

1755 Steeles Avenue West – Zoning Amendment and Lift of a Hold Applications – Preliminary Report

Date:	December 16, 2016
To:	North York Community Council
From:	Director, Community Planning, North York District
Wards:	Ward 10 – York Centre
Reference Number:	16 245598 NNY 10 OZ & 10 245607 NNY 10 OZ

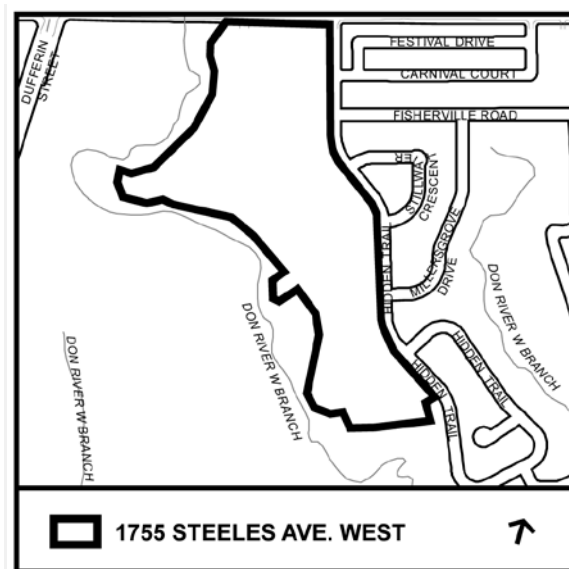
SUMMARY

This application proposes to amend the zoning by-law to permit a new 15,400 square metre manufacturing and office building at 1755 Steeles Avenue West outside of the permitted building envelopes. To allow the proposed building, the application also proposes to remove the holding provision with respect to the infrastructure required to service the site.

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.

This report recommends that a community consultation meeting be held to present the proposal to the public and obtain public input.

A Final Report and a Public Meeting under the *Planning Act* will be scheduled following community consultation and resolution of the outstanding issues identified in this report.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 1755 Steeles Avenue West together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
3. 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

In 2010 the applicant filed an application (File No. 10 120879 NNY 10 OZ) to amend the Official Plan and the Zoning By-law for the southern portion of the lands to "allow for the expansion of the light manufacturing and medical research and development campus". The application redesignated the southern portion of the site from *Neighbourhoods to Employment Lands*, rezoned the site to M2(68) with a holding provision for servicing and laid out future building envelopes. City Council approved the application through Official Plan Amendment 123 and Zoning By-law 1297-2013 on February 20, 2013. City Council's decision can be found at <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PG20.3>.

Pre-Application Consultation

A pre-application consultation meeting was held September 26, 2016 with the applicant to discuss complete application submission requirements.

ISSUE BACKGROUND

Proposal

The applicant has filed an application to amend the Zoning By-law on the southern portion of the lands to allow for the construction of a new three-storey, 15,400 square metre building devoted primarily to the manufacturing of bulk quantities of vaccines. The site currently employs between 1500 and 2000 people and the application has been deemed a Gold Star project as it is expected to create new jobs.

The portion of the site to be redeveloped is currently open space. The building will consist of approximately 200 square metres of office space with the remainder of the

building being used for manufacturing and warehousing. The proposal is adjacent to a listed heritage building on the site, known as Building 18.

A number of parking lots are provided across the entire site and with the addition of a parking lot adjacent to the proposed building the applicant is proposing an over-supply of parking spaces. The site-specific Zoning By-law requires a minimum of 965 parking spaces to be provided on the entire site, however a total of 1031 parking spaces will be provided.

The applicant is also proposing to remove the holding provision on the site. The holding provision requires the applicant to submit a Functional Servicing Report outlining the private and public infrastructure required to service the proposed development for any new building on the southern portion of the site.

Site and Surrounding Area

The site contains a large medical manufacturing and research facility (Sanofi Pasteur) comprising over thirty buildings and surface parking areas. It is located south-east of Steeles Avenue West and Dufferin Street immediately to the east of the Don River West Branch valley system. The overall site is approximately 21 hectares with 218 metres frontage along the south side of Steeles Avenue West and 830 metres frontage along the west side of Hidden Trail. All vehicular access is taken from Steeles Avenue West.

Surrounding land uses include:

North: Steeles Avenue West and then detached dwellings which back onto the north side of Steeles Avenue West in the City of Vaughan

South: Don River West Branch valley system and G. Ross Lord Park

East: Hidden Trail and then detached dwellings in the adjacent *Neighbourhoods* area

West: Don River West Branch valley system

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required, by the *Planning Act*, to be consistent with the PPS.

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, as the case may be, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The Official Plan designates these lands as *Employment Areas* as shown on Land Use Map 16. The Urban Structure Map (Map 2) of the Official Plan also identifies these lands as *Employment District*. These designations are intended to protect and enhance employment uses. *Employment Districts* will be protected and promoted exclusively for economic activity.

The *Employment Areas* designation permits a broad range of business and economic activity including offices, manufacturing, warehousing and distribution, research and development facilities, hotels, restaurants, and small-scale stores and services serving area businesses and workers. In addition, places of worship, recreation and entertainment facilities, business and trade schools and branches of colleges and universities are permitted on major streets such as Steeles Avenue West, while large scale, stand alone retail stores and power centres are permitted by rezoning where they front onto major streets that form the boundary of an *Employment Area*.

