

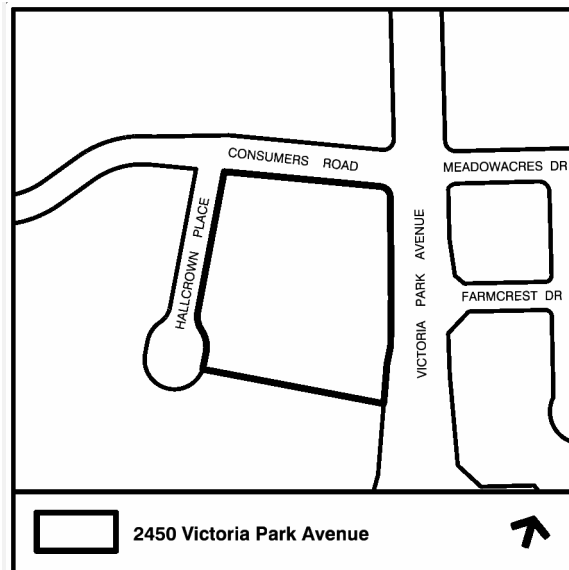
**2450 Victoria Park Avenue – Official Plan Amendment
Application – Preliminary Report**

Date:	December 19, 2012
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning
Wards:	Ward 33 – Don Valley East
Reference Number:	P:\2013\Cluster B\PLN\PGMC\PG13001 (12 258101 NNY 33 OZ)

SUMMARY

This site, at the southwest corner of Victoria Park Avenue and Consumers Road, is shown on Map 2 - Urban Structure of the Official Plan, as an *Avenue* and adjacent to an *Employment District*. The underlying land use designation of the site is *Employment Areas*. The application proposes to amend the Official Plan *Employment Areas* designation for the site to permit a mixed use development with residential, retail and other commercial uses.

The mixed use proposal would contain 895 dwelling units in two 25-storey buildings on the Hallcrown Place frontage of the site, a 30-storey building at the southeast corner of the site on Victoria Park Avenue and two, 3-storey townhouse blocks along the southern edge of the site. The existing 7-storey office building at the northeast corner of the site would be retained. The development proposes a total gross floor area of 80,512m² including 3,298m² of grade related retail space. The total gross floor area would result in an overall site density of 4.17 FSI.



The application will be reviewed within the context of the Municipal Comprehensive Review and the Five-Year Official Plan Review currently being conducted by City staff.

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

RECOMMENDATIONS

1. Staff be directed to review the application to amend the *Employment Areas* designation for the subject lands to permit residential uses concurrently and in the context of the statutory Five Year Review of the Official Plan, which includes a Municipal Comprehensive Review, that is being undertaken by the City Planning Division.
2. Upon completion of the Municipal Comprehensive Review, staff be authorized to:
 - (i) Schedule a community consultation meeting for the lands at 2450 Victoria Park 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

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>

At its meeting held on November 8, 2012, the Planning and Growth Management Committee adopted a report from the Chief Planner which outlined draft City-wide *Employment Areas* policy directions. As an attachment to that Report, Planning staff included preliminary assessments for a number of site specific conversion requests from Employment to non-Employment uses, including the subject site at 2450 Victoria

Park Avenue. The owner filed its request on August 20, 2012, prior to submitting the subject amendment application. The preliminary assessment for public consultation and stakeholder input is to re-designate the subject site to *Mixed Use Areas* and require redevelopment to include a net gain in employment gross floor area.

Links to the Planning staff report can be found at:

<http://www.toronto.ca/legdocs/mmis/2012/pg/bgrd/backgroundfile-51493.pdf> (Part 1)
and

<http://www.toronto.ca/legdocs/mmis/2012/pg/bgrd/backgroundfile-51834.pdf> (Part 2)

City Council, on November 27, 28 and 29, 2012, adopted the Planning and Growth Management Committee recommendations with further amendments. A link to the City Council decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG19.5>

Public consultation respecting the draft Official Plan employment policies and preliminary assessments of requests to convert employment lands to other uses is anticipated to commence in early 2013.

