

462 Eastern Avenue - Official Plan Amendment and Zoning Amendment Applications - Preliminary Report

Date:	May 25, 2012
To:	Planning and Growth Management Committee
From:	Acting Chief Planner and Executive Director, City Planning Division
Wards:	Ward 30 – Toronto-Danforth
Reference Number:	Pg12041 (File Number: 12 148473 STE 30 OZ)

SUMMARY

This application proposes a mixed-use, mid-rise development at 462 Eastern Avenue on the site of the existing Weston Bakery. The proposal includes a 7-storey building and a three-storey townhouse building with a total of 266 residential units and retail uses at grade.

This report provides preliminary information on the above-noted applications and seeks Community Council's directions on further processing of the applications and on the community consultation process.

The proponent has also submitted Official Plan Amendment and rezoning applications for the Weston Bakery site located across the street at 459 Eastern Avenue, which is the subject of a separate preliminary report.

Staff recommend that a community consultation meeting be held in the area upon completion of the Five Year and Municipal Comprehensive Reviews, addressing both the subject application and the application for 459 Eastern Avenue. The meeting will provide an opportunity to the public to review the application and to provide input and feedback on the proposal.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to review the application concurrently and in the context of the statutory Five Year Review of the Official Plan being undertaken by the City Planning Division, which includes a Municipal Comprehensive Review.
2. The Chief Planner and Executive Director, City Planning, upon completion of the Five Year and Municipal Comprehensive Reviews, be directed to:
 - (i) Schedule a community consultation meeting for the lands at 462 Eastern Avenue together with the Ward Councillor;
 - (ii) Appropriately coordinate the community consultation meeting together with any community consultation for the planning application at 459 Eastern Avenue;
 - (iii) Issue notice for the community consultation meeting to landowners and residents within 120 metres of the site; and
 - (iv) 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

On August 13, 1984, (former) Toronto City Council adopted Official Plan and Zoning By-law Amendments requested by General Bakeries to redesignate the northeastern portion of the subject site from a residential to industrial designation in order to provide for the construction of an extension to the bakery.

Section 26 of the *Planning Act* requires the City to review all of 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>

On January 5, 2012 Planning and Growth Management Committee approved recommendations directing City Planning staff to split the Five Year and Municipal Comprehensive Reviews into two phases to ensure an effective and manageable review process. Phase A (statutory) consists of the Growth Plan's Municipal Comprehensive Review and the Planning Act's statutory requirements for an Official Plan review. Phase B (non-statutory) consists of revisions to the Official Plan's policies and maps resulting

from Council referrals, staff review and stakeholder consultations. The Five Year and Municipal Comprehensive Reviews of the Official Plan's employment area policies are part of Phase A, which is anticipated to be completed in the fall of 2012. The link to the Committee's decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG10.8>

Also on January 5, 2012, the Planning and Growth Management Committee requested the Chief Planner and Executive Director, City Planning, to consider a planning framework for the South of Eastern Employment area. The study to determine this planning framework has not yet commenced, pending the findings of the Five Year Official Plan Review relative to Employment Lands and pending reporting of Port Land Acceleration Initiative; however, such a study would likely encompass at least lands on the opposite side of Eastern Avenue from the subject site. The link to the decision can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG10.15>

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant in November 2011 to discuss complete application submission requirements. Staff provided the advice that an application would be premature pending the outcome of the Five Year and Municipal Comprehensive Review.

ISSUE BACKGROUND

Proposal

The proposal is to redevelop the Weston Bakery site located at 462 Eastern Avenue with a 7-storey, mixed-use development with 266 residential units. To provide for the redevelopment, the application proposes to redesignate the site in the Official Plan from *Employment Areas* to *Neighbourhoods* and to add a site-specific policy providing for the proposed development. With respect to the Zoning By-law, the application proposes to redesignate the site from an industrial zone (I2 D3) to a residential zone (R3 Z1.0), as well as to establish a number of site-specific zoning provisions.

The proposed development comprises a 7-storey building fronting on Eastern Avenue and a 3½ - storey townhouse structure on the northeastern corner of the site. The total gross floor area of the proposal is 21,368 square metres, resulting in a density of 3.43 times the area of the lot. The 7-storey building contains 259 residential units as well as 1,432 square metres of non-residential gross floor area, shown on the plans as street-related space for a food store and unspecified retail. The townhouse structure contains 7 residential units. 288 parking spaces (161 residential, 67 residential visitor, and 60 for retail use) are proposed in a three-level underground garage located underneath the 7-storey building with access from Booth Avenue. The proposed bicycle parking is 333 spaces located at grade and on all three levels of the underground garage.

