



**STAFF REPORT
ACTION REQUIRED**

721 Eastern Avenue – Zoning By-law Amendment and Draft Plan of Subdivision Applications – Preliminary Report

Date:	August 23, 2017
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning Division
Wards:	Ward 30 – Toronto-Danforth
Reference Number:	P:\2017\Cluster B\PLN\PG17020 (17-137240 STE 30 OZ, 17-137249 STE 30 SB)

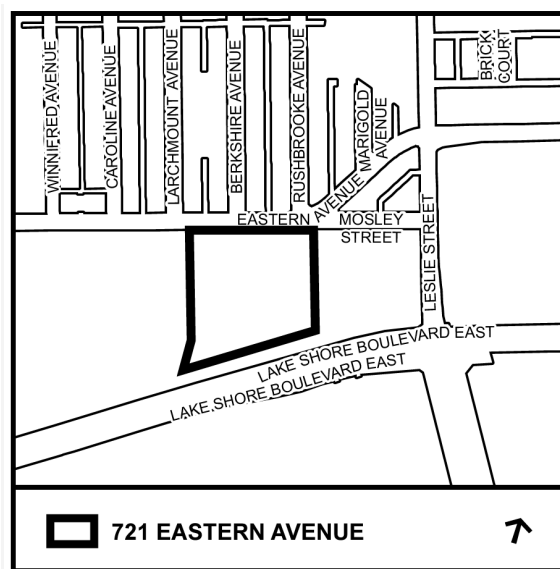
SUMMARY

This application for Zoning By-law Amendment has been proposed at 721 Eastern Avenue along with a Draft Plan of Subdivision to subdivide the lands into three blocks (Site 1, 2, and 3). The proposal includes a multi-use development consisting of office, research and development, ancillary retail, and an auto dealership. A new public street is also proposed by the applicant to connect Eastern Avenue to Lake Shore Boulevard East through the site (see attachment 1).

The applicant, General Motors of Canada, has a vision for the site which seeks policies to broaden the current zoning permission for traditional employment uses of manufacturing and warehousing to plan for a Toronto GM Mobility Campus (Site 1) including office, research and development, and ancillary retail uses.

The Toronto GM Mobility Campus is proposed to include:

- Cadillac Canada National Sales and Marketing Headquarters;
- GM Canada Regional Sales Offices;



- Maven™ Canada offices and facilities;
- Urban Mobility Research & Development, (e.g. first mile/last mile solutions and autonomous vehicle systems);
- Chevrolet Buick GMC and Cadillac dealership and service space; and
- Improved greenscaping and a public cafe.

The proposal presents a large city building opportunity with significant employment space for up to 3,000 new jobs across the 3 development blocks at full build out. There are also challenges to the development of this site including achieving flood protection; introduction of a new block structure; site access and transportation; balancing the proposed mix of uses; and, impacts on adjacent green space areas and residential neighbourhoods.

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

Next steps include a community consultation meeting to be held at a later date to present the proposal to the public and obtain input. City Planning has requested that the applicant submit an Official Plan Amendment application to ensure specific requirements related to the proposed public road and other matters such as mix of uses, phasing, and conformity with OPA 231.

A Final Report and a Public Meeting under the Planning Act will be targeted for the second quarter of 2018, provided issues identified in this report are satisfactorily addressed and the applicant submits all required information in a timely manner.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 721 Eastern Avenue in consultation with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site in consultation with the Ward Councillor.
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 January 2012, City Council requested the Chief Planner and Executive Director, City Planning Division, to consider a planning framework for the South of Eastern Employment District and report thereon to Planning and Growth Management Committee as soon as possible. The South of Eastern Strategic Direction Background Study was completed in July 2015. A copy of the report can be found in the following link. www.toronto.ca/southofeastern.

In November 2012, City Council considered a report on draft Official Plan policies and designations for employment, prepared as part of the five-year Official Plan and Municipal Comprehensive Reviews (MCR). The MCR was completed, resulting in Official Plan Amendment No. 231 which was adopted by Council in December 2013. OPA 231 designates the site *Core Employment*.

On July 9, 2014 the Ministry of Municipal Affairs and Housing (MMAH) approved, with some modifications, the majority of OPA No. 231; however, it has been appealed by a number of parties to the Ontario Municipal Board and is not yet in full effect. The owners of the abutting property to the east (731 Eastern Avenue) appealed OPA 231 as it applies to their lands. The owners of 731 Eastern Avenue appealed their *General Employment Areas* designation, preferring a *Mixed Use Areas* designation.

The appeal brought forward by the owners of 731 Eastern Avenue also included the lands at 721 Eastern Avenue. Concerned that the appeal would raise issues affecting their lands, the previous owner of 721 Eastern Avenue sought and obtained Party status to the appeal at the first OPA 231 pre-hearing conference held on March 12, 2015. Since that time the lands were acquired by General Motors of Canada who are maintaining the former owner's Party status to the appeal.

In addition, the Ministry of Municipal Affairs decision on OPA 231 was withheld for any site specific policies and employment land conversion designation changes applying to lands within the flood plain of the Lower Don Special Policy Area (SPA), in which 721 Eastern Avenue is located. Several land owners within the Lower Don SPA appealed the Minister's non-decision. Notwithstanding its unapproved and appealed status as it applies to the subject lands, OPA 231 represents the current policy direction of City Council for the South of Eastern Area.

In November 2015, City Council approved a large development directly west of 721 Eastern Avenue at 629, 633, and 675 Eastern Avenue including film studio and production space, office, hotel space, and retail uses. Among other directions related to the development approval, Council directed the Director of Transportation Services, Toronto and East York District in co-operation with the Director, Community Planning, to continue to work with the Traffic Working Group for 629, 633, and 675 Eastern Avenue to develop a Traffic Management Mitigation Plan to address traffic infiltration issues and other traffic impacts in the neighbourhood immediately north of the subject property.

In follow-up, Transportation Services staff are in the process of developing a terms of reference to undertake a Traffic Management Mitigation Plan as described above.

Pre-Application Consultation

Pre-application consultation meetings were held with the applicant on May 5, August 16, October 3, and November 29, 2016 to identify preliminary planning issues associated with the proposal and to discuss submission requirements. Topics discussed at the pre-application meeting included the mix of land uses proposed on the site; the amount of retail within the mix of uses; the importance of employment uses; transportation network; site access and circulation; servicing; flood protection; and built form and public realm. The project team also facilitated a site visit with City staff.

ISSUE BACKGROUND

Proposal

The proposed development identifies up to 82,000 m² of diverse high order employment space for up to 3,000 new jobs across 3 development blocks referred to as Sites 1, 2, and 3. (See Attachment 1)

The applicant has proposed the development to occur in phases, prioritizing development of the Toronto Mobility Campus (Site 1), which assumes the partial demolition of existing structures and construction of a new public street. The applicant has stated that they are engaging with the non-residential development industry for potential development partners for Sites 2 and 3.