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant to discuss complete application submission requirements. Staff advised the applicant that any application to redesignate the site to provide for residential uses would have to be reviewed in the context of the Five Year Review of the Official Plan, including the Municipal Comprehensive Review.

ISSUE BACKGROUND

Proposal

The application proposes to redesignate the lands located at 2450 Victoria Park Avenue from *Employment Areas* to *Mixed Use Areas*. A conceptual site plan is illustrated on Attachment 1 to this report. The development is proposed in four development blocks which would contain 895 dwelling units in two 25-storey buildings on the Hallcrown Place frontage of the site, a 30-storey building at the southeast corner of the site on Victoria Park Avenue and two, 3-storey townhouse blocks along the southern edge of the site. The existing 7-storey office building at the northeast corner of the site would be retained. The development proposes a total gross floor area of 80,512m² including 3,298 m² of grade related retail space. The total gross floor area would result in an overall site density of 4.17 FSI.

Access to the site would be provided from an existing in-right/out-right driveway on Consumers Road near the Victoria Park Avenue intersection and two proposed full movement driveways on Hallcrown Place. The three entrance driveways would connect to a circular driveway in the centre of the site. Details of the access, parking

and loading arrangements for each development block would be provided with the rezoning application to be submitted.

The proposal also includes the creation of approximately 2,000m² of open space/parkland currently proposed in two locations: one fronting Consumers Road, the other fronting Victoria Park Avenue (shown shaded on Attachment 1).

Site and Surrounding Area

The site is located at the southwest corner of the signalized intersection of Consumers Road and Victoria Park Avenue. It has an area of approximately 1.93 ha with frontages of approximately 160 metres on Victoria Park Avenue, 131 metres on Consumers Road and approximately 142 metres on Hallcrown Place. The site is presently developed with a 7-storey commercial office building at the northeast corner of the site, a 2-storey office building extending across the Consumers Road frontage and a large 294-space surface parking lot on the southern portion of the site.

Surrounding land uses include:

South: St. Mary's Armenian Apostolic Church and Community Centre at 45 Hallcrown Place, the Radisson Hotel at 55 Hallcrown Place and then Highway 401:

East: Victoria Park Avenue then lands designated *Mixed Use Areas* containing a variety of retail, restaurant and service uses then single detached dwellings on lands designated *Neighbourhoods*:

West: Hallcrown Place then employment uses including a 7-storey commercial office building at 515 Consumers Road and 11-storey commercial office building at 505 Consumers Road:

North: Consumers Road then employment uses including the 5-storey Enbridge office building.

The site is situated within the Consumers Road Business Park which is bounded by Sheppard Avenue East to the north, Victoria Park Avenue to the east, Highway 401 to the south and Highway 404 to the west. It was one of several office parks established in the 1960's along the Don Valley/Highway 404 corridor. There are approximately 60 buildings in the employment area comprised primarily of office buildings, ranging in height from 1 to 17 storeys, surrounded by large surface parking lots. Office employment comprises over 93% of total employment in the area. The area has attracted many high profile companies including Shoppers Drug Mart, Enbridge Gas Distribution, Direct Energy, Rogers Communications, Sun Life Assurance and Hallmark Canada.

Although the area has not experienced any new office development it generally experiences a healthy turnover of both new and established businesses. Investment and upgrades continue to the existing office buildings and the area remains a vibrant and active employment area.

There are a number of institutional uses in the employment area including five places of worship and a private school. In September 2011, City Council amended former City of North York Zoning By-law No. 7625 to prohibit places of worship in the Consumers Road Business Park. Proposals to establish a place of worship now requires a rezoning application that allows for a comprehensive review of the impacts of places of worship on the employment uses on a site by site basis.

In recent years, residential uses have been approved by the Ontario Municipal Board at the north edge of the *Employment District*, along the south side of Sheppard Avenue East (i.e., Monarch Construction and Tridel's Atria IV development).