The Official Plan also establishes development criteria in *Employment Areas* for these areas to function well and be attractive. These criteria include: avoiding excessive car and truck traffic on the road network, creating an attractive streetscape and screening of parking, loading and service areas. The Plan also seeks to mitigate impacts on adjacent uses/areas.

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

Official Plan Amendment 231

At its meeting on December 16-18, 2013, City Council adopted Official Plan Amendment (OPA) 231 at the conclusion of the Municipal Comprehensive Review of Employment Lands and as part of the City's Five Year Official Plan review. OPA 231 brought forward amendments to the Official Plan for economic health and employment lands policies, designations and Site and Area Specific policies. Through the adoption of OPA 231, the subject lands were designated as *Core Employment Areas*. The *Core Employment Areas* designation permits the proposed manufacturing uses on the lands.

On July 9, 2014, the Minister of Municipal Affairs and Housing (MMAH) approved OPA 231, with minor modifications. The Minister's decision was subsequently appealed to the Ontario Municipal Board. The decision history on OPA 231 and the MMAH decision can be accessed at the following links:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PG28.2>

<http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/SIPA/Files/pdf/O/ministers%20decision%20on%20opa%20231.pdf>

On June 22, 2015 the OMB issued an order partially approving OPA 231. The partial approval brought into effect some of the economic policies within Chapters 2 and 3 of the Plan. The *Core Employment Areas* and *General Employment Areas* land use designations remain under appeal and are not yet in force.

The OMB Order partially approving OPA 231 can be accessed at this link:

[http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/SIPA/Files/pdf/O/PL140860_Signed%20Board%20Order%20\(June%2022%202015\).pdf](http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/SIPA/Files/pdf/O/PL140860_Signed%20Board%20Order%20(June%2022%202015).pdf)

Zoning

The site is subject to former City of North York Zoning By-law 7625 and is zoned Industrial Zone Two (M2) with Site Specific Exception 68. The southerly portion of the site is also zoned M2(68) under former City of North York Zoning By-law 7625 but is also subject to a holding provision.

The M2 zone allows for a wide range of uses including industrial sales and service, manufacturing, office uses, research laboratory, university uses and warehousing. For the portions of the site which are within seventy metres of an R or RM zone only uses permitted in the Industrial Zone One (M1) zone are permitted. A maximum Floor Space Index of 1.0 is permitted and a five metre landscape buffer is required along the east property line adjacent to Hidden Trail.

The site specific exception also contains provisions with regards to a historically listed building which is referred to as Building 18. The by-law requires that Building 18 be retained in its current form and at its current location and provides minimum setbacks from Building 18. The by-law also contains 4 building envelopes (identified as Blocks A, B, C and D) and required setbacks to the property lines and separation distances between the different blocks.

The holding provision on the southern portion of the site limits new buildings to a maximum of 1000 square metres. In order to construct a larger building, an applicant is required to submit a Functional Servicing Report outlining the private and public infrastructure required to service the proposed development.

The site specific zoning M2(68), including the holding provision, was implemented by Zoning By-law 1297-2013 which can be found on the City's website at <http://www.toronto.ca/legdocs/bylaws/2013/law1297.pdf>.

The site is not subject to the City's new city-wide zoning by-law, By-law 569-2013.

Site Plan Control

A Site Plan Control application (File No. 15 269026 NNY 10 SA) was originally filed for a similar building on the northern portion of the campus outside of the holding provision of the by-law. The applicant has determined that the current proposed location is more appropriate and modified the Site Plan application to reflect this. Relocating the proposal to this area of the site has triggered the need for the Zoning By-law and Holding Amendment applications which are being reviewed concurrently.

Ravine Control

The westerly portion of the site is located within the Ravine and Natural Feature Protection regulated area. Protection applies to all existing trees and vegetation, regardless of size and changes in grade. A permit under City of Toronto Municipal Code, Chapter 658 will be required to remove or injure any trees. Where the Ravine and Natural Feature Protection By-law overlaps with the Toronto and Region Conservation Authority (TRCA) regulated area, alterations to grade are regulated by TRCA.

The applicant has submitted an Arborist Report with recommendations regarding trees affected by the proposed development. The application and Arborist Report has been circulated to the TRCA and Urban Forestry, Ravine Protection for comments.

TRCA Regulation

As mentioned above, the western portion of the site is located within a TRCA regulated area. A permit under Regulation 166/06 will be required for any alterations to grade or placement of fill within this area.

Tree Preservation

The submitted Arborist Report identifies 228 trees on the southern part of the site near the proposed building which are subject to the City's Tree Protection By-law. The applicant is proposing to remove 87 trees (of which 12 are dead) and injure another 14 trees. The applicant is proposing to plant in excess of 350 new trees on the site. The Arborist Report is under review by Urban Forestry.

Green Roof By-law

On May 26, 2009 City Council adopted the Green Roof By-law (By-law 583-2009). The by-law requires that any industrial building applied for after April 30, 2012 and having a Gross Floor Area of more than 2000 square metres provide one of the following:

- A green roof covering the lesser of ten percent of Available Roof Space or 2000 square metres; or
- A roof that uses Cool Roofing Materials for 100 percent of the Available Roof Space and complies with the stormwater management performance standards required through the Site Plan Approval process.