A proposed plan of subdivision sets out development blocks and a new public street within the subject site. (See Attachment 2)

Site 1 is proposed to include the Toronto GM Mobility Campus housed within a 5-storey, 26,092 m² campus. The GM Campus is envisioned to act as a multi-use facility comprising office space, research & development facilities, GM vehicle sales and services, and a public experience centre featuring innovations in mobility, electric and autonomous vehicles, e-bikes, and car sharing.

Site 1 - Development Statistics

Office: 4,419 m²

Service Areas: 2,204 m²

Dealership: 4,413 m²

R & D Workshop: 238 m²

Parking Areas: 14,817 m²

Built Form: 5-storey multi-functional building (office, research and development, service, storage, dealership)

Sites 2 and 3 are proposed to be developed with up to 44,700 m² of office uses supported by 11,200 m² of employee-servicing retail space. For Site 2, the proposed development

includes a 4-storey (18.0 metres) building fronting on Eastern Avenue that reaches up to 9-storeys (40.3 metres) at the rear. Site 3 includes a 4-storey (18.0 metres) building fronting on Eastern Avenue that reaches up to 12-storeys (53.9 metres) at the rear. The proposed building envelopes of both buildings fit within a 45 degree angular plane applied from the edge of the designated *Neighbourhood Area* to the north.

The applicant has estimated that the Toronto GM Mobility Campus (Site 1) could support between 150 to 265 high-paying, skilled jobs including GM Canada corporate jobs in sales, marketing, and R&D engineering spread over 26,000 m² of space. Moreover, when combined with all the development blocks (Site 2/3), with approximately 56,000 m² of non-residential employment space, the entire campus could accommodate up to 3,000 jobs based on the consultant's calculations.

A new public street is also proposed by the applicant. The new public street identified as "Proposed Public Street" in Attachment 1 measures 20 metres in width and is proposed to connect Lake Shore Boulevard East with Eastern Avenue to align with Berkshire Avenue to the north. The east-west segment of the proposed public street connects with the eastern property line, which could provide for future connectivity. However, no east-west connection has been proposed to continue to the western boundary of the site. The proposed concept plan for the development also introduces a network of private, internal driveways.

The proposal includes 267 parking spaces for uses within Site 1, with the majority of spaces located above grade. The proposed concept plan shows 39 at-grade spaces, and 228 spaces within an above grade structure integrated into the building. The location of the vehicular parking has not been indicated on the site plans for Site 2 and 3. However, the project statistics summary table submitted as part of the application indicates that a total of 702 spaces are proposed.

Pedestrian and cycling access into the site is accommodated on the proposed public street. The proposed concept plan includes publicly accessible open spaces to provide amenity and access for pedestrians. The proposal contemplates seamlessly integrating the southern pedestrian entrance of the site with the abutting linear open space area to the south through a mix of hard and soft landscaping and other pedestrian features. Along the southeast edge of the GM Campus the building cuts back to the northeast, creating an open space that slopes down with a paved connection to the Lower Don Recreation Trail.

The GM Campus will be raised up to a finished floor elevation of 78.4m. Berming on the southern edge is proposed to provide flood proofing and a screen for a service driveway. The southern edge of the site is proposed to be enhanced with additional planting and decorative fencing.

A proposed new stop-controlled intersection is located approximately at the center of the site, which is designed to interface with the key entrances of the Mobility Campus building and the proposed office buildings on Site 2 and 3. The intersection is designed

with new street trees, street furniture, lighting, and other landscaping features. (See Attachment 1)

Site and Surrounding Area

Site

The site is municipally referred to as 721 Eastern Avenue and is within the South of Eastern employment area. The site is located on the south side of Eastern Avenue midway between Larchmount Avenue and Rushbrooke Avenue. The site is approximately 2.8 hectares (7 acres), and has 170 metres of frontage along Eastern Avenue. The southern property line has approximately 188 metres of frontage and abuts a linear open space designated as *Parks* in the Toronto Official Plan. Within this open space is the Lower Don Recreation Trail, which is north of Lake Shore Boulevard East. There is no vehicular access from the subject site across the trail to Lake Shore Boulevard East. (See Attachment 1 Site Plan)

In its current condition, a significant portion of the site is hard surfaced and is occupied by 9 two-storey buildings with a total gross floor area of 14,000 m². The outdoor area includes asphalt driveways and a paved parking lot with very little landscaping and few trees. Canada Metals Limited operated a metal processing facility from the 1930s until about 2001 on the site. The subject site was developed as a series of interconnected administration, office, and factory buildings and spaces fronting along Eastern Avenue. A separate 1-storey warehouse structure is located in the southeast corner of the site. The site has evolved over time with the first buildings being constructed in 1925-1926, with various additions in 1929, 1930-40s, 1967, and 2001.

The entire site is currently leased to Cinespace Film Studios, with other film-related subtenants. The applicant has indicated that Cinespace Film Studios intends to relocate its east Toronto operations to City-owned property in the Port Lands.

Surrounding Area

South of Eastern has historically served Toronto as the location of heavy industry and manufacturing employment and many residents of the nearby neighbourhoods found employment in the area. Nearly all of the heavy industries have closed, with the Unilever manufacturing plant at 21 Don Valley Parkway being the last one to close in 2008.

Today, except for a small cluster of low scale houses, South of Eastern is the location of a number of publicly-owned employment uses including City and school board maintenance yards, Canada Post, and utility infrastructure (Enbridge Gas). Film, media, and entertainment sectors are also prominent in the area, with CineSpace Studios, Revival 629 Studios, and FilmPort Studios with numerous post-production, and recording studios. Other uses also include auto dealerships such as BMW and Subaru.

The subject site is adjacent to a recently approved development application for the properties at 629, 633 and 675 Eastern Avenue, which includes film studio, office, hotel, and retail uses.

Land uses surrounding the site are as follows:

North: Low-scale residential development in house-form buildings. An elementary school is located half a block north, along the eastern side of Larchmount Avenue.

South: Immediately south of the site is a linear open space designated as *Parks* in the Toronto Official Plan, which includes the Lower Don Recreation Trail and the East Gardiner pillars public art installation. Further south is the Port Lands including retail development at Leslie and Lake Shore Boulevard East.

East: Lands to the east of the site accommodate several commercial and retail buildings including a grocery store, drive-through restaurant, and an office building.

West: The area immediately west of the site is occupied by vacant lands, a film studio, and associated office uses.

PLANNING POLICY CONTEXT

Planning Act

Section 2 of the Planning Act addresses matters of Provincial Interest and requires municipal Councils to have regard to, among other matters:

- (a) the adequate provision of employment opportunities;
- (b) the protection of the financial and economic well-being of the province and its Municipalities;
- (c) the protection of health and safety; and
- (d) the appropriate location of growth and development.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (2014) provides policy direction Province wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;

- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The City of Toronto uses the PPS to guide its official plan and to inform decisions on other planning and development matters. Policy 4.7 says that the Official Plan is the most important vehicle for implementing the PPS. The PPS is issued under Section 3 of the *Planning Act* and all decisions of Council affecting land use planning matters "shall be consistent with" the Provincial Policy Statement.

Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- Minimizing the negative impacts of climate change by undertaking storm water management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the Provincial Policy Statement (2014) and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by Council affecting land use planning matters are required by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan.

Official Plan

Until OPA 231 is brought into full force and effect for the subject site, it remains an Employment District as identified on Map 2 in the Urban Structure Map. The primary Official Plan land use designation is *Employment Areas* for the subject site, with a designated *Parks* area adjacent to the southern edge of the subject site abutting Lake Shore Boulevard East, as shown on the Land Use Plan Map 21. (See Attachment 3)

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; 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 uses ancillary to the preceding uses, and restaurants and small scale stores and services that serve area businesses and workers.

Policy 4.6.3 of the Official Plan permits large scale, stand-alone retail stores in *Employment Areas* only through enactment of a zoning by-law and subject to a number of tests respecting location, transportation and economic impact.

City Council and the City Planning Division have taken strong positions in the past to appropriately implement these and other Official Plan policies respecting employment lands, including opposition to large-scale retail proposals. In the South of Eastern Area, there was a lengthy 2009 Ontario Municipal Board (OMB) hearing and decision which refused a controversial retail development proposal for the lands at 629, 633 and 675 Eastern Avenue. The same OMB decision refused a City-initiated secondary plan for South of Eastern Area.

Five-Year Official Plan Review and Municipal Comprehensive Review

City Planning has completed the five-year Official Plan Review and the Municipal Comprehensive Review (MCR) of employment lands required under Provincial statute. OPA 231 designates the 721 Eastern Avenue as *Core Employment*. (See Attachment 4)

Lands designated as *Core Employment Areas* are reserved as places for business and economic activities: manufacturing, processing, warehousing, wholesaling, distribution, storage, transportation facilities, vehicle repair and services, offices, research and development facilities, utilities, waste management systems, industrial trade schools, media, information and technology facilities, and vertical agriculture.

Secondary uses permitted in *Core Employment Areas* are those which directly support businesses and workers, including: hotels, parks, small-scale restaurants, catering facilities, and small-scale service uses such as courier services, banks and copy shops. Small scale retail uses that are ancillary to and on the same lot as the principal use are also permitted.

Natural Environment (3.4) and Special Policy Areas (2.68 of the Official Plan for the former City of Toronto)

Official Plan Natural Environment policies set out best practices for new development related to environmental efficiencies, hazards, and ecosystem health. Special Policy Areas are also referenced – the entire site lies within the Lower Don River flood plain and the Special Policy Area identified on Map 10 of the Official Plan, however Official Plan policies relating to the Special Policy Area have not yet been approved by the Ontario Municipal Board and 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 2.68 of the (former) City of Toronto Official Plan states that development may be permitted in the Lower Don Special Policy Area on condition that the development 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.

Among other relevant policies in evaluating the proposal are policies related to Public Realm; Built Environment; Heritage; Parks and Open Space; Public Realm, and Transportation.

Implementation Tools

Redevelopment of the site will require Site Plan Approval; however, no application has yet been submitted. An Official Plan Amendment application was requested to be submitted by City Planning staff to ensure specific requirements related to the proposed public road and other matters such as the mix of uses, phasing, and conformity with OPA 231, while no application has been submitted.

South of Eastern Community Improvement Plan

"The South of Eastern Community Improvement Plan for Brownfield Remediation and Development of Prescribed Employment Uses" was adopted by By-law 1324-2012. The primary objectives of the Plan are to encourage brownfields remediation and support development of key businesses to assist in the implementation of the economic development strategy for the South of Eastern employment district. The plan provides for various financial incentives to support economic development in the area.

"The South Riverdale and Lake Shore Boulevard East Community Improvement Plan" (By-law 384-2002) includes the South of Eastern area as well as neighbourhoods north of Eastern Avenue. This CIP identifies potential public realm and traffic management improvements for the area.

South of Eastern Strategic Direction

In January 2012, Planning and Growth Management Committee requested the Chief Planner and Executive Director, City Planning Division, to consider developing a planning framework for the South of Eastern Employment District. In response to this request, staff from the City Planning Division, and the Economic Development and Culture Division are undertaking background studies for a three-pronged planning framework. The South of Eastern Strategic Direction will address the area's economic potential and the resulting transportation, servicing needs, and urban design implications. The planning studies are being coordinated with planning work underway as part of the Port Lands Acceleration Initiative, particularly with respect to the Port Lands and South of Eastern Transportation and Servicing Master Plan (TSMP).

Community consultation regarding the South of Eastern Strategic Direction is ongoing through the TSMP process. Staff will consider the proposal in the context of the emerging findings of the TSMP.

The consulting team has completed their analysis, and their final South of Eastern Strategic Direction Background Study report with appendices may be viewed at www.toronto.ca/southofeastern.

Key findings have been organized under the economic development, transportation, and urban design as follows:

Economic Development

a. *Strategic Economic Development*

Encourage as much new office, creative industries and supportive retail as can be accommodated given transportation access/capacity.

b. *Adaptive Re-use of Buildings*

Recognize the building assets within South of Eastern and introduce new uses. Allow for adaptive re-use of buildings to facilitate affordable and sustainable development.

Transportation

c. *Transit to Support Employment Use*

Investment in higher order transit allows for greater intensity of employment development. Allow for redevelopment in keeping with the level of transit service.

d. *Bike Network*

Implement a cycling network that reflects the role of Eastern Avenue as a major east-west connection to the heart of Downtown, and cycling infrastructure that connects key origins, destinations and transit access.

Urban Design

- e. A Series of Green Spaces*
Enhance existing and develop new green spaces to provide amenity for the people that work, visit and live in the South of Eastern area.
- f. Animated, Pedestrian-friendly Streets*
Plan and design an attractive public realm that connects and provides continuous access to buildings, streets, parks, and transit.
- g. Built Form Parameters*
Provide guidelines to encourage active building frontages, appropriate setbacks, massing and transition between buildings and adjacent sites.
- h. Branding, Public Art, Wayfinding and Signage*
Implement an integrated branding, public art, and a wayfinding and signage program that identifies the South of Eastern area.

The consultant team also produced a series of demonstration scenarios to illustrate how the application of these key recommendations might shape development in the South of Eastern area including potential policy, guidelines, and approaches to facilitate their implementation. The South of Eastern Strategic Direction Background Study including implementation recommendations will be considered as part of this development application review.

South of Eastern Avenue Urban Design Guidelines

The South of Eastern Avenue Urban Design Guidelines were adopted by Council in June 2004 and apply to the area bound by Eastern Avenue, Leslie Street, Lake Shore Boulevard, and Rushbrooke Avenue. Among other matters, the Guidelines indicate that new development will address and enhance the Eastern Avenue frontage and the Lake Shore Boulevard linear park.

