrate the following:

- a) there is a need for the conversion;
- b) the City will meet its employment forecasts allocated to the City pursuant to the Growth Plan;
- c) the conversion will not adversely affect the overall viability of the employment area and the achievement of the intensification target, density targets and other policies of the Growth Plan;

- d) there is existing and planned infrastructure to accommodate the proposed conversion;
- e) the lands are not required over the long term for the employment purposes for which they are designated; and
- f) cross-jurisdictional issues have been considered.

Approval of an application to convert employment lands to non-employment uses would not conform to the Growth Plan without the City first undertaking a comprehensive review addressing the criteria set out in the Growth Plan. In May 2011, the City Planning Division commenced the statutory Five Year Review of the Official Plan, which includes a Municipal Comprehensive Review. The subject applications are premature prior to the completion of these reviews. 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*.

Issues to be Resolved

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

Land Use Issues

- The appropriateness of redesignating the subject property from *Employment Areas* to *Neighbourhoods* and introducing residential uses at this site.

Area Wide Issues

- The future comprehensive development of the lands proposed to be removed from the Employment Area designation including an appropriate street and block pattern.
- Ensuring that the proposal fits into the existing built form context of the neighbourhood.
- 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 community centre.

Site Specific Issues

- The appropriateness of the proposed heights of the buildings.
- Review of the density and number of units to ensure appropriateness.
- Determining the permitted uses for the proposed industrial units.
- Servicing including garbage pick-up.
- A review of the interface between the site, the West Toronto rail path and the development.
- The appropriateness of the relationship between the proposed buildings, and their relationship to the existing and proposed streets.

- Adequate landscaping and tree planting.

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

Staff recommend that these applications be reviewed within the context of the ongoing Municipal Comprehensive Review. Approval of the application to convert employment lands to allow non-employment uses would not conform to the Growth Plan without the prior completion of the Municipal Comprehensive Review by the City.

CONTACT

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SIGNATURE

Gary Wright
Chief Planner and Executive Director
City Planning

ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Typical Townhouse Side Elevation
Attachment 3: Typical Townhouse Front Elevation
Attachment 4: Typical Industrial Loft Front Elevation

Attachment 5: Typical Industrial Loft Rear Elevation
Attachment 6: Rendering looking west on Wallace Avenue
Attachment 7: Official Plan
Attachment 8: Zoning By-law 438-86
Attachment 9: Application Data Sheet

Attachment 1: Site Plan



Site Plan

Applicant's Submitted Drawing

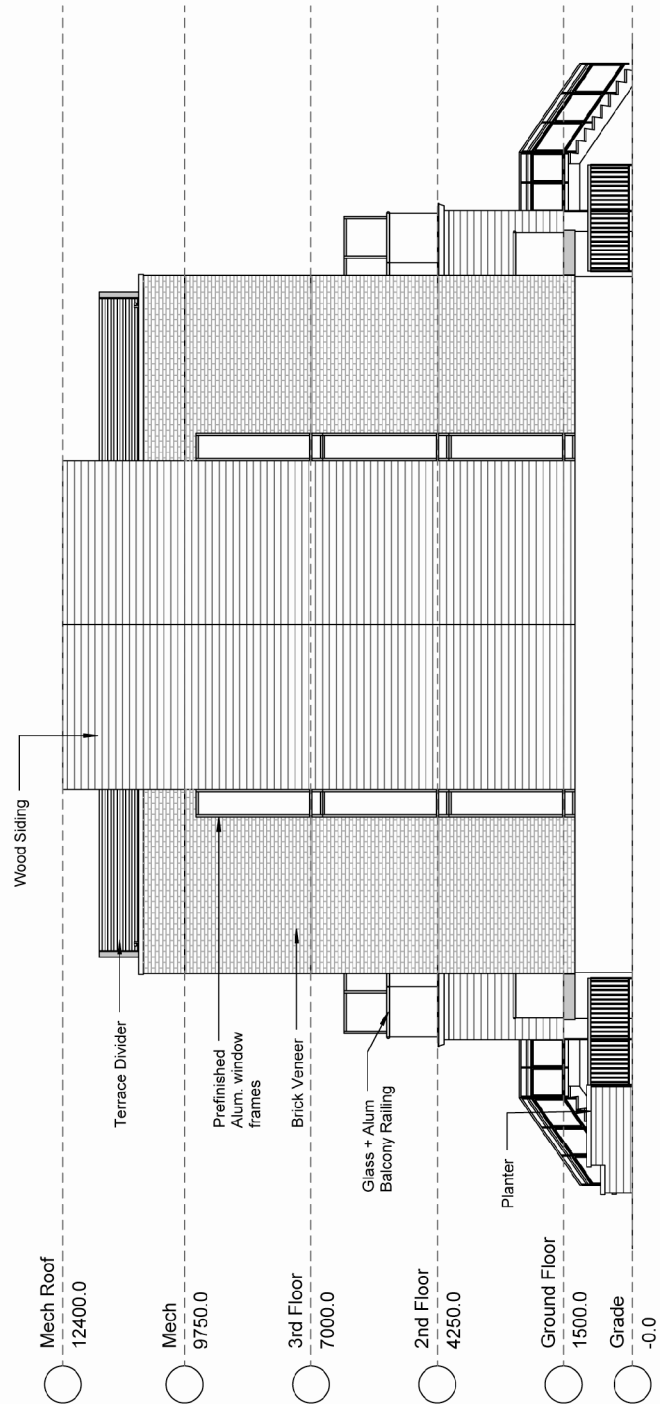
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362 Wallace Avenue