The Toronto Green Standard Checklist submitted by the applicant indicates that they intend to provide a 100 percent perlite white gravel roof (cool roof).

Heritage Preservation

The site is an important part of Toronto's history and was listed on the City's Inventory of Heritage Properties on September 27, 2006. There are a number of listed buildings on the site dating as far back as 1915. Adjacent to the proposed new building is a neo-Georgian brick residence which was constructed in the 1920s and known as Building 18. This was designed by F. Hilton Wilkes and was originally used to accommodate two senior resident bacteriologists.

The existing site specific by-law includes a provision which requires that Building 18 be maintained in its current form at its current location. As part of the application the applicant has submitted a Heritage Impact Assessment which is currently under review by City Planning's Heritage Preservation Services.

The heritage listing can be found at:

<http://app.toronto.ca/HeritagePreservation/details.do?folderRsn=2432479&propertyRsn=374050>

Reasons for the Application

The Zoning By-law Amendment is required as the proposed building does not fit within the existing permitted building envelopes. The existing site specific zoning sets out four building envelopes on the south portion of the site and the proposed building would be outside of these. The proposed building envelope would encompass most of Block B in the site specific Zoning By-law and extend partially into Block C.

The proposed building is over 1000 square metres which is the maximum permitted by the zoning by-law prior to a comprehensive Functional Servicing Report being required by the holding provision. The applicant has submitted a number of engineering reports and is proposing to delete the holding provision from the site.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Draft Zoning By-law Amendment
- Planning Justification Report
- Public Engagement Strategy
- Geotechnical Investigation
- Geotechnical Addendum – Slope Stability Analyses
- Arborist Report
- Traffic Impact and Parking Study
- Traffic Impact and Traffic Demand Management Study
- Noise Assessment
- Stage 1 Archaeological Assessment
- Energy Modelling Report Summary

- Heritage Impact Assessment
- Scoped Natural Heritage Impact Study
- Hydrogeological Assessment
- Stormwater Management Report
- Functional Servicing Addendum No. 2
- Slope Stability Evaluation
- Slope Stability Evaluation – Phase 2
- Slope Stability Evaluation – Additional Assessment
- Toronto Green Standard Statistics Template
- Toronto Green Standard Checklist

A Notification of Complete Application was issued November 28, 2016.

Issues to be Resolved

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

- Whether the proposed development envelopes are appropriate;
- Whether there are impacts on the adjacent ravine and slope stability and whether they are appropriate;
- Whether the proposed building would negatively impact the adjacent residential neighbourhood;
- Review of the proposed traffic impacts, vehicular access and parking arrangements;
- Whether the impacts on the listed heritage building (Building 18) are appropriate;
- Whether the pedestrian and cycling circulation on the site is appropriate;
- Whether sufficient indoor and outdoor amenity space for employees is provided;
- Whether the impacts on existing trees are appropriate, whether tree protection measures are adequate and whether sufficient tree planting would be provided;
- Compliance with the Tier 1 performance measures of the Toronto Green Standard;
- Whether deleting the holding provision for all of the lands is appropriate;
- Whether the existing public and private infrastructure can accommodate the development;
- Whether the proposed impacts on City services are appropriate and acceptable; and
- Whether the proposed performance standards of the draft by-law amendment are appropriate.