Zoning

Zoning By-law 438-86 of the former City of Toronto designates the site as Industrial (I2 D5). This zoning permits a wide wide range of industrial and other non-residential uses within buildings developed to a maximum density of 5.0 times the lot area. The zoned height limit on the site is 18.0 metres for the portion of the property within 36.6 metres from the south side of Eastern Avenue; further south than 36.6 metres from Eastern Avenue there is no height limit. (See Attachment 5)

City of Toronto Zoning By-law 569-2013 was enacted on May 9, 2013 and has been appealed to the Ontario Municipal Board. Moreover, the previous land owner of 721 Eastern Avenue appealed Zoning By-law 569-2013 (OMB ID 258) as it applied to their properties at 721 Eastern Avenue, 30 Booth Avenue, and 777 Kipling Avenue. The appeal relates to the permitted uses, maximum FSI, height, open storage, and that the By-law failed to carry forward the permissive exception 12(1)307, among others.

Accordingly By-law 569-2013 is not currently in force and effect until it is ultimately approved by the OMB and the site specific appeal is resolved.

By-law 569-2013 designates the subject site is Employment Industrial (E5.0 x 314). This zoning permits a wide range of industrial and other non-residential uses within buildings developed to a maximum density of 5.0 times the area of the lot. The By-law permits an 18.0 metre height limit along the Eastern Avenue frontage. The south portion of the subject site has a 20 metre maximum height limit for office buildings and no height limit for other permitted uses, similar to By-law 438-86. (See Attachment 6)

Tree Preservation

The Arborist Report submitted by the applicant indicates that approximately 59 City-owned trees located within the abutting linear park to the south would be removed as a result of the proposal.

Complete Streets Guidelines

The City's Complete Street Guidelines are now available, and were considered by the Public Works and Infrastructure Committee on February 13, 2017. These guidelines focus on improving safety and accessibility for all street users in Toronto, and acknowledge the vital role streets play in creating a sense of place. They are intended to assist in implementing the vision for Toronto's streets set out in the City's Official Plan. The Complete Streets Guidelines are available at www.toronto.ca/completestreets.

Draft Privately Owned Publicly-Accessible Space Guidelines ("POPS")

Guidelines respecting the design and development of POPS were presented to Planning and Growth Management Committee in 2014. These guidelines assist in the interpretation of the OP Public Realm and Built Form policies related to shaping private open spaces. The POPS Guidelines are available at www.toronto.ca/planning/POPS.

Port Lands and South of Eastern Transportation and Servicing Master Plan Environmental Assessment

To inform the Port Lands Planning Framework and the South of Eastern Strategic Direction, the City of Toronto is developing a Transportation and Servicing Master Plan (TSMP) for the Port Lands (excluding the Lower Don Lands) and South of Eastern areas under the Municipal Class EA process to:

- Confirm the major streets required to support revitalization in the Port Lands;
- Identify required connections between the Port Lands, the South of Eastern area, and the city;
- Identify the street connections required to support continued employment growth of the South of Eastern Area and the Port Lands;
- Confirm future transit rights-of-ways; and
- Identify servicing requirements to support development.

The transportation assessment recommended preferred alignments for new streets (including the extension of Caroline Avenue), a key north-south street through the South of Eastern area, with findings presented to the public in November 2015. City staff, with Waterfront Toronto and the TRCA have, been addressing feedback received on the preferred solutions. A final report is anticipated in the second quarter of 2017. Conversations with various landowners and users on the emerging preferred alignments were held though the summer and fall of 2016. A link to the information regarding the TSMP can be found here <http://www.portlandsconsultation.ca/node/17>.

By-law 344-2008

As discussed above, the site abuts a linear Parks Area along its southern boundary. This linear Parks Area includes a continuous sidewalk, multi-use trail, and the pillars of the dismantled portion of the Gardiner Expressway, which are public art features. In order to maintain the continuous connection of this linear open space, By-law 344-2008 was enacted to permanently close a portion of the north boulevard of Lake Shore Boulevard East to vehicular traffic, between Coxwell Avenue and the Don Valley Parkway.

The impact of the proposed road as it relates to the recreational facilities, landscaping, and the above noted by-law will be further considered by City staff.

Reasons for the Application

The approved but not yet in-force OPA 231 provides the *Employment Area* policy guidance that includes consideration of the scale and scope of uses for the subject site, among other matters. While this policy already contemplates an extended range of employment and supportive uses, the mix of uses and the phasing of their introduction on the site as proposed by General Motors of Canada requires further review.

Under OPA 231, auto dealership uses are not permitted in *Core Employment Areas* unless such uses are ancillary to the primary employment use. In order to ensure the proposed development is in conformity to the policy frameworks of OPA 231, an Official Plan Amendment (OPA) application for a site and area specific policy (SASP) is required. The primary purpose of the OPA/SASP is to ensure a mix of uses in accordance to OPA 231 as well as establish phasing of the site's development and any other matters as identified by City Planning staff. Planning staff have advised the applicant of this requirement.

A zoning by-law amendment is required to address the various components of the proposed development which are not provided for by the current zoning. The proposal requires a rezoning application because the proposed office and retail uses are not permitted in an I2 D5 zone. By-law 569-2013, which is under appeal, permits the proposed office, service and retail (with conditions) uses, but does not permit the dealership use and institutes height controls and other general standards.

A zoning by-law amendment is also required to establish appropriate development standards such as building heights, density, setbacks, landscaping, open space and parking requirements. Provisions may also be required to establish an appropriate system of thresholds and to secure appropriate community benefits

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Planning Rationale Report
- Draft site specific zoning by-laws (By-law 438-86 and By-law 569-2013)
- Drawings and Plans, including Perspective Drawings, Site and Landscape Plans, Subdivision
- Concept Plan, Draft Plan of Subdivision, Grading Plan, Public Utilities Plan, Surveys
- Surveyor's Real Property Report (Part 1) and Plan of Topography
- Tree Inventory & Preservation Plan Report
- Energy Strategy Report
- Heritage Impact Assessment
- Functional Servicing Report
- Public Utilities Plan
- Toronto Green Standard Versions 2.0 – Checklist
- Toronto GM Mobility Campus Transportation Impact Study
- Stormwater Management and Site Flood Proofing Report
- Preliminary Geotechnical Report
- Hydrogeological Report
- Qualified Person Preliminary Statement Letter
- Scoped Natural Heritage Impact Assessment
- Digital Mass Model

A Notification of Complete Applications for the Rezoning and Subdivision was issued on May 18, 2017.

The applicant has indicated that a Site Plan Approval application for Site 1 is targeted to be submitted in Fall 2017. As indicated earlier in this report, the applicant is engaging with the non-residential development industry for Sites 2 and 3 for potential development partners to ensure that the build out is based on market conditions. The applicant has indicated that Site Plan application(s) will be submitted at a later date for Site 2 and Site 3.