Portions of the existing industrial building are retained within the east, west and north elevations of the proposed development. The portion of the building fronting on Eastern Avenue is seven storeys, with a stepback above the fifth storey. The height of the proposal is 26.5 metres plus a 4.5 metre mechanical penthouse. The portions of the

building fronting onto Logan Avenue and Booth Avenue are 6 storeys (23.5 metres plus mechanical penthouse) with a stepback from the above the 5th storey, and various stepbacks above the 2nd storey from the north property line. The east, south, and west elevations of the proposal incorporate large portions of the façades of the existing industrial building. An internal courtyard to be accessed from Logan Avenue provides vehicular access, loading, and outdoor amenity space. The proposed townhouses are located on the northernmost portion of the property adjacent to the public lane.

Site and Surrounding Area

The site is currently occupied by the Weston Bakery, which uses the site to bake and distribute bread and employs upwards of 100 persons. Bakery uses have reportedly operated on the site since the 1880s. The current bakery uses are accommodated in an industrial building constructed in the early 1900s, with a number of additions built at different points in time. The building generally ranges in height from one to four storeys. The owner has advised that the bakery operations have outgrown the site and are relocating to a site elsewhere in Toronto.

The site occupies the full frontage on the north side of Eastern Avenue on the block between Logan Avenue and Booth Avenue. The site area is 6,237 square metres, with frontage of 74 metres along Eastern Avenue and flanking frontages of 77 metres along Booth Avenue and 93 metres along Logan Avenue.

The uses on surrounding properties are as follows:

South: The south side of Eastern Avenue is generally lined with employment uses, including a City of Toronto maintenance yard, automotive, and transport uses. Directly across from the subject site is 459 Eastern Avenue, a surface parking lot owned by Weston Bakery and providing employee parking and tractor trailer storage. A sound and music studio is located across from the subject site at the southwest corner of Eastern Avenue and Logan Avenue.

North: Residential uses in houseform buildings occupy the properties to the north of the site. A public laneway abuts part of the site's northern property line.

East: To the east of the site, across Logan Avenue, are residential uses primarily in houseform buildings.

West: To the west of the site, across Booth Avenue, are residential uses in houseform buildings.

The Planning Act

Section 2 of the *Planning Act* addresses matters of Provincial Interest and requires municipal Councils to have regard to matters 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 the City to review its Official Plan not less frequently than 5 years after the Official Plan comes into effect. Since the Toronto Official Plan came into effect in June 2006, the City commenced its statutory review of the Official Plan in May 2011 to comply with the *Planning Act*. The City is required to review policies and designations applying to areas of employment, and policies dealing with removal of land from areas of employment to confirm or amend these policies. City staff are in the midst of the review of employment lands required under Provincial statute.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. Section 1.1 of the PPS addresses how to manage and direct land use to achieve efficient development and land use patterns. Section 1.3 of the PPS addresses employment areas. Section 3.1 of the PPS addresses natural hazards, including policies with respect to permitting development within a floodway.

City Council's planning decisions are required to be consistent with the PPS.

Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe 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

The Urban Structure Map (Map 2) of the Official Plan does not identify the site as within an area to which growth will be directed. Lands opposite the site, on the south side of Eastern Avenue, are located within an Employment District. Section 2.2.4 of the Official Plan requires development adjacent to or nearby Employment Districts to be appropriately designed, buffered and/or separated from industries as necessary to mitigate adverse effects from noise, vibration, traffic, odour and other contaminants, and to promote safety and security.

The Official Plan's land use designation for the subject site is *Employment Areas*. Section 4.6 of the Official Plan describes *Employment Areas* 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 4.6.1 of the Official Plan 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.

Most of the site lies within the Lower Don River flood plain and the Special Policy Area identified on Map 10 of the Official Plan. Official Plan Policies relating to the Special Policy Area have not yet been approved by the Ontario Municipal Board; therefore, the policies of the (former) City of Toronto Official Plan remain in full force and effect with respect to the Special Policy Areas. Section 2.58 of the Official Plan for the former City of Toronto, states that development may be permitted on condition that it is flood protected to at least the 1:350 year level, in which case no building or structure will be subject to a risk of flooding in excess of 25 percent over an assumed life of 100 years. Section 2.68 of the Official Plan for the former City of Toronto, contains requirements

that all development must meet in addressing the flood risk associated with the Lower Don area. Staff have circulated the application to Toronto Region and Conservation Authority for comment.