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

CONTACT

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SIGNATURE

Joe Nanos, Director
Community Planning, North York District

ATTACHMENTS

Attachment 1: Overall Site Plan

Attachment 2: Site Plan

Attachment 3: Elevations

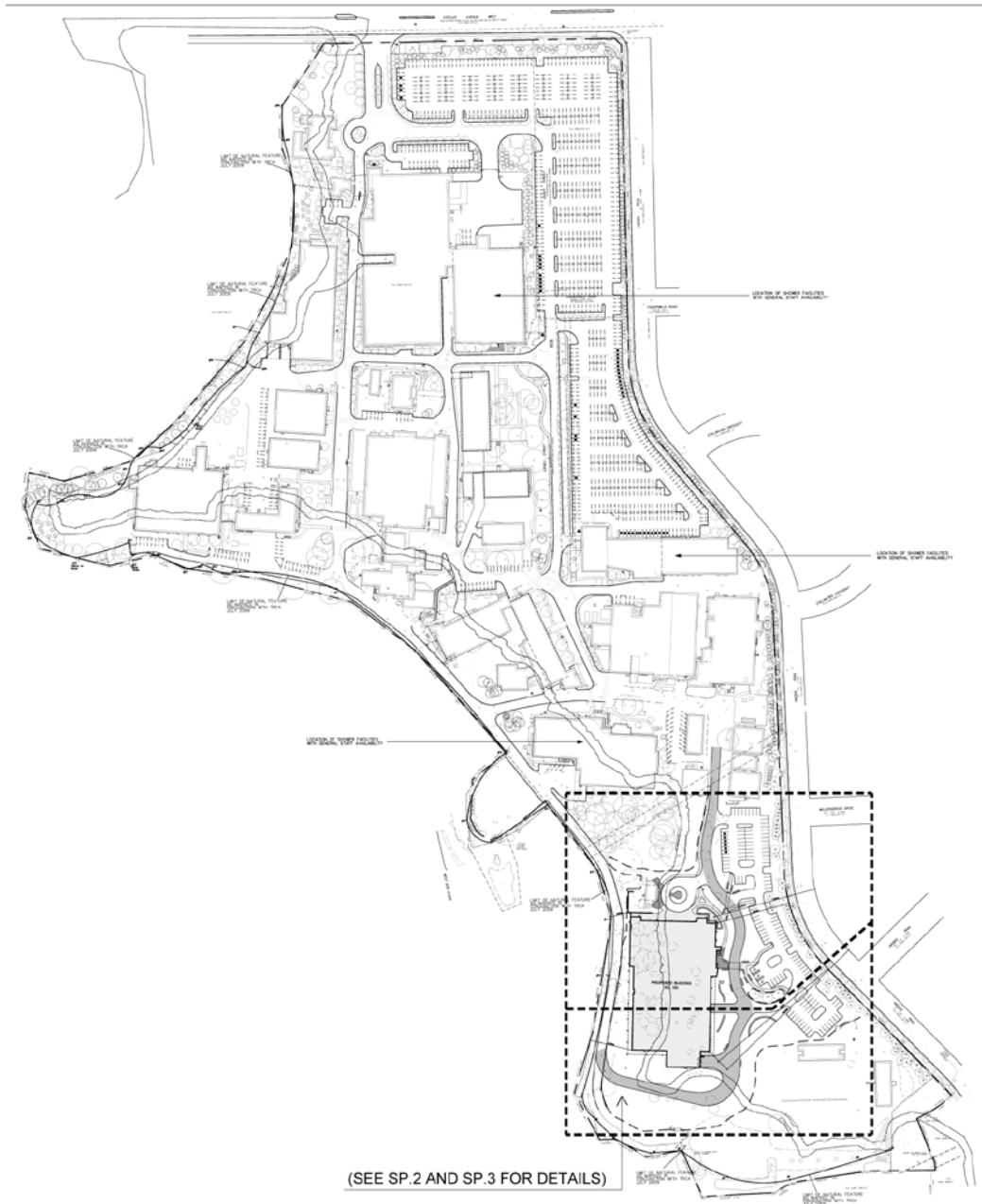