Issues to be Resolved

City staff have identified the following issues to be considered and resolved through the application review:

1. The appropriateness of the proposed mix of uses, particularly with respect to the intent of the Official Plan policies for *Employment Districts*, *Employment Areas*, and *Core Employment Areas* under OPA 231, and the amount of retail/service uses among the mix of uses proposed;
2. Submission of an Official Plan Amendment application to ensure specific requirements related to the mix of uses, phasing, and conformity with OPA 231, which is approved by Council but not in force;
3. The suitability of the proposed development to adequately accommodate and support the planned employment function of the site;
4. Phasing of development to ensure that development of research and development, office, and dealership uses precedes development of retail/service space;
5. Conformity with Official Plan policies, particularly with respect to the sections on land use, public realm, heritage, and built form;
6. Assessment of the proposed public realm, landscaped open space and with consideration to the South of Eastern Strategic Direction Background Study;
7. The impacts of the proposed development on nearby low-scale residential areas designated *Neighbourhoods* in the Official Plan;
8. The siting, location, and orientation of buildings on the site within a comprehensive plan including how the site plan relates to adjacent properties and surrounding context;
9. The height and massing of the proposed buildings;
10. Physical relationship of the proposed buildings to public streets and private driveways;
11. Quality of the proposed public realm and place-making;
12. Protection and/or replacement of City-owned trees and private trees on and adjacent to the site;
13. Transportation impacts of the proposed development, including traffic infiltration on nearby residential streets and the adequacy of transportation capacity available to accommodate the extra traffic generated by the development, resulting in an acceptable level of traffic on adjacent and nearby streets and with consideration for Bruce Public School and the operation of the Eastern Avenue/Mosley Street intersection;

14. Coordination of the proposal with the development of a Traffic Management Mitigation Plan to address traffic infiltration issues and other traffic impacts in the neighbourhood immediately north of the subject property, as directed in association with the rezoning approval at 629, 633, and 675 Eastern Avenue;
15. How the subject site relates to the surrounding transportation network, developments, existing and future intersections, and transportation policy directions;
16. Impacts of the proposed public road on the Lake Shore Boulevard East Trail and Parks space;
17. Location and design of proposed parking areas;
18. Number and location of proposed vehicular access points to the site;
19. The proposed network of driveways and public streets; and
20. Adequacy of proposed flood protection and flood mitigation and compliance of the proposal with the requirements of the Special Policy Area.

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.

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

CONTACT

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E-mail: pmule@toronto.ca

SIGNATURE

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

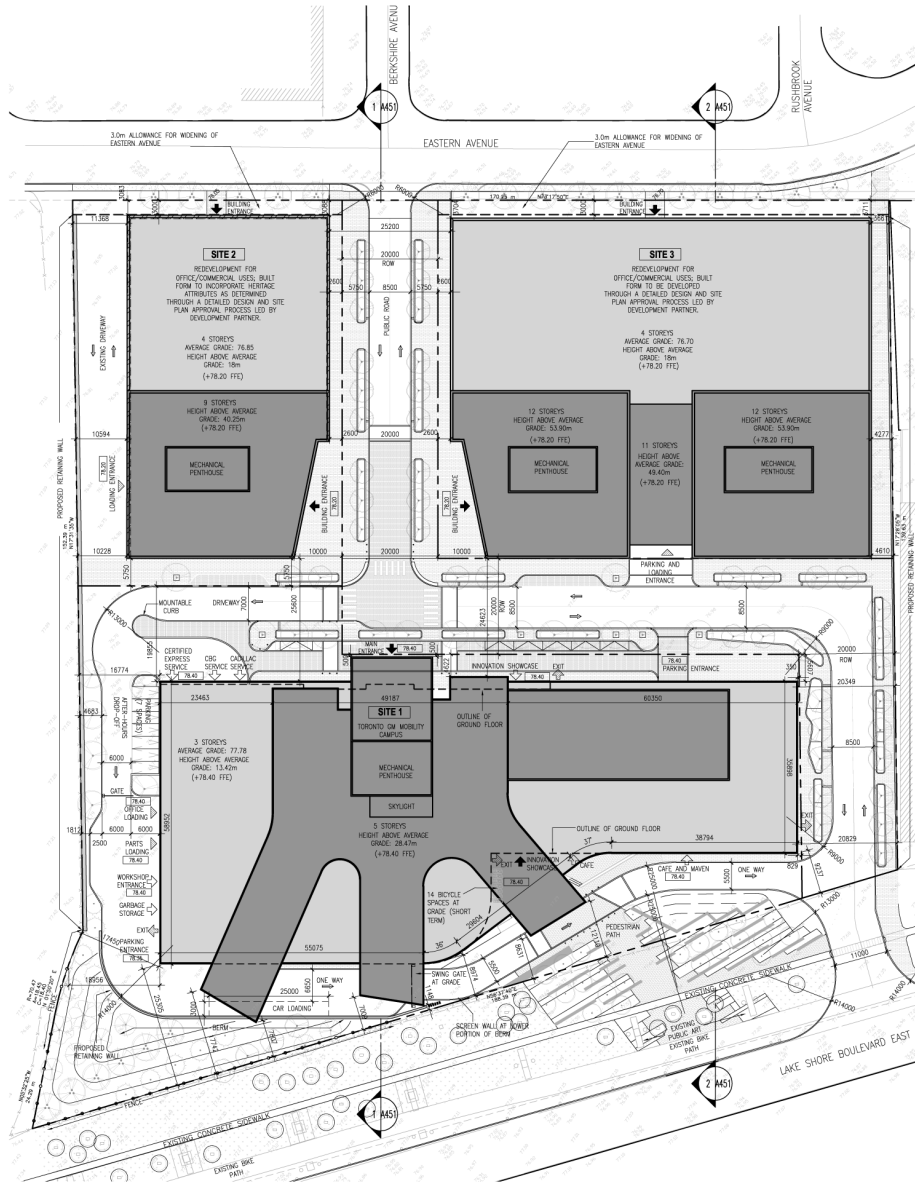
ATTACHMENTS

Attachment 1: Site Plan

Attachment 2: Draft Plan of Subdivision

- Attachment 3: Official Plan
- Attachment 4: OPA 231
- Attachment 5: Zoning (438-86)
- Attachment 6: Zoning (569-2013)
- Attachment 7: Rendered Perspective View
- Attachment 8: (Site 1) North and South Elevations
- Attachment 9: (Site 1) West and East Elevations
- Attachment 10: (Site 1, 2, and 3) East Section
- Attachment 11: Application Data Sheet