This section of Victoria Park Avenue is a major arterial road identified as an *Avenue* on Map 2 of the Official Plan and a Transit Priority Segment on Map 5. The site is located within a 5-minute walk to Sheppard Avenue East which is identified as a planned Higher Order Transit Corridor extending easterly from the existing Don Mills subway station. There is an approved Environmental Assessment for an LRT line that would run underground from the Don Mills station beneath Highway 404 and would emerge above grade at a planned Consumers Road stop. East of Consumers Road, the LRT would run at grade within the centre median of Sheppard Avenue East, with an additional stop at Victoria Park Avenue.

Municipal Comprehensive Review

The City is currently undertaking the Five Year Review of the Official Plan as required under Section 26 of the *Planning Act*. Section 26 1(b) of the *Planning Act* requires municipalities to revise the Official Plan, as it contains policies addressing areas of employment including, without limitation, the designation of areas of employment in the Official Plan and policies addressing the removal of land from areas of employment to ensure those policies are confirmed or amended.

The City is therefore reviewing all the policies in the Official Plan addressing areas of employment and the designation of lands currently shown on Maps 13 to 24 of the Official Plan as *Employment Areas*. The City is also reviewing policies regarding the removal of land from these areas of employment.

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.

Section 1.3 of the PPS requires the City to:

- i) provide for an appropriate mix and range of employment (including industrial, commercial and institutional uses) to meet long-term needs;
- ii) provide opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses; and
- iii) protect and preserve employment areas for current and future uses.

The PPS defines employment areas as "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 permit the conversion of lands within employment areas to non-employment uses through a Comprehensive Review where it has been demonstrated that:

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

Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (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. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan.

The Growth Plan includes similar policies to the PPS directed at the preservation of employment areas for future economic opportunities. The Growth Plan requires the City to maintain an adequate supply of lands providing locations for a variety of appropriate employment uses to accommodate the employment growth forecasts of the Growth Plan. The Growth Plan requires municipalities to promote economic development and competitiveness by:

- i) providing for an appropriate mix of employment uses including industrial, commercial and institutional uses to meet long-term needs;
- ii) 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;
- iii) planning for, protecting and preserving employment areas for current and future uses; and
- iv) 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 defines a Municipal Comprehensive Review 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.

Official Plan

The site is shown on Map 2 - Urban Structure, as an *Avenue* and adjacent to an *Employment District*. The underlying land use designation of the site is *Employment Areas* as shown on Land Use Plan, Map 19 (refer to Attachment 3). There are no Secondary Plan or Site and Area Specific policies that apply to this area. The site forms part of a larger employment area which extends north to Sheppard Avenue, west to Highway 404 and south to Highway 401.

The land use policies of Section 4.6, *Employment Areas* state that *Employment Areas* are intended to be 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. The proposed residential use is not provided for within *Employment Areas*.

Section 3.2.3.5 of the Official Plan provides the City's policies on parkland. The Plan states that an alternative parkland dedication rate of 0.4 hectares per 300 residential units will be applied to proposals for residential development in parkland acquisition priority areas where Council has identified a need for parkland and enacted an Alternative Parkland Dedication By-law.

The subject development proposes a new residential neighbourhood. Section 3.3 of the Official Plan (Building New Neighbourhoods) outlines a comprehensive framework for planning new neighbourhoods to ensure they function as complete communities and not just housing. This planning framework includes consideration of the pattern of streets, blocks and open spaces, the mix and location of land uses and building types and a strategy to provide parkland and community services. The policy states that for new neighbourhoods to be viable communities they need a focal point, a fine grain of interconnected streets and pedestrian routes that define development blocks, high quality parks and open spaces and services that meet the needs of residents, workers and visitors.

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.