Attachment 4: Former City of North York Zoning By-law 7625

Attachment 5: City of Toronto Zoning By-law 569-2013

Attachment 6: Official Plan

Attachment 7: Application Data Sheet

Attachment 1: Overall Site Plan



Overall Site Plan

Applicant's Submitted Drawing

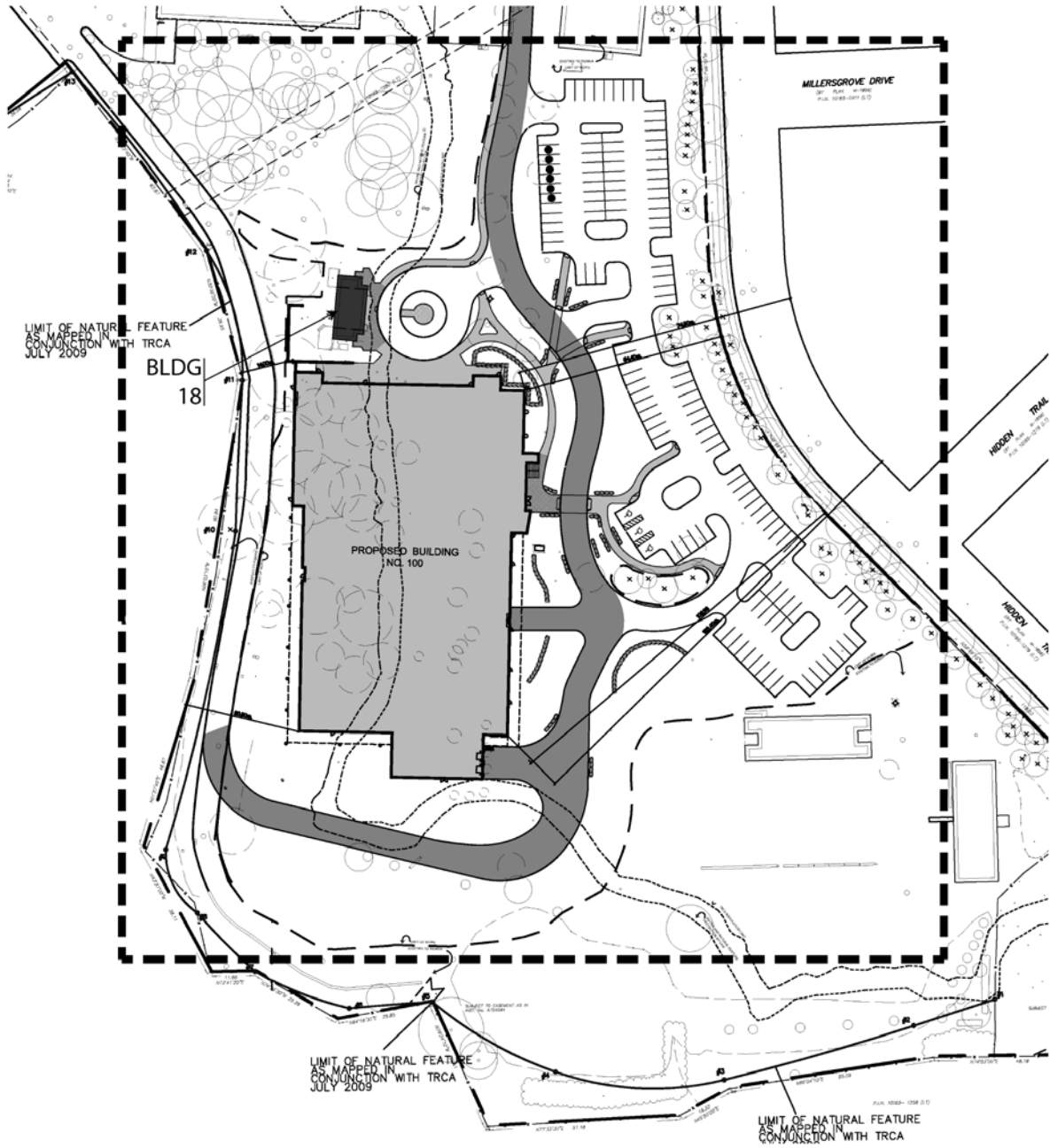
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1755 Steeles Avenue West