Attachment 1: Site Plan



Site Plan

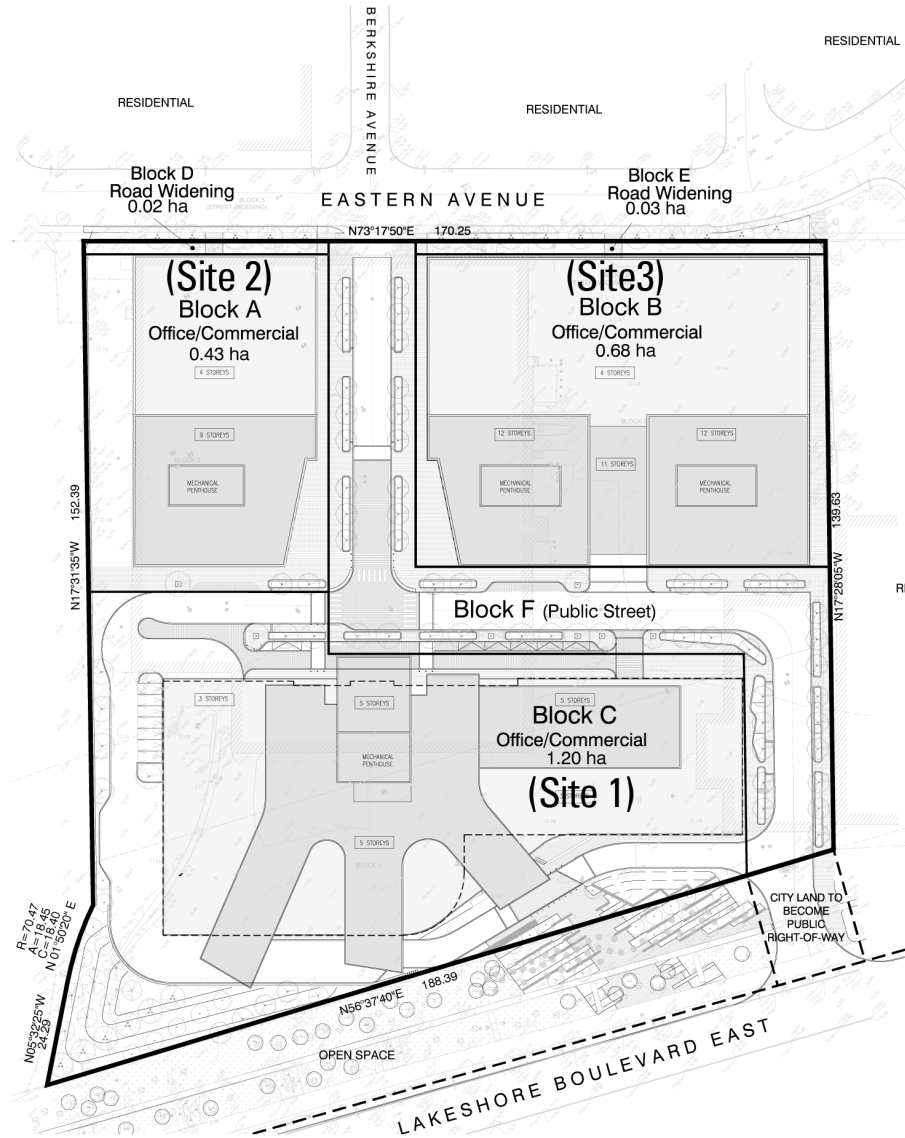
Applicant's Submitted Drawing

Not to Scale 
05/03/2017

721 Eastern Avenue

File # 17 137240 STE 30 OZ

Attachment 2: Draft Plan of Subdivision



Draft Plan of Subdivision

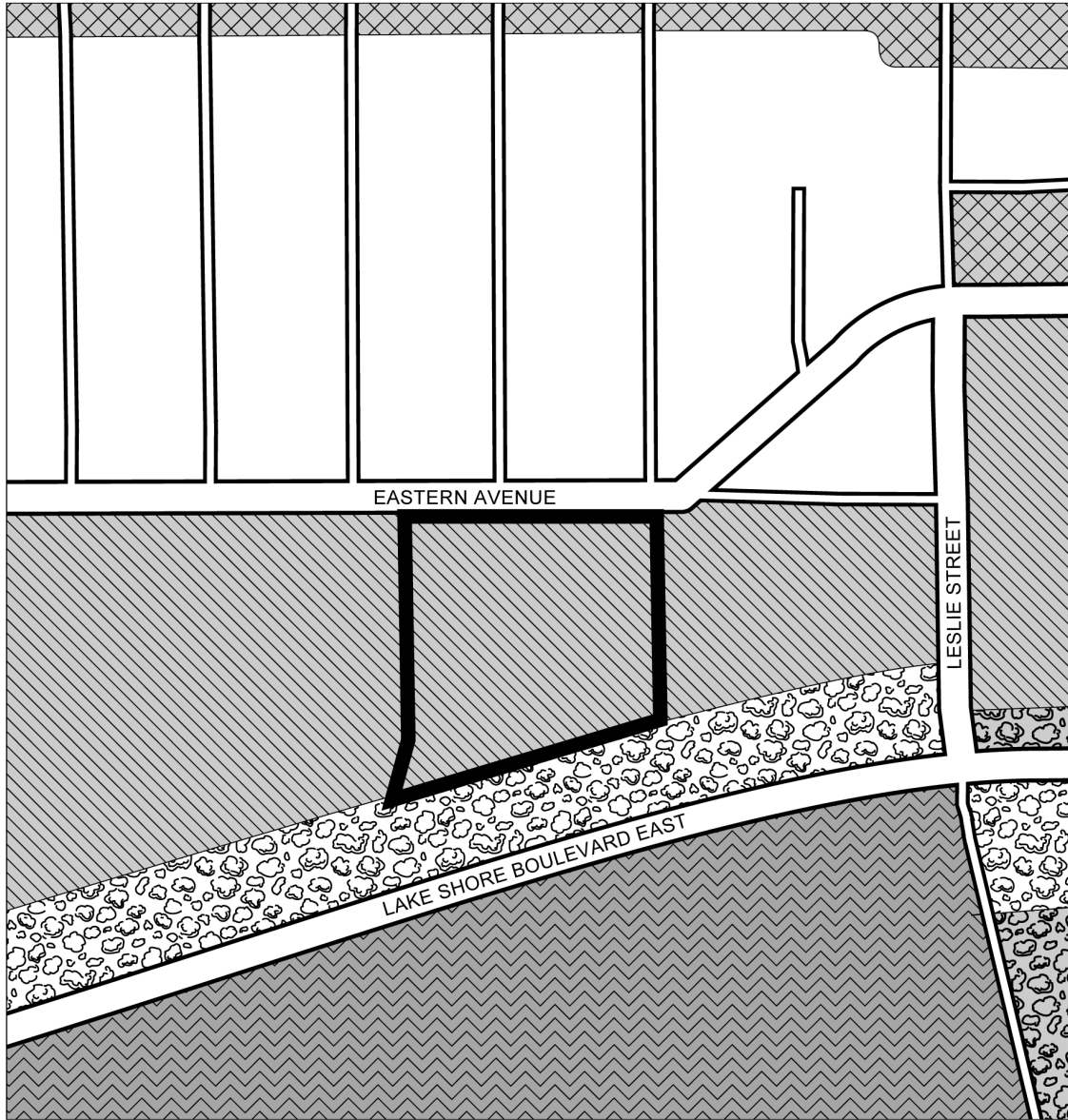
721 Eastern Avenue

Applicant's Submitted Drawing

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05/03/2017