The Toronto Official Plan is available on the City's website at:
http://www.toronto.ca/planning/official_plan/introduction.htm

Avenue Segment Study

As noted previously, the site is located on an *Avenue* as indicated on Map 2: Urban Structure of the Official Plan. The Plan states *Avenues* are important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents. A framework for change will be tailored to the situation of each *Avenue* through a local Avenue Study conducted by the City. The Plan states development requiring a rezoning will not be allowed to proceed prior to completion of an Avenue Study unless a review is undertaken that demonstrates to Council's satisfaction that subsequent development of the entire Avenue segment will have no adverse impacts within the context and parameters of the review.

Policy 2.2.3.3 allows development to be considered prior to the completion of an Avenue Study on the condition that this review be undertaken by the applicant. The review is intended for development that has the potential to set a precedent for the form and scale of reurbanization along the *Avenue* and will consider the larger context and implications for the *Avenue* segment in which the development is located. As required by Policy 2.2.3.3b, the review will:

- i) include an assessment of the impacts of the incremental development of the entire Avenue segment at a similar form, scale and intensity, appropriately allowing for distinguishing circumstances;
- ii) consider whether the incremental development of the entire Avenue segment as identified in the above assessment would adversely impact any adjacent *Neighbourhoods* or *Apartment Neighbourhoods*;
- iii) consider whether the proposed development is supportable by available infrastructure; and
- iv) be considered together with any amendment to the Official Plan or Zoning By-law at the statutory public meeting for the proposed development.

Zoning

The site is zoned Industrial-Office Business Park (MO) by former City of North York Zoning By-law No. 7625 (refer to Attachment 2). The MO zoning permits office uses and manufacturing, service commercial and institutional uses, hotels, retail stores, restaurants, financial institutions, personal service shops, fitness centres, car rental agencies, commercial schools, community centres and day nurseries with a maximum

gross floor area of 150% of the lot area, or a Floor Space Index of 1.5. Residential uses are not permitted.

A rezoning application to support the current proposal has not been submitted.

Site Plan Control

The proposed development would be subject to Site Plan Approval. An application in this regard has not been submitted.

Reasons for the Application

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

An application to amend the Zoning By-law to permit the proposed uses and establish appropriate zoning regulations to guide redevelopment of the site would be required should Council amend the *Employment Areas* designation to include the proposed uses.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Planning Report
- Transportation Considerations Report
- Phase One Environmental Site Assessment
- Phase Two Environmental Site Assessment (Interim)
- Preliminary Geotechnical Investigation
- Functional Servicing Report
- Employment Area Impact Analysis
- Community Services and Facilities Study

A Notification of Incomplete Application, issued on November 5, 2012, identifies an Avenue Segment Review is outstanding for a complete application submission.

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 these reviews are complete, refusal or approval of the subject application would be premature. It is therefore recommended that the application 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

Land Use Issues

The subject site is part of a larger employment district. The appropriateness of amending the Official Plan designation for this site to permit residential uses must be evaluated, including the impacts on the surrounding employment area. On a preliminary basis, the following land use issues have been identified:

- The appropriateness of redesignating the subject site from *Employment Areas* to *Mixed-Use Areas* to permit residential uses on the site as part of the Official Plan Review and Municipal Comprehensive Review:
- Impacts of residential land use changes proposed for this site and other sites in the Consumers Road Business Park.

Area Wide Issues

As noted previously, the applicant is proposing an Official Plan Amendment that would permit a significant mixed use project with 80,512m² of development and a density of 4.17 FSI.

On a preliminary basis, in addition to the land use issues above, the following issues have been identified that could impact the larger area as a result of the proposal:

- Needs arising from creating a new residential neighbourhood that should function as a viable community with interconnected streets and pedestrian routes that define appropriately shaped and scaled development blocks and create high quality parks and open spaces with services that meet the needs of residents, workers and visitors:
- The availability and adequacy of community services and facilities in the area to support the proposed residential development:
- The Transportation Impact Study and local roads must be assessed to ensure there is sufficient capacity to accommodate the additional traffic generated by the development.