File # 16 245598 NNY 10 02

File # 16 245607 NNY 10 02

Attachment 2: Site Plan



Site Plan

Applicant's Submitted Drawing

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11/17/2016

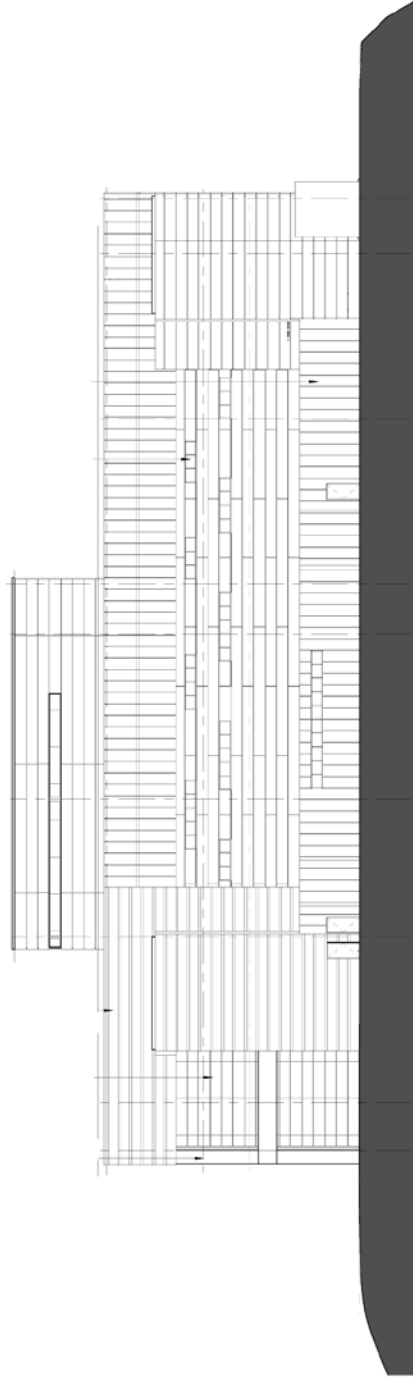


1755 Steeles Avenue West

File # 16 245598 NNY 10 OZ

File # 16 245607 NNY 10 OZ

Attachment 3: Elevations



North Elevation

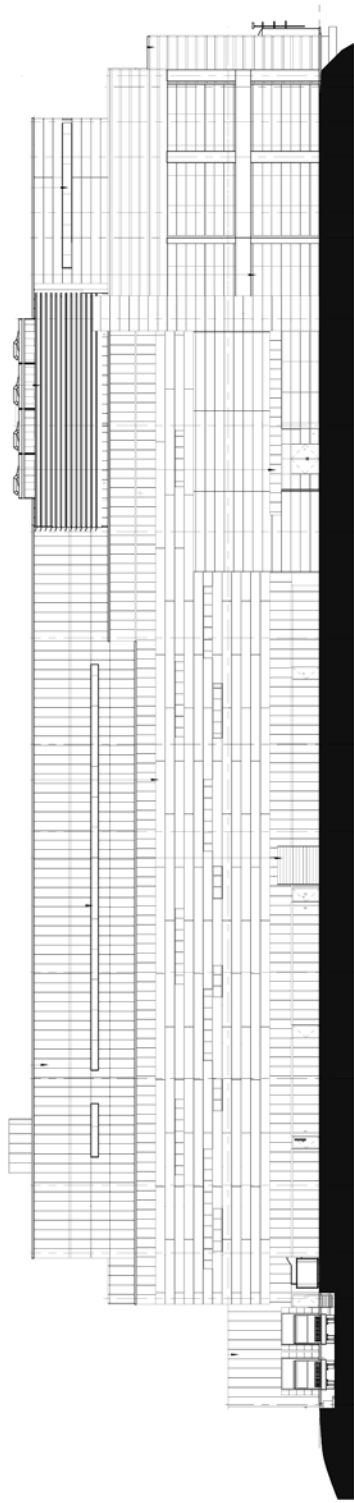
Applicant's Submitted Drawing

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1/1/8/2016

1755 Steeles Avenue West

File # 16 245598 NNY 10 0Z

File # 16 245607 NNY 10 0Z

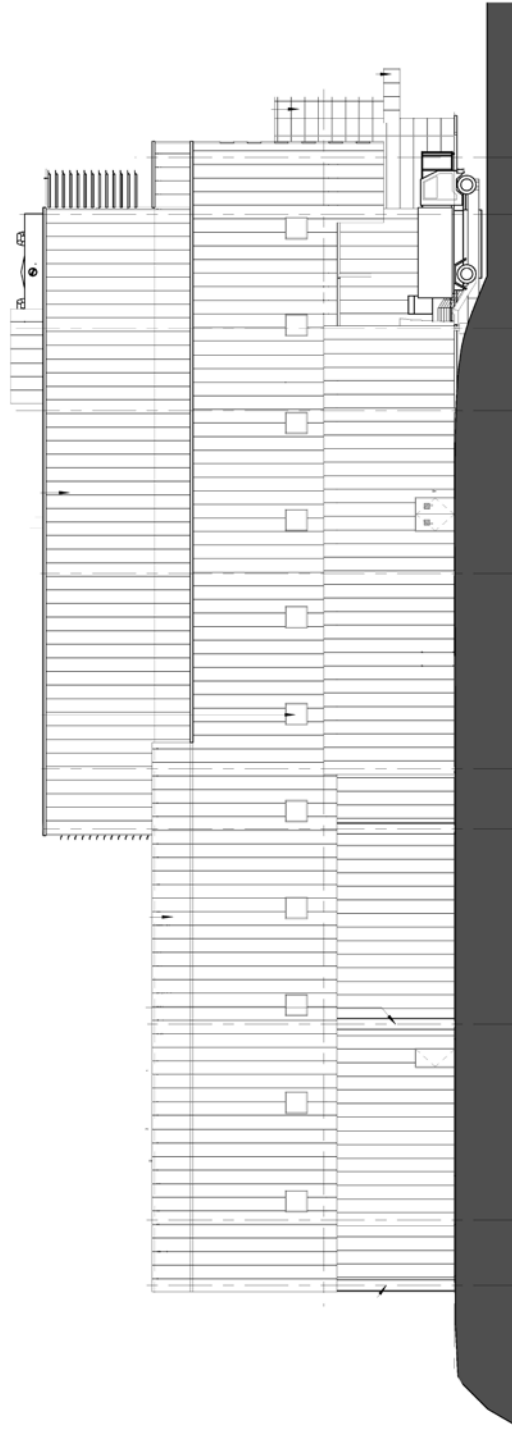