File # 11_1286663

Attachment 2: Typical Townhouse Side Elevation



Typical Townhouse Elevation - Side

Elevations

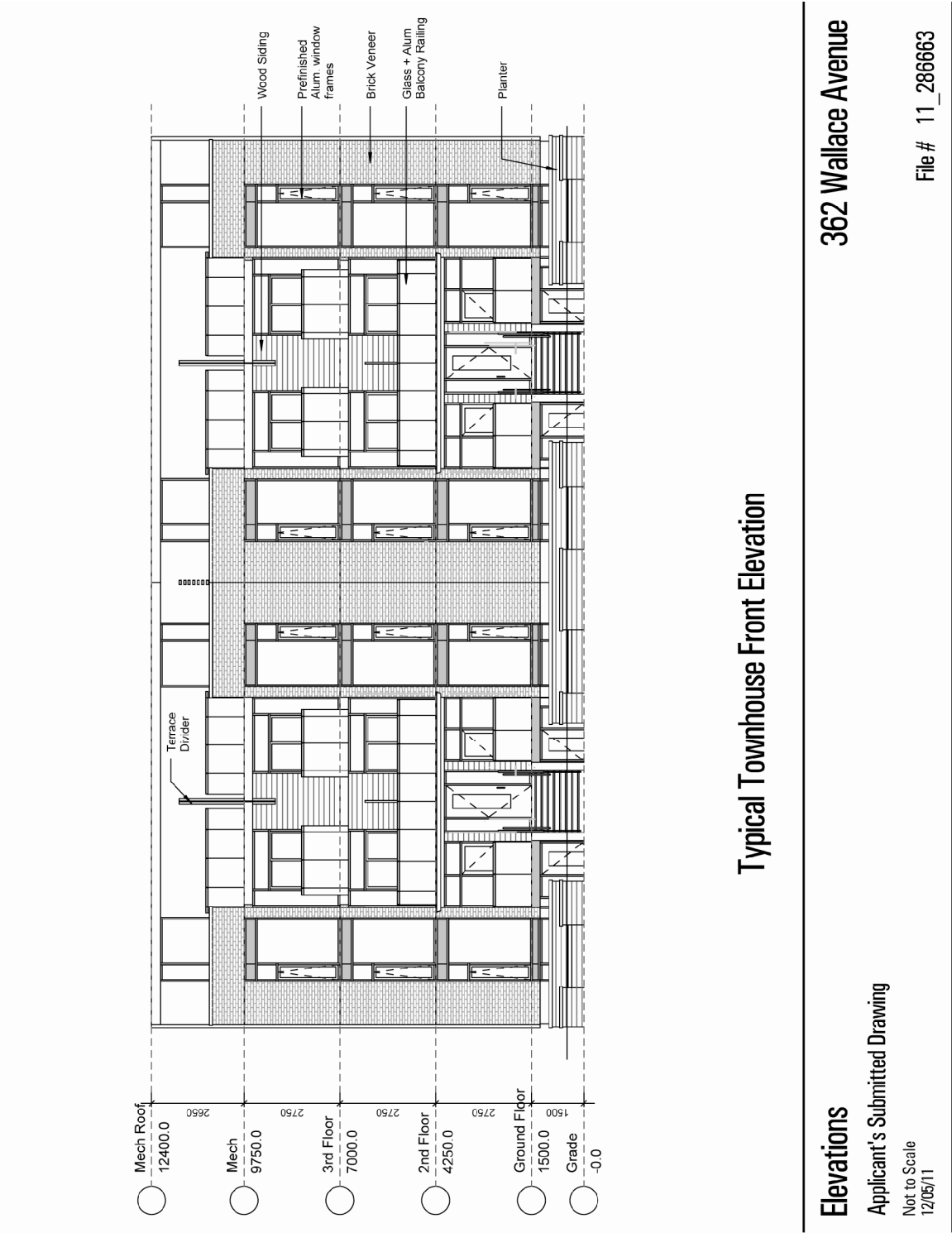
Applicant's Submitted Drawing