Site Specific Issues

In addition to the above issues, there are a number of site specific issues that must be evaluated to assess the merits of the proposal. Such issues include, but are not limited to:

- A network of public streets and parks that fit within a larger pattern to enhance the residential neighbourhood:
- Appropriateness of the proposed density, built form, massing and building heights:

- Transition of building heights and massing including shadow impacts on the stable low density residential area located east of Victoria Park Avenue:
- Appropriate ground floor uses along streets and parks to support a safe pedestrian environment:
- Parkland dedication:
- Phasing of the development:
- Adequacy of residential amenity spaces:
- Compliance of the proposal with the City's Tall Building Guidelines:
- Appropriateness of the proposed site access and road connections:
- Assessment of site servicing including stormwater management:
- Determination of appropriate Section 37 community benefits.

Additional issues may be identified through the Municipal Comprehensive Review, the Five Year Review of the Official Plan, the technical review of the application, agency comments and community consultation process.

CONTACT

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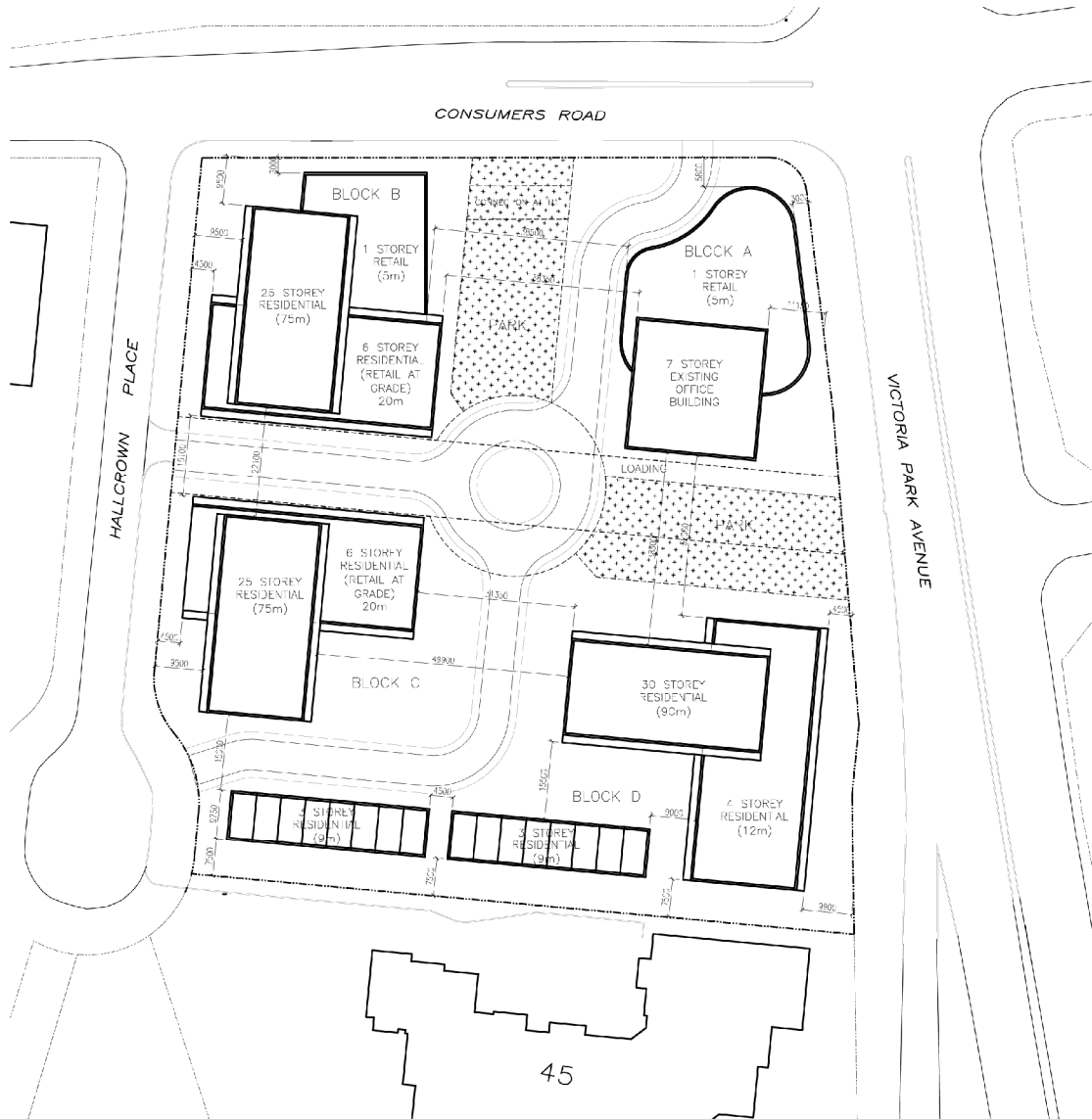
SIGNATURE