File # 17 137240 STE 30 02

Attachment 3: Official Plan



TORONTO
 Extract from Official Plan

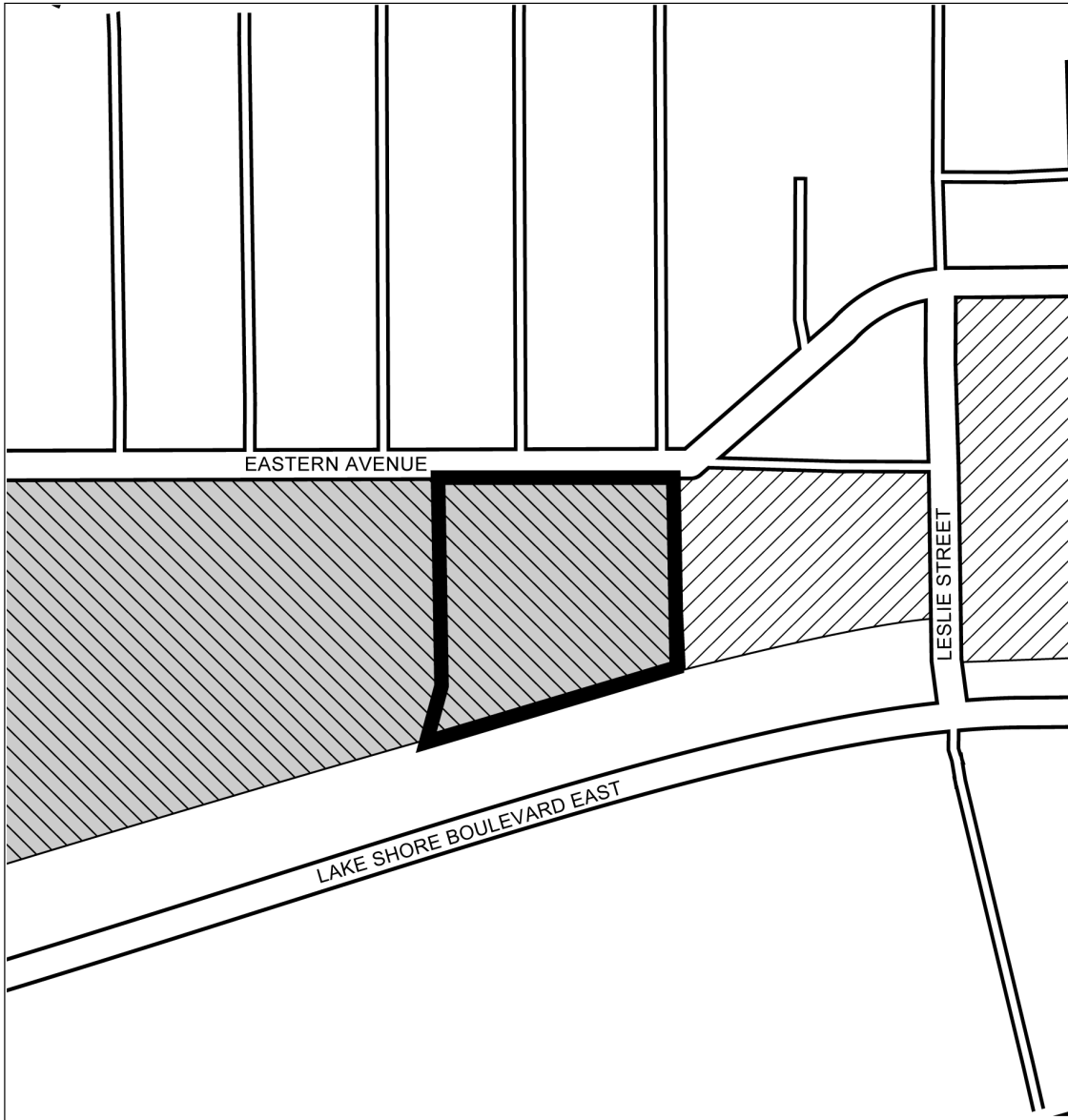
721 Eastern Avenue

File # 17 137240 STE 30 0Z

Site Location	Parks & Open Space Areas	Institutional Areas	Utility Corridors
Neighbourhoods	Parks	Regeneration Areas	
Apartment Neighbourhoods	Other Open Space Areas	Employment Areas	
Mixed Use Areas			

