



Report to: Development Services Committee

Report Date: September 9, 2019

SUBJECT: PRELIMINARY REPORT
OP Trust Office Inc.
Application for Zoning By-law Amendment to permit a
phased campus-style business park development at 101
McNabb St. (Ward 8)

File No. ZA 17 151261

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REVIEWED BY: Stephen Lue, M.C.I.P., R.P.P., extension 2520
Interim Manager, Central District

RECOMMENDATION:

That the report titled “PRELIMINARY REPORT, OP Trust Office Inc., Application for Zoning By-law Amendment to permit a phased campus-style business park development at 101 McNabb St. (Ward 8), File No. ZA 17 151261” be received.

EXECUTIVE SUMMARY:

Not applicable.

PURPOSE:

The purpose of this report is to provide preliminary information on the Zoning By-law Amendment application (the “proposal”). This report contains general information on the applicable Official Plan policies and the identified issues. This report should not be taken as Staff’s opinion or recommendation on the application.

Application deemed complete

Staff deemed the application complete on November 15, 2017. Since then, the Applicant met with City and Regional staff on a number of occasions to address the matters identified during the initial circulation of the proposal, specifically, Staff’s requirement for the extension of the public road network through the subject lands as it redevelops over time.

Next Steps:

- Scheduling the Statutory Public Meeting,
- Drafting the Recommendation Report for consideration at a future Development Services Committee; and, if approved,
- Enacting the Zoning By-law Amendment.

BACKGROUND:**Subject Lands and Area Context**

The 11.77 ha (29.08 ac) subject lands have frontage along Warden Avenue, McNabb Street and Denison Street (Figures 1 & 3). An existing three-storey, 31,100 m² (334,769 ft²), office building with ancillary surface parking spaces accessed by three existing driveways (primary access at McNabb Street and secondary accesses at Warden Avenue and Denison Street), currently occupies the subject lands (Figure 3). Figure 2 shows the surrounding land uses.

Provincial Policy Conformity

In consideration of a development application, staff assess the consistency with the Provincial Policy Statement, 2014, (“PPS”) and conformity with the Growth Plan for the Greater Golden Horseshoe, 2017, (the “Growth Plan”). The proposal is consistent with the PPS and Growth Plan as it contributes to the City’s economic development by providing an appropriate mix and range of employment uses that support a diversified economic base.

Official Plan and Zoning2014 Official Plan

The subject lands are designated “Business Park Employment” in the 2014 Official Plan (as partially approved on November 24th, 2017 and further updated on April 9th, 2018). This designation permits, in part, office, manufacturing, processing and warehousing uses with no accessory outdoor storage, and hotels. The designation also permits ancillary uses (such as retail, service, restaurant, and sports and fitness recreation uses) and discretionary uses (such as banquet hall and/or night club, community college or university and day care centre) all subject to certain criteria and the review of a site-specific development application for zoning approval.

Zoning By-law 108-81, as amended (the “Zoning By-law”)

The subject lands are zoned “Select Industrial and Limited Commercial” [M.C.(40%)] by By-law 108-81, as amended, which permits a range of industrial and limited commercial uses, including banks and financial institutions, professional and business offices, commercial schools, hotels and motels.

The Applicant proposes to rezone the subject lands from “Select Industrial and Limited Commercial” in By-law 108-81, as amended, to “Business Park” (BP) in By-law 177-96, as amended, to permit a phased campus-style business park. The Applicant proposes to add additional permitted uses in accordance with the ancillary and discretionary uses of the “Business Park Employment” designation of the 2014 Official Plan, which includes the following, all in accordance with the policies of the “Business Park Employment” designation:

- colleges,
- universities,
- child care centres,

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- commercial schools,
 - commercial fitness centers; and,
 - night clubs.

The Applicant also proposes amendments to certain development standards including, but not limited to, setbacks and parking standards to facilitate the proposal.

The Applicant proposes a two-phase campus-style business park development

The Applicant proposes a campus-style business park in two phases, as described below:

Phase 1 (Figure 4)

The introduction of the following two new office buildings on the subject lands (Figure 4):

- a) Building A1 – consisting of seven-storeys and a gross floor area (“GFA”) of 16,240 m² (174,812 ft²), located at the southwest corner of the subject lands, at the intersection of Warden Avenue and an existing access driveway (proposed future Public Street B); and,
- b) Building B1 – consisting of seven-storeys and a GFA of 17,360 m² (186,868 ft²), located at the northeast corner of the subject lands, at the intersection of McNabb Street and an existing access driveway (proposed future Public Street A).