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

ATTACHMENTS

Attachment 1: Site Plan
 Attachment 2: Zoning
 Attachment 3: Official Plan
 Attachment 4: Application Data Sheet

Attachment 1: Site Plan



Site Plan

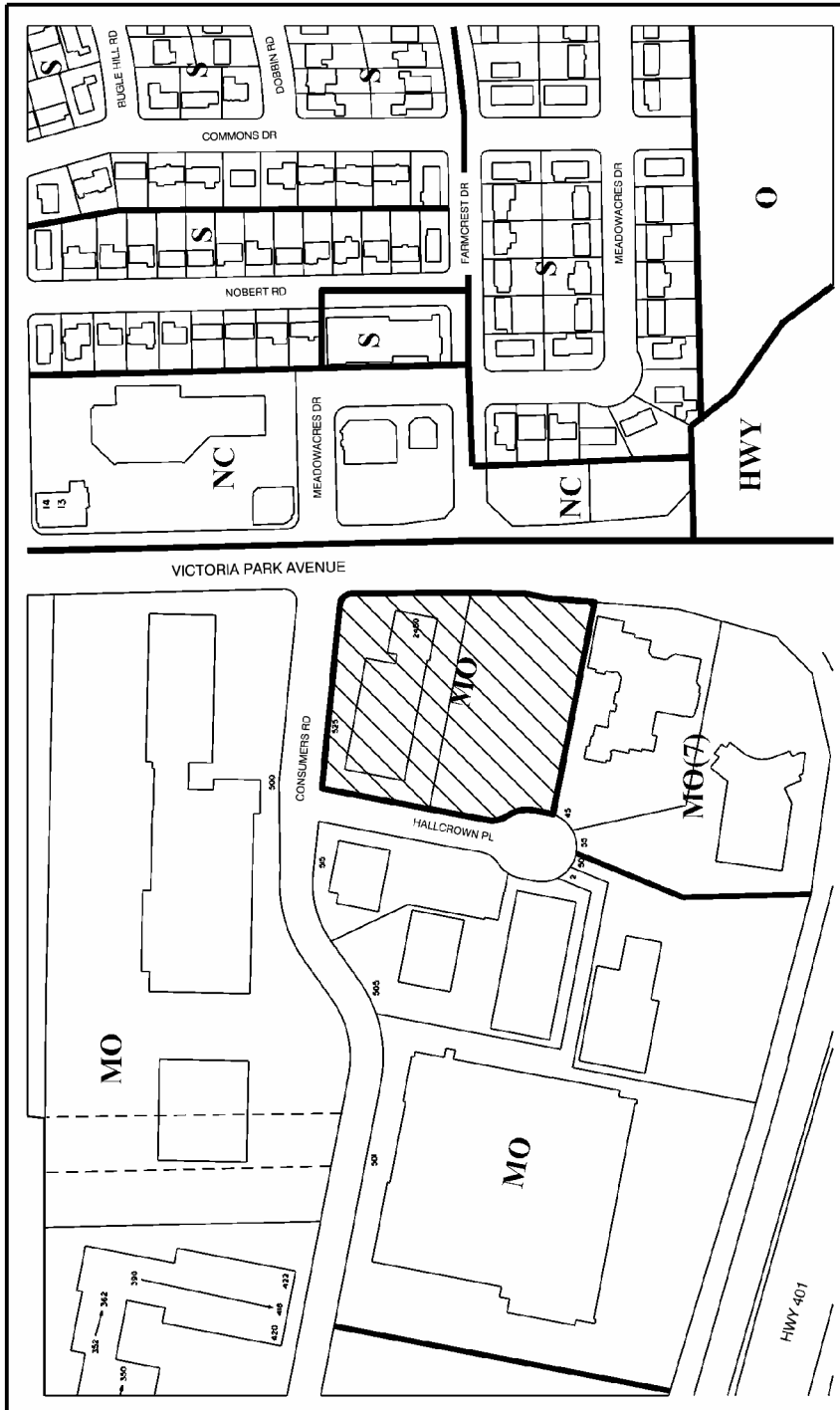
2450 Victoria Park Avenue

Applicant's Submitted Drawing

Not to Scale 
10/16/2012

File # 12 258101 NNY 33 0Z

Attachment 2: Zoning



2450 Victoria Park Avenue
File # 12 258101 NNY 33 0Z

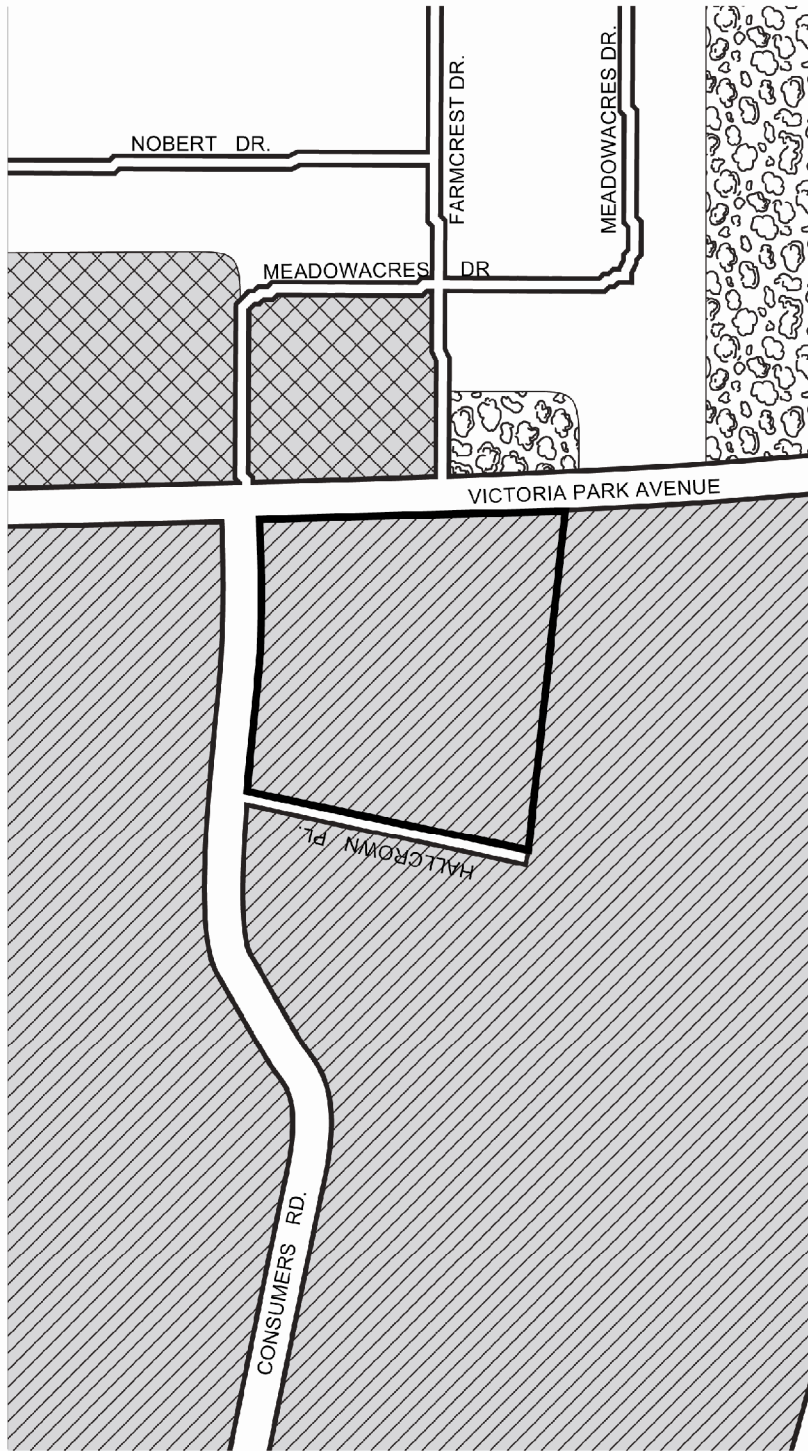
HWY Highway

- MO Industrial-Office Business Park Zone
- S Single-Family Residential
- NC Neighbourhood Commercial
- O Major Open Space

NOTE: Numbers in Brackets Denote Exceptions to the Zoning Category

↖
Not to Scale
Zoning Bylaw 7625
Extracted 10/16/2012

Attachment 3: Official Plan



Toronto City Planning
Official Plan

2450 Victoria Park Avenue

File # 12 258101 MNY 02

-  Site Location