↑
 Not to Scale
 05/01/2017

Attachment 4: OPA 231



Official Plan Amendment #231

721 Eastern Avenue

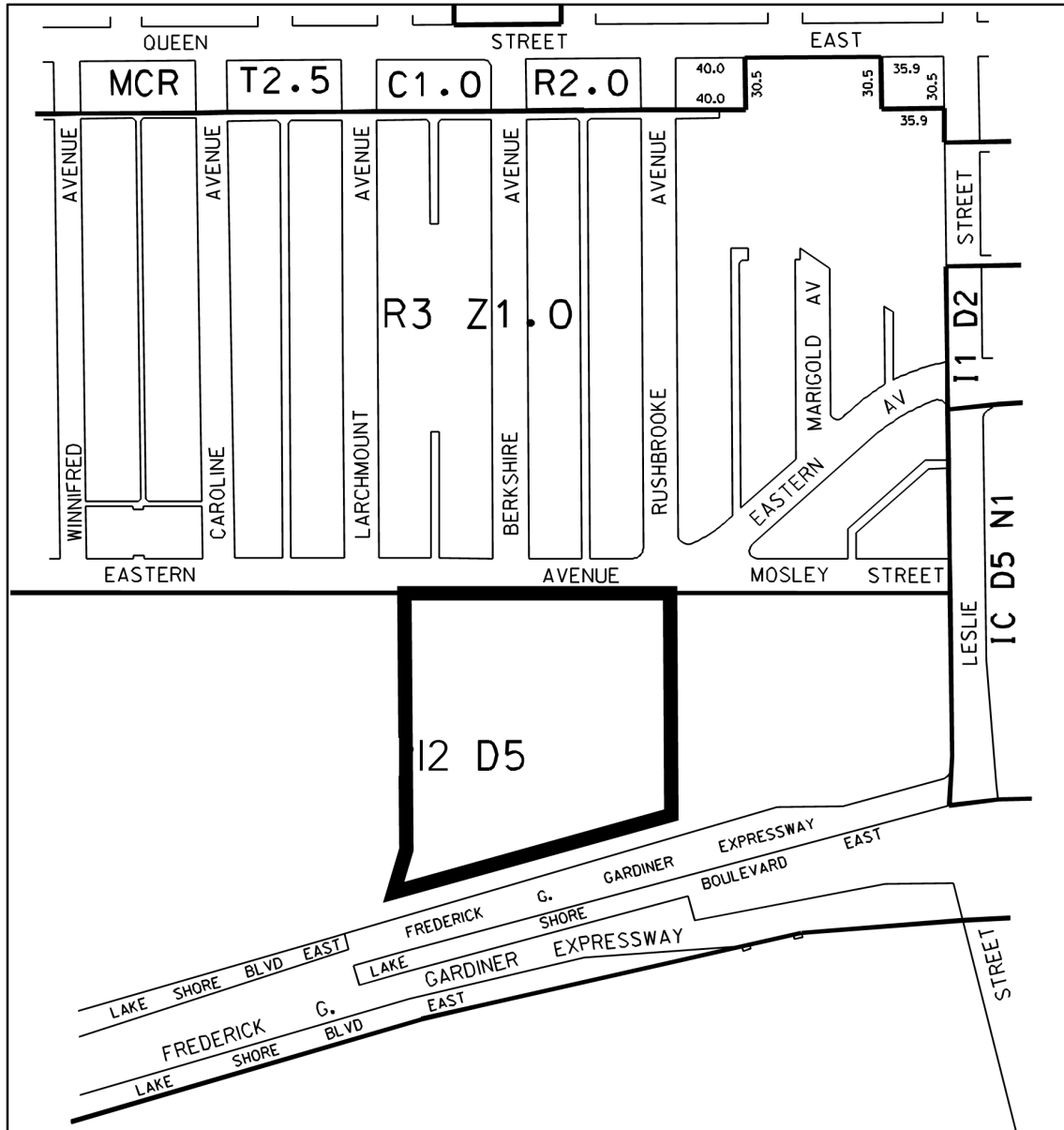
File # 17 137240 STE 30 0Z

- Site Location
- General Employment Areas
- Core Employment Areas



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05/16/2017

Attachment 5: Zoning (438-86)



Zoning By-Law No. 438-86

721 Eastern Avenue

File # 17137240 STE 30 OZ

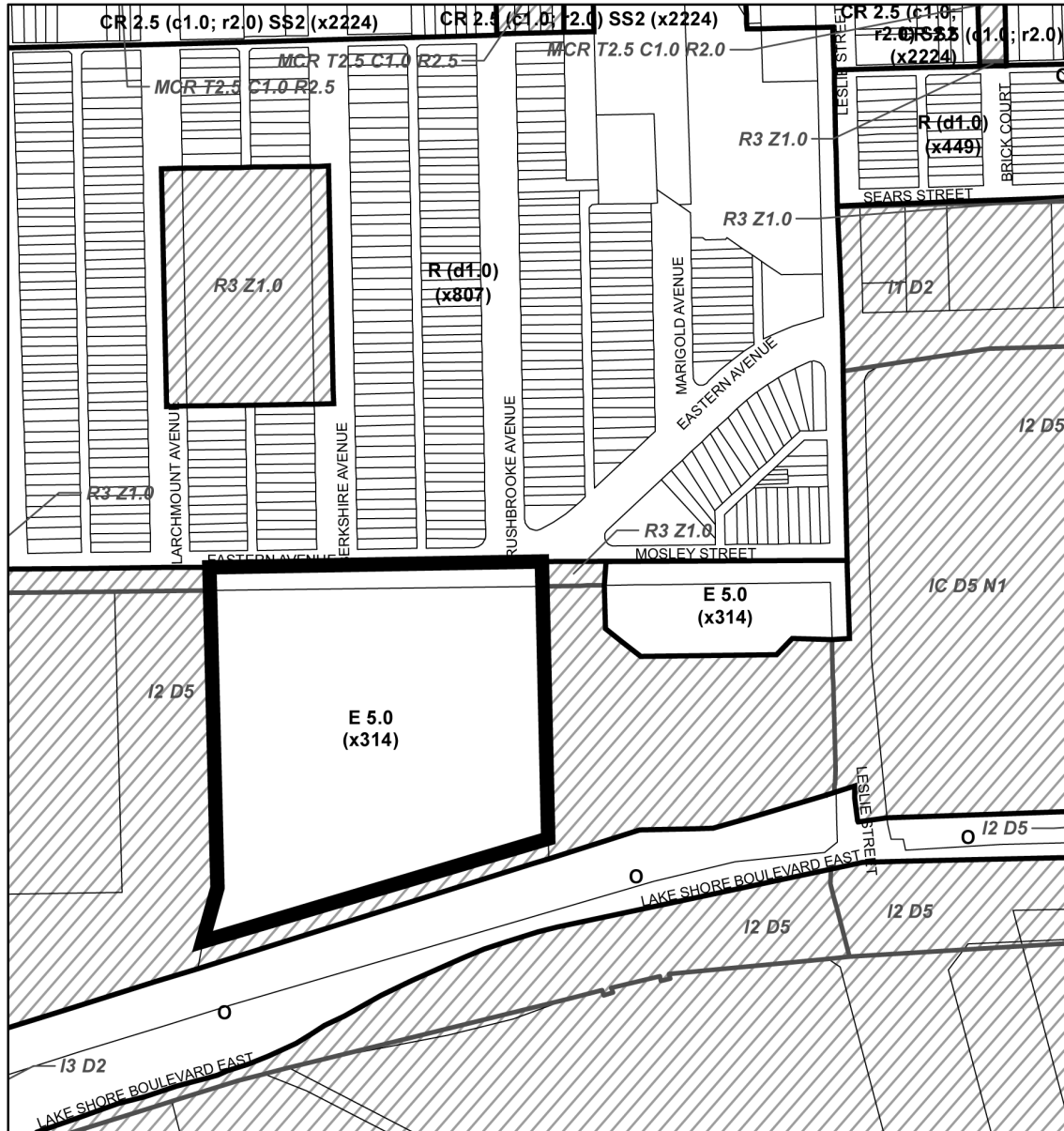
Location of Application

R Residential
CR Commercial Residential
E Employment Industrial
O Open Space
OR Open Space Recreation

R3 Residential District
MCR Mixed-Use District
I1 Industrial District
I2 Industrial District
I3 Industrial District
IC Industrial District

Not to Scale
 Extracted: 04/27/2017

Attachment 6: Zoning (569-2013)



Zoning By-Law No. 569-2013

721 Eastern Avenue

File # 17137240 STE 30 0Z

- Location of Application
- R** Residential
- CR** Commercial Residential
- E** Employment Industrial
- O** Open Space
- OR** Open Space Recreation

- See Former City of Toronto By-Law No. 438-86
- R3** Residential District
- MCR** Mixed-Use District
- I1** Industrial District
- I2** Industrial District
- I3** Industrial District
- IC** Industrial District

Not to Scale
 Extracted: 04/27/2017

Attachment 7: Rendered Perspective View