1755 Steeles Avenue West

East Elevation
Applicant's Submitted Drawing

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11/18/2016

File # 16 245598 NNY 10 0Z
File # 16 245607 NNY 10 0Z

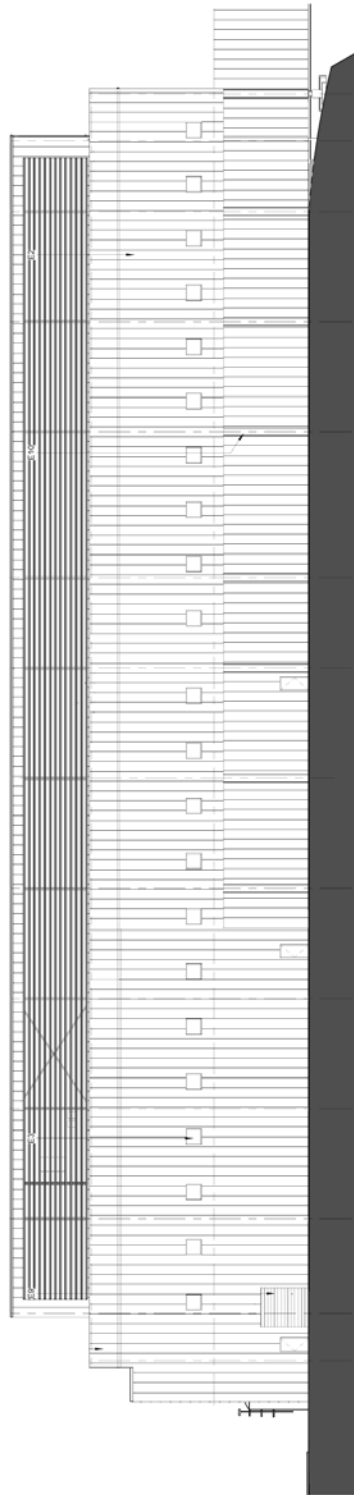


1755 Steeles Avenue West

South Elevation
Applicant's Submitted Drawing

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11/18/2016

File # 16 245598 NNY 10 OZ
File # 16 245607 NNY 10 OZ



West Elevation

Applicant's Submitted Drawing

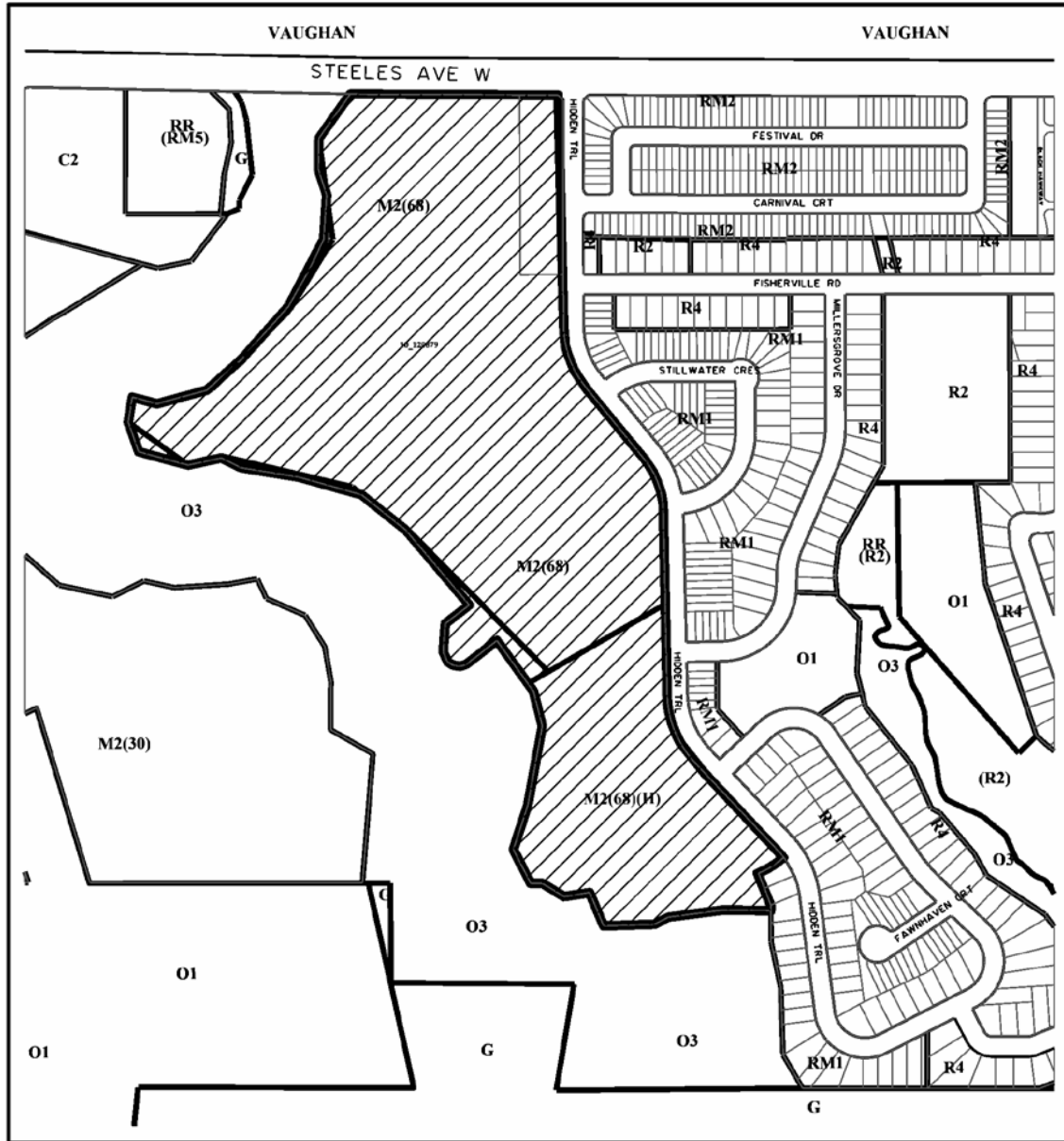
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1755 Steeles Avenue West