-  Neighbourhoods
-  Employment Areas
-  Mixed Use Areas
-  Parks & Open Space Areas
-  Parks

↑
 Not to Scale
 10/19/2012

Attachment 4: Application Data Sheet

Application Type	Official Plan Amendment	Application Number:	12 258101 NNY 33 OZ
Details	OPA, Standard	Application Date:	October 4, 2012
Municipal Address:	2450 VICTORIA PARK AVE		
Location Description:	PLAN M1164 PT BLK F RP R3757 PART 1 TO 2 **GRID N3306		
Project Description:	The application proposes to amend the Official Plan <i>Employment Areas</i> designation for the site to permit a mixed use development. The proposal would contain 895 dwelling units in two 25-storey buildings, a 30-storey building and two, 3-storey townhouse blocks along the southern edge of the site. The existing 7-storey office building at the northeast corner of the site would be retained.		

Applicant:	Agent:	Architect:	Owner:
MAURICE WAGER		DAN COWLINGS SMV ARCHITECTS	2450 VICTORIA PARK AVENUE INC

PLANNING CONTROLS

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

PROJECT INFORMATION

Site Area (sq. m):	19323	Height:	Storeys:	7, 25(x2), 30
Frontage (m):	160		Metres:	0
Depth (m):	131			
Total Ground Floor Area (sq. m):	7190			Total
Total Residential GFA (sq. m):	72137		Parking Spaces:	0
Total Non-Residential GFA (sq. m):	8375		Loading Docks	0
Total GFA (sq. m):	80512			
Lot Coverage Ratio (%):	37.21			
Floor Space Index:	4.17			

DWELLING UNITS

Tenure Type:	Condo
Rooms:	0
Bachelor:	0
1 Bedroom:	0
2 Bedroom:	0
3 + Bedroom:	0
Total Units:	895

FLOOR AREA BREAKDOWN (upon project completion)

	Above Grade	Below Grade
Residential GFA (sq. m):	72137	0
Retail GFA (sq. m):	3298	0
Office GFA (sq. m):	5077	0
Industrial GFA (sq. m):	0	0
Institutional/Other GFA (sq. m):	0	0

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