Zoning

Zoning By-law 438-86 designates the site I2 D3. This zoning permits a wide range of industrial and other non-residential uses within buildings developed to a maximum density of 3.0 times the area of the lot. The zoned height limit for the site is 18.0 metres.

Site Plan Control

Site Plan Approval would be required for the proposed development to proceed. The applicant has not submitted an application for Site Plan Review.

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.

Reasons for the Application

The proposal requires an Official Plan Amendment because the proposed residential uses are not permitted on lands designated *Employment Areas*. Retail outlets ancillary to permitted employment uses and small scale stores and services that serve area businesses and workers are permitted.

The proposal requires a Zoning By-law Amendment because the proposed residential uses are not permitted under the existing industrial zoning. Also, the proposed food store is not a permitted use in an I2 zone and floor area dedicated to unspecified retail uses may also not comply with the zoning by-law. The proposed density of 3.43 and the proposed height of 26.1 metres exceed those permitted by the zoning. 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 Rationale, including a Community Services and Facilities Inventory
- Functional Servicing Report

Staff report for action – Preliminary Report - 462 Eastern Ave

V.02/12

- Traffic Impact Study
- Transportation Demand Management Plan
- Phase 1 Environmental Site Assessment
- Shadow Study

A Notification of Complete Application was issued on April 30, 2012.

Staff have requested the applicant to submit an Arborist Report.

Issues to be Resolved

On a preliminary basis, the following issues have been identified to be assessed through the application review:

- The conversion of employment lands to residential use;
- The appropriateness of the proposal within the context of the Five Year and Municipal Comprehensive Reviews that are currently underway;
- Adequacy of flood protection and the appropriateness of the proposed development within the Lower Don Special Policy Area;
- Impact of the proposed development on the South of Eastern Employment District;
- The height and massing of the proposed development;
- Shadow impacts of the development on the surrounding public realm and nearby properties;
- The physical relationship of the proposed development to the low-scale built-form of adjacent and nearby residential areas;
- Heritage value of the existing industrial building and appropriate incorporation of elements of the building into the proposed development;
- Design and use of the internal courtyard, including compatibility of the proposed amenity and servicing functions;
- Improvement of the public lane adjacent to the site's northern property line;
- Vehicular access to the development;
- Location of bicycle parking within the development;
- Traffic and transportation impacts of the proposal;
- Adequacy of servicing infrastructure to support the proposed development;
- Appropriate provision of tree protection and tree planting;
- Compliance of the proposal with Tier 1 of the Toronto Green Standard;
- The appropriateness of the proposed Official Plan and Zoning By-law designations for the site with respect to the proposed development;
- The applicability of Section 37 of the *Planning Act* to secure appropriate community benefits should the application be recommended for approval; and
- The proposed density of development on the site.