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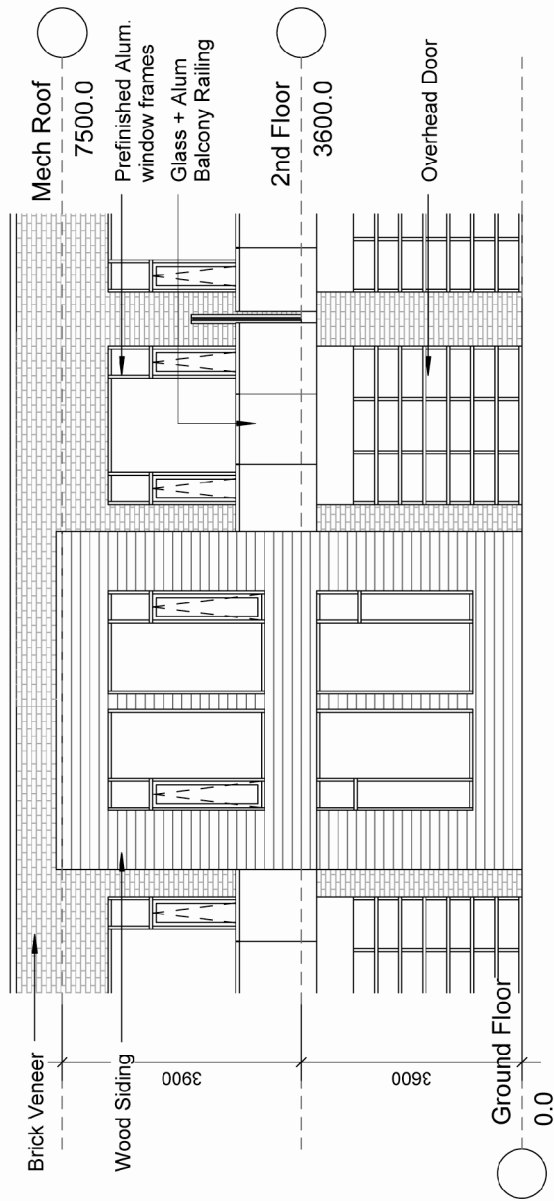
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Attachment 3: Typical Townhouse Front Elevation