File # 16 245598 NNY 10 0Z

File # 16 245607 NNY 10 0Z

Attachment 4: Former City of North York Zoning By-law 7625



Zoning By-Law No. 7625

1755 Steeles Avenue West

File # 16 245598 NNY 10 02

Location of Application

R2 One-Family Detached Dwelling Second Density Zone

R4 One-Family Detached Dwelling Fourth Density Zone

RM1 Multiple-Family Dwellings First Density Zone

RM2 Multiple-Family Dwellings Second Density Zone

RM5 Multiple-Family Dwellings Fifth Density Zone

RR Rural Residential Zone

M2 Industrial Zone Two

G Greenbelt Zone

O3 Semi-Public Open Space Zone

O1 Open Space Zone

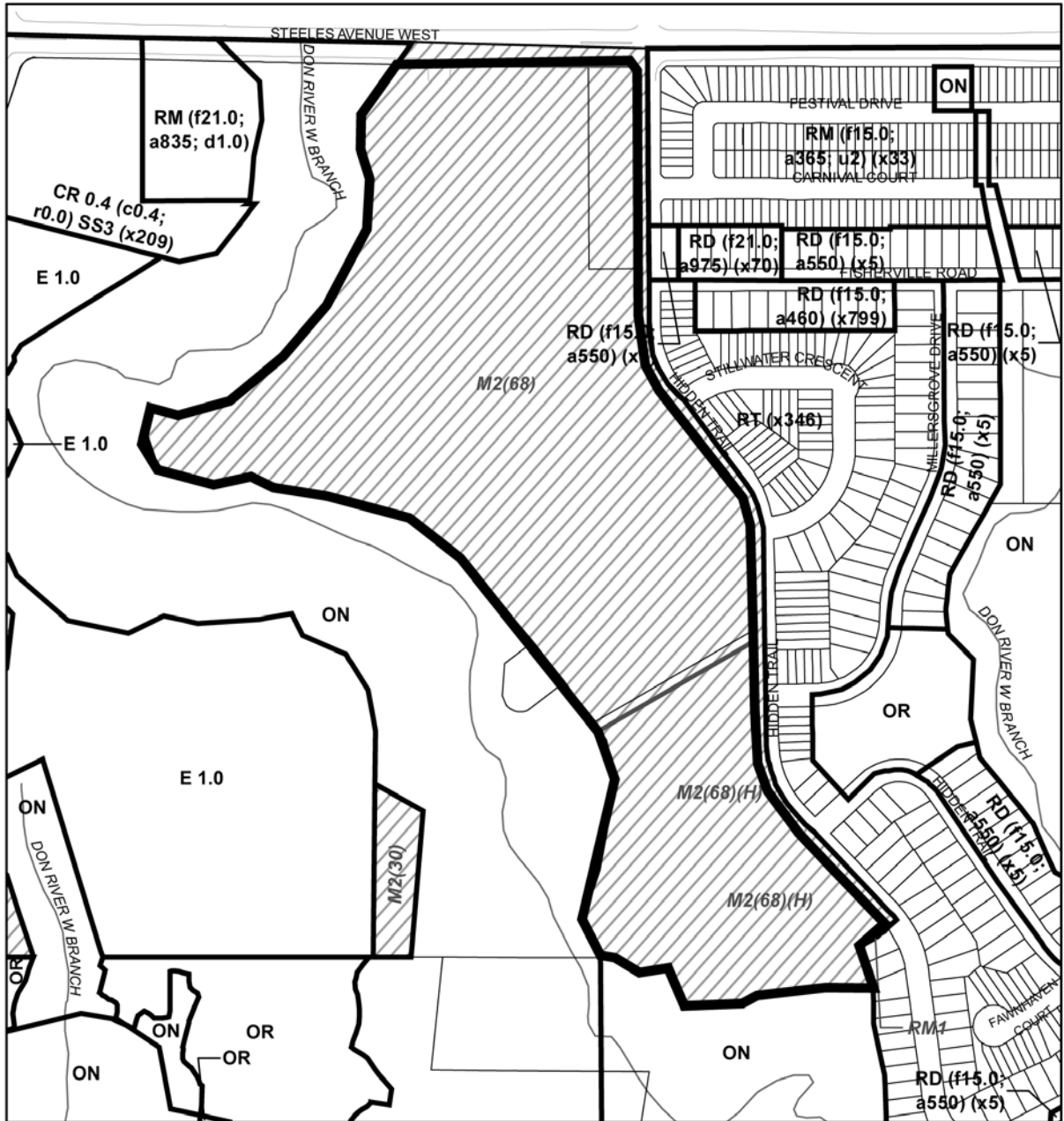
NOTE: Numbers in Brackets Denote Exceptions to the Zoning Category



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Attachment 5: City of Toronto Zoning By-law 569-2013



Zoning By-Law No. 569-2013

1755 Steeles Avenue West

File # 16 245598 NNY 10 02
File # 16 245607 NNY 10 02

Location of Application

- | | | | |
|----|-----------------------|----|------------------------|
| RD | Residential Detached | CR | Commercial Residential |
| RT | Residential Townhouse | E | Employment Industrial |
| RM | Residential Multiple | ON | Open Space Natural |
| | | OR | Open Space Recreation |

- See Former City of North York By-Law No. 7625
- | | |
|-----|--|
| RM1 | Multiple-Family Dwellings First Density Zone |
| M2 | Industrial Zone Two |
| MC | Industrial-Commercial Zone |



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

Attachment 6: Official Plan



TORONTO
 Extract from Official Plan

1755 Steeles Avenue West

File # 16 245598 NNY 10 0Z
 File # 16 245607 NNY 10 0Z

	Site Location			Natural Areas
	Neighbourhoods		Parks	
	Employment Areas		Other Open Space Areas	
	Mixed Use Areas			

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Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Numbers:	16 245598 NNY 10 OZ 16 245607 NNY 10 OZ
Details	Rezoning, Standard	Application Date:	November 1, 2016

Municipal Address: 1755 STEELES AVENUE WEST

Location Description: **GRID N1001

Project Description: Alter existing development Blocks on site specific zoning By-law 1297-2013 Schedule 1 of M-2(68) to permit a new 3-storey, 15,400 square metre manufacturing building on the southern portion of the site. Related Site Plan File 15 269026 NNY 10 SA

Applicant:	Agent:	Architect:	Owner:
STRATEGY 4 INC	STRATEGY 4 INC	WBA ARCHITECTS AND ENGINEERS INC	SANOFI PASTEUR LIMITED

PLANNING CONTROLS

Official Plan Designation:	Employment Areas	Site Specific Provision:	Y
Zoning:	M (68)(H)	Historical Status:	Y
Height Limit (m):	23 m / 4 storeys	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	210730.14	Height:	Storeys:	3
Frontage (m):	196.21		Metres:	22.9
Depth (m):	850			
Total Ground Floor Area (sq. m):	54416.14			Total
Total Residential GFA (sq. m):	0		Parking Spaces:	1031
Total Non-Residential GFA (sq. m):	111937.38		Loading Docks	2
Total GFA (sq. m):	111937.38 (All Buildings)			
Lot Coverage Ratio (%):	25.8			
Floor Space Index:	0.53			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Tenure Type:			
Rooms:	0	Residential GFA (sq. m):	0
Bachelor:	0	Retail GFA (sq. m):	0
1 Bedroom:	0	Office GFA (sq. m):	204.94
2 Bedroom:	0	Industrial GFA (sq. m):	6869.62
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	8399.73
Total Units:	0		

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