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

CONTACT

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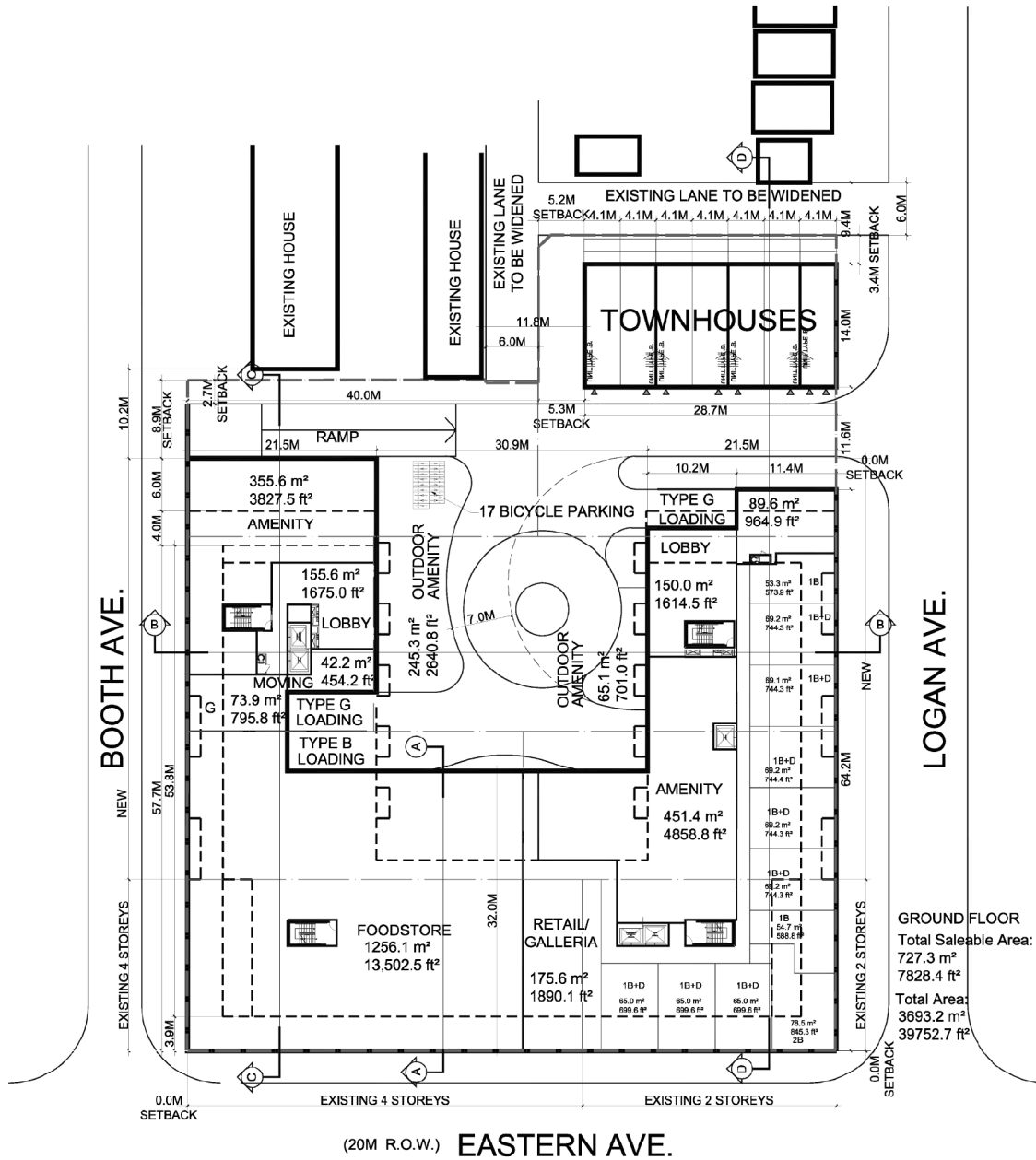
SIGNATURE

Gregg Lintern, MCIP, RPP
Acting Chief Planner and Executive Director
City Planning Division

ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Elevations (East and West)
Attachment 3: Elevations (North and South)
Attachment 4: Official Plan
Attachment 5: Zoning
Attachment 6: Application Data Sheet

Attachment 1: Site Plan



Site Plan

462 Eastern Avenue

Applicant's Submitted Drawing

Not to Scale 
 05/17/2012

File # 12 148473 OZ

Attachment 2: Elevations (North and South)



North Elevation



South Elevation

Elevations

Applicant's Submitted Drawing

Not to Scale
05/17/2012

462 Eastern Avenue

File # 12 148473 0Z

Attachment 3: Elevations (East and West)