Attachment 4: Typical Industrial Loft Front Elevation



Typical Industrial Lofts Front Elevation

Elevations

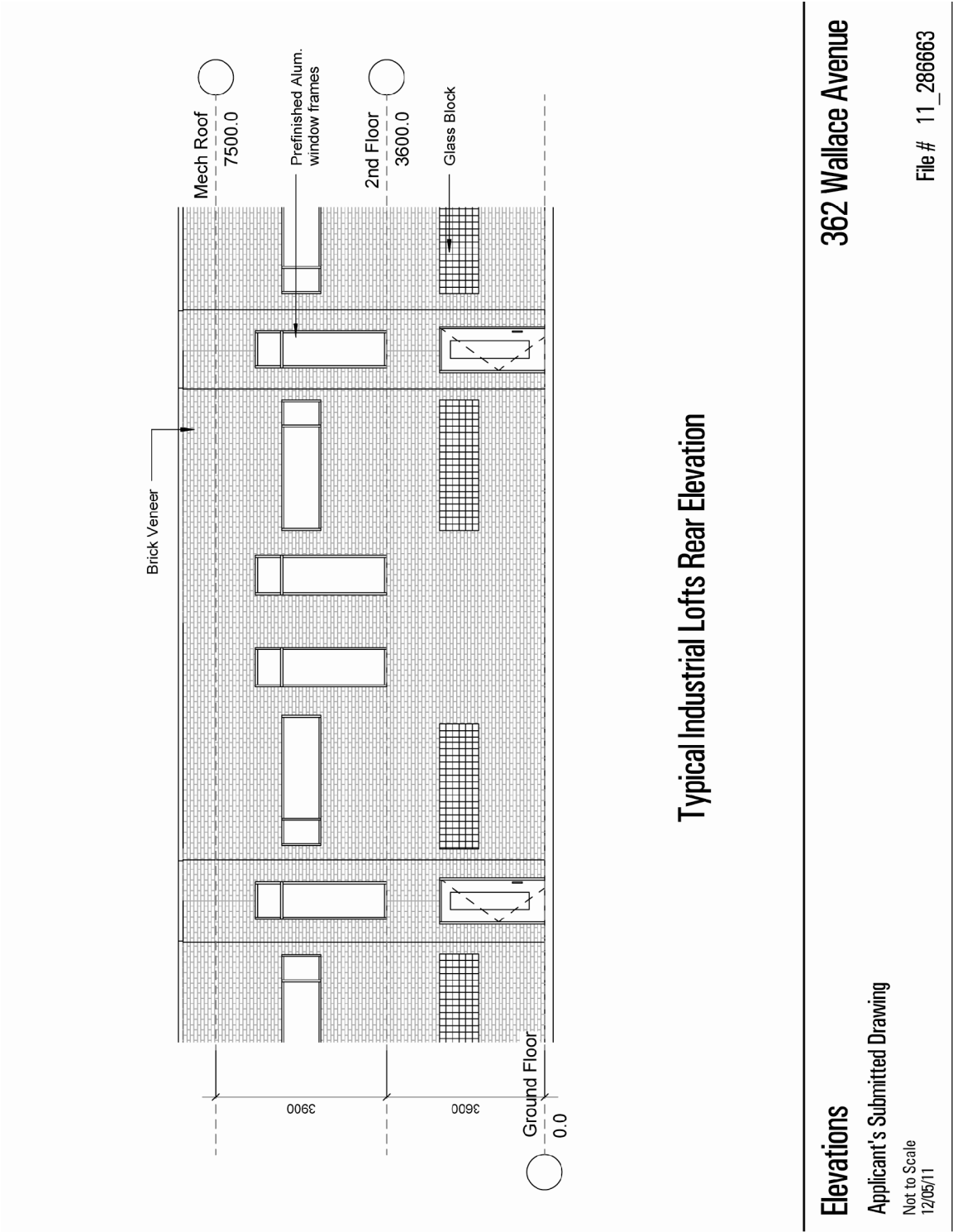
Applicant's Submitted Drawing

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362 Wallace Avenue

File # 11_286663

Attachment 5: Typical Industrial Loft Rear Elevation



Attachment 6: Rendering looking west on Wallace Avenue



View looking West on Wallace Avenue

Elevations

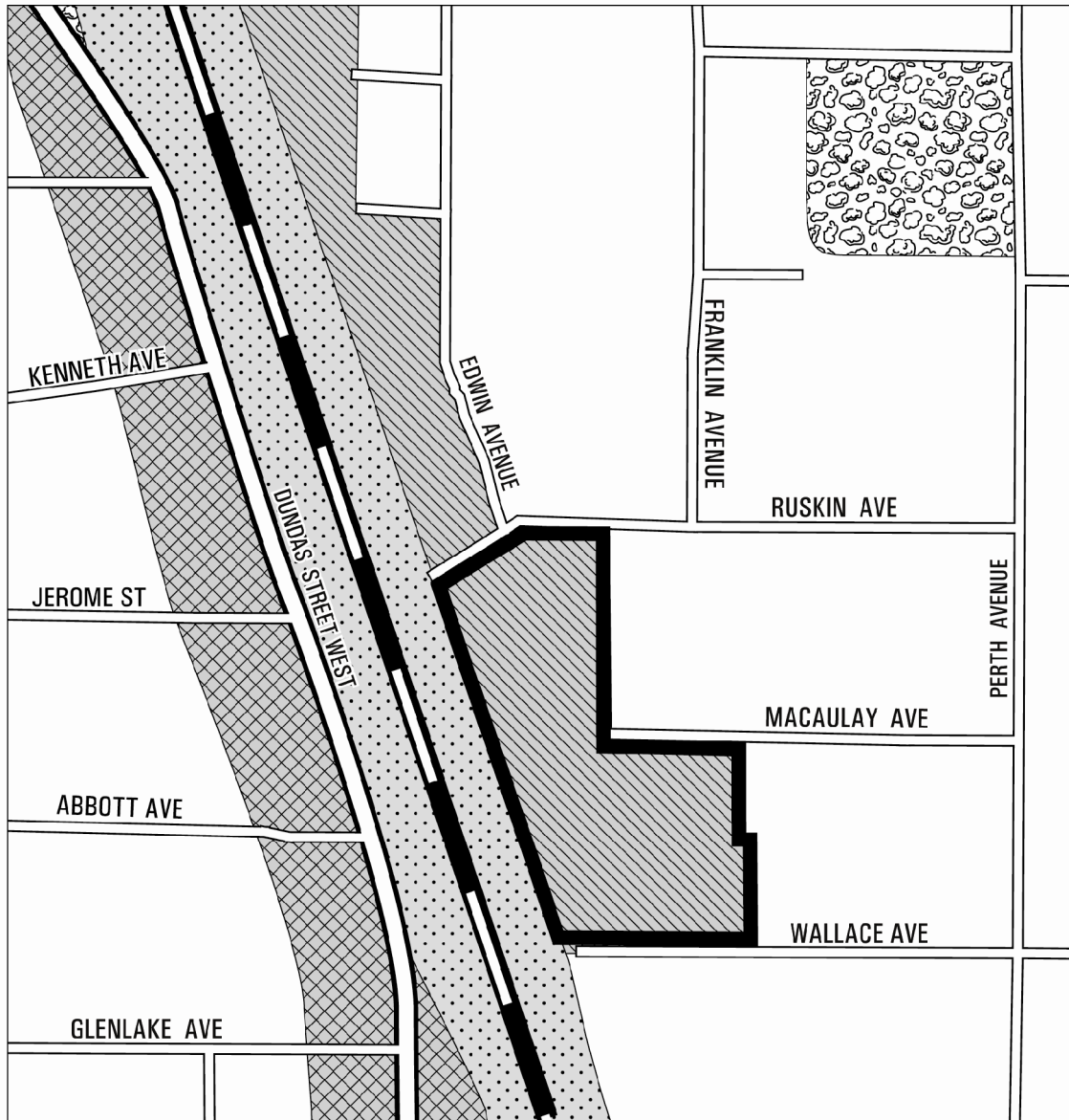
Applicant's Submitted Drawing

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362 Wallace Avenue

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Attachment 7: Official Plan



Toronto City Planning
Official Plan

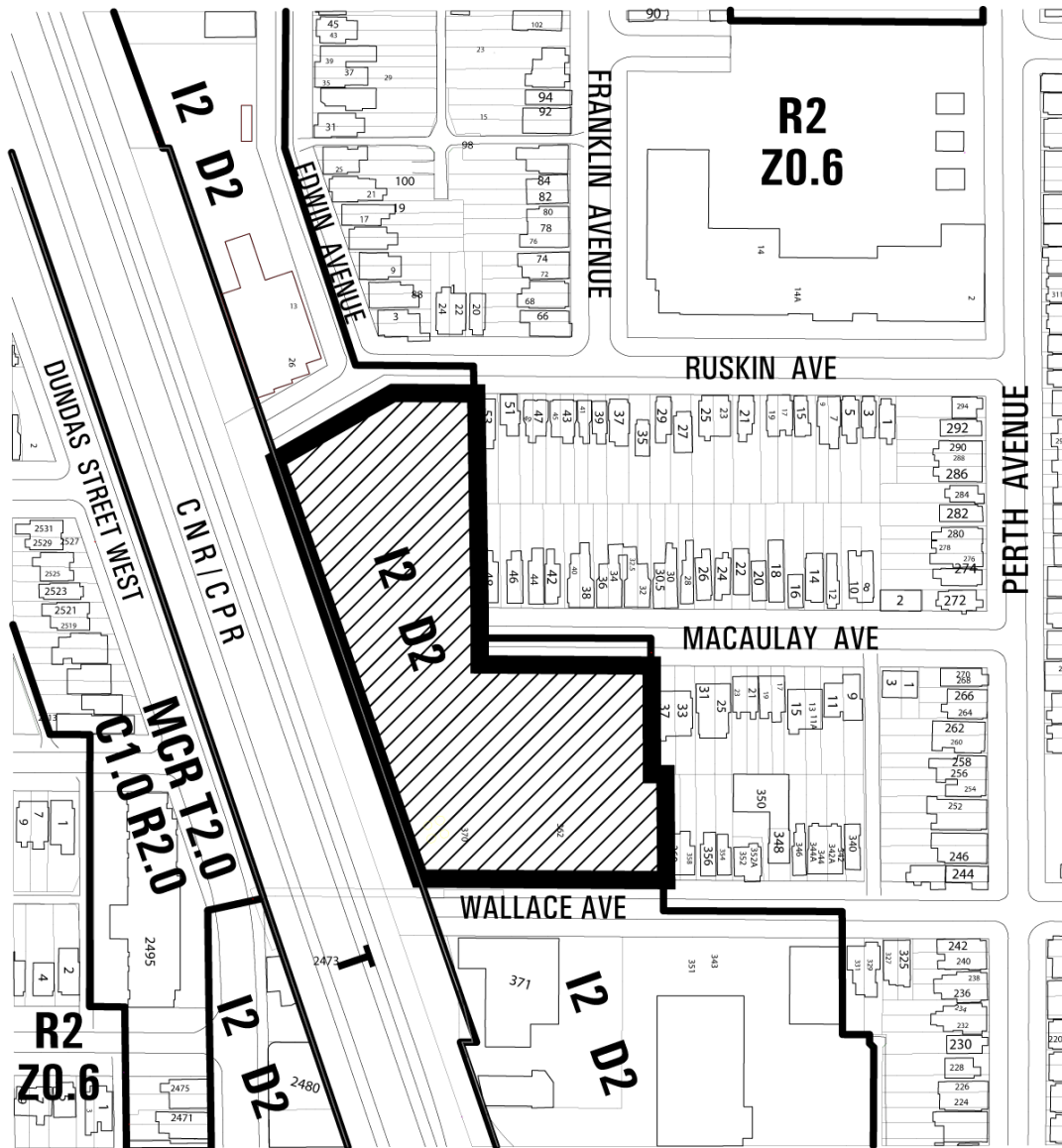
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Attachment 8: Zoning By-law 438-86



Toronto City Planning
Zoning

R2 Residential District
I2 Industrial District
T Industrial District

362 Wallace Avenue

File # 11_286663_CMB