The proposed office buildings are in addition to the existing office building. The proposal would allow the opportunity for the on-site expansion for the tenants in the existing office building or the introduction of new tenants on the subject lands. The Applicant anticipates the final Phase 1 build out within the next five years.

To service the proposal, 1,618 parking spaces are required; whereas, 1,515 are provided (a deficiency of 103 parking spaces) and accommodated within the existing surface parking area. As part of the proposal, the Applicant seeks to reduce the parking standard for business and professional office uses from 1 per 30 m² of net floor area to 1 per 33 m² of net floor area, subject to the final review of the parking supply study by Transportation Planning Staff.

Final Build Out (Figure 5)

At final build out, the proposed concept plan envisions ten standalone buildings with heights ranging from five to seven-storeys, serviced with four above grade parking structures with a range of heights from three to five-storeys, and the eventual demolition of the existing office building (Figure 5). The ten standalone buildings propose a combined GFA of 133,930 m² (1,441,658 ft²) and frame a new internal public and private road network that would connect the subject lands to the surrounding area. The proposed final build out concept plan also contemplates open spaces, parkettes and pedestrian pathways throughout the subject lands.

The final built out remains conceptual and staff note that though the Applicant intends for it to evolve generally in line with the proposed concept plan, the exact design and building layout would depend on the future tenant needs, market conditions, and/or future decisions by the Applicant.

The proposed final road network (Figure 5) consists of the following:

- a) Public Streets:
 - i) two east-west roads (Public Street B and Public Street C),
 - ii) two north-south roads (Public Street A and Public Street D).
- b) Private Streets:
 - i) private street connecting Public Street B to Denison Street,
 - ii) private street connecting Public Street C to Warden Avenue.

Through the final road network, the Applicant intends to create additional connectivity to the surrounding existing road network. The exact alignment and timing of the final road network would be based on development phasing. Although depicted on Figure 5, staff note that the easterly extension of Public Street C and Public Street D are located partially outside of the Applicant's lands.

The Applicant proposes 3,351 parking spaces as part of the final build out, which are intended to be accommodated through a mix of at-grade parking areas and below-grade and above-grade parking structures. The total required number of parking spaces for the final build out would depend ultimately on the range of uses and would require continual review as part of the phased development of the subject lands, to the satisfaction of the City. The Applicant anticipates the final build out within the next fifteen years or more.

The proposed Zoning By-law Amendment will likely incorporate the use of holding provisions

If approved, the proposed Zoning By-law Amendment will likely incorporate the use of holding provisions over all areas of the subject lands with the exception of the proposed two office buildings in Phase 1 (Buildings A1 & B1). The proposed holding provisions will require the Applicant to satisfy certain conditions, including but not limited to, the submission of technical studies and, if required, entering into agreements, so that staff can evaluate the potential impacts and infrastructure requirements for the future development phases on the subject lands. The holding provisions will be lifted by Council in the future once the Applicant has satisfied the required conditions.

OPTIONS/ DISCUSSION:

The following is a brief summary of issues raised to date. These matters, among others identified through the circulation and detailed review of the proposal, will be addressed, if necessary, in a final report to Development Services Committee:

- Staff are reviewing the Planning Rationale and draft Zoning By-law Amendment prepared by Urban Strategies Inc. and submitted with the application.
- York Region has jurisdiction over Warden Avenue. The Applicant will be required to address the Region's requirements.
- The merits of the proposed parking rate reduction for business and professional office uses are currently under review by Transportation Planning staff.
- Review of all technical studies submitted in support of the proposal, including but not limited to, a Tree Inventory and Preservation Plan, Comprehensive Block Plan, Functional Servicing Report and Transportation Impact Study, are currently on-going as part of the application review.
- Site plan matters including but not limited to: building placement, built form, building setbacks, access, parking, etc., are under review by staff.

FINANCIAL CONSIDERATIONS AND TEMPLATE:

Not applicable.

HUMAN RESOURCES CONSIDERATIONS

Not applicable.

ALIGNMENT WITH STRATEGIC PRIORITIES:

The application will be reviewed in the context of the City's strategic priorities of Growth Management and Municipal Services.

BUSINESS UNITS CONSULTED AND AFFECTED:

The application has been circulated to various departments and external agencies and their requirements will be addressed as part of a future staff recommendation report.

RECOMMENDED BY:

Biju Karumanchery, M.C.I.P., R.P.P.
Director of Planning & Urban Design

Arvin Prasad, M.C.I.P., R.P.P.
Commissioner of Development Services

ATTACHMENTS:

Figure 1: Location Map

Figure 2: Area Context/Zoning

Figure 3: Air Photo

Figure 4: Phase 1 - Conceptual Site Plan

Figure 5: Full Build Out - Conceptual Site Plan

AGENT:

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