West Elevation



East Elevation

Elevations

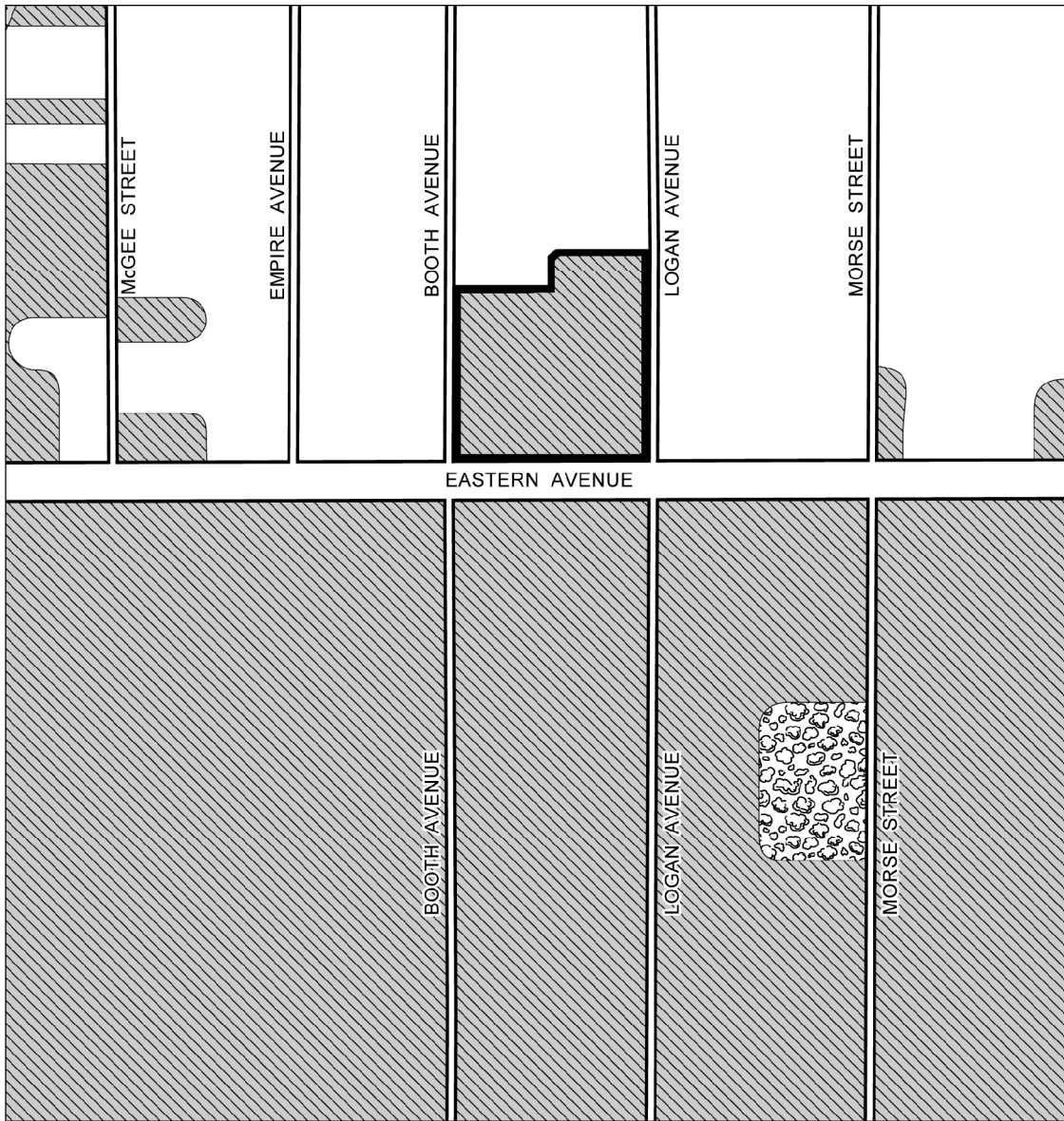
Applicant's Submitted Drawing

Not to Scale
05/17/2012

462 Eastern Avenue

File # 12 148473 OZ

Attachment 4: Official Plan



Attachment 5: Zoning




TORONTO City Planning
Zoning

462 Eastern Avenue

File # 12 148473 OZ

- I1 Industrial District
- I2 Industrial District
- R2 Residential District
- R3 Residential District
- G Parks District


 Not to Scale
 Zoning By-law 438-86 (as amended)
 Extracted 05/17/2012

Attachment 6: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	12 148473 STE 30 oz
Details	OPA & Rezoning, Standard	Application Date:	March 30, 2012
Municipal Address:	462 EASTERN AVENUE		
Location Description:	**GRID S3012		
Project Description:	Official Plan Amendment and Rezoning application to permit the re-development of the lands for the purposes of a new mixed use development containing residential, and commercial uses. The proposed development comprises a 7 storey mixed uses building and a 3.5 storey townhouse structure with a total of 266 residential units and ground floor retail uses. The development proposes 288 parking spaces, all in a below grade parking structure.		

Applicant:	Agent:	Architect:	Owner:
2122498 Ontario Limited	Michael Bissett Bousfields Inc.	Turner Fleischer Architects Inc.	2122498 Ontario Limited

PLANNING CONTROLS

Official Plan Designation:	Employment Areas	Site Specific Provision:	
Zoning:	I2 D3	Historical Status:	No
Height Limit (m):	18.0	Site Plan Control Area:	Yes

PROJECT INFORMATION

Site Area (sq. m):	6,237	Height:	Storeys:	7
Frontage (m):	74		Metres:	26.5 + mech. penthouse
Depth (m):	77 - 93			
Total Ground Floor Area (sq. m):	3,693			Total
Total Residential GFA (sq. m):	19,974		Parking Spaces:	288
Total Non-Residential GFA (sq. m):	1,432		Loading Docks	3
Total GFA (sq. m):	22,800			
Lot Coverage Ratio (%):	66			
Floor Space Index:	3.43			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

	Condo		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	21368	0
Bachelor:	79	Retail GFA (sq. m):	1432	0
1 Bedroom:	103	Office GFA (sq. m):	0	0
2 Bedroom:	61	Industrial GFA (sq. m):	0	0
3 + Bedroom:	16	Institutional/Other GFA (sq. m):	0	0
Total Units:	266			

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