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Zoning By-law 438-86 as amended
Extracted 11/17/2011

Attachment 9: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	11 286663 STE 18 OZ
Details	OPA & Rezoning, Standard	Application Date:	October 4, 2011
Municipal Address:	362 Wallace Ave		
Location	PLAN M22 LOTS 17 TO 20 33 TO 41 46 TO 50 AND PT LOT 45 CLSD		
Description:	MACAULEY AVE **GRID S1801		
Project Description:	OPA and Rezoning application for redevelopment of the lands - mixed use development including new North South public roadway connecting Ruskin Ave and Wallace Ave and extending Macaulay Ave for 25, 2-storey industrial units flanking CPR and 9 Residential construction blocks containing 169 stacked townhouse dwelling units. Included in proposal is a 3 storey community centre building fronting onto Ruskin Ave. All parking spaces to serve the units to be located below grade accessible from both Ruskin Ave and Wallace Ave. 8 visitor parking spaces to be located at grade on public roadway. Refer to related application for draft plan of subdivision for creation of 6 blocks.		

Applicant:	Agent:	Architect:	Owner:
Kregg Fordyce Architect			Somerset Wallace Development

Planning Controls

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

Project Information

Site Area (sq. m):	12634	Height:	Storeys:	3
Frontage (m):	84.5		Metres:	10.7
Depth (m):	172.4			
Total Ground Floor Area (sq. m):	5996.3			Total
Total Residential GFA (sq. m):	13656		Parking Spaces:	277
Total Non-Residential GFA (sq. m):	4494		Loading Docks	0
Total GFA (sq. m):	18150			
Lot Coverage Ratio (%):	47.5			
Floor Space Index:	1.44			

Dwelling Units

Floor Area Breakdown (upon project completion)

Tenure Type:	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	13656	0
Bachelor:	0	Retail GFA (sq. m):	0	0
1 Bedroom:	49	Office GFA (sq. m):	0	0
2 Bedroom:	106	Industrial GFA (sq. m):	4044	0
3 + Bedroom:	14	Institutional/Other GFA (sq. m):	450	0
Total Units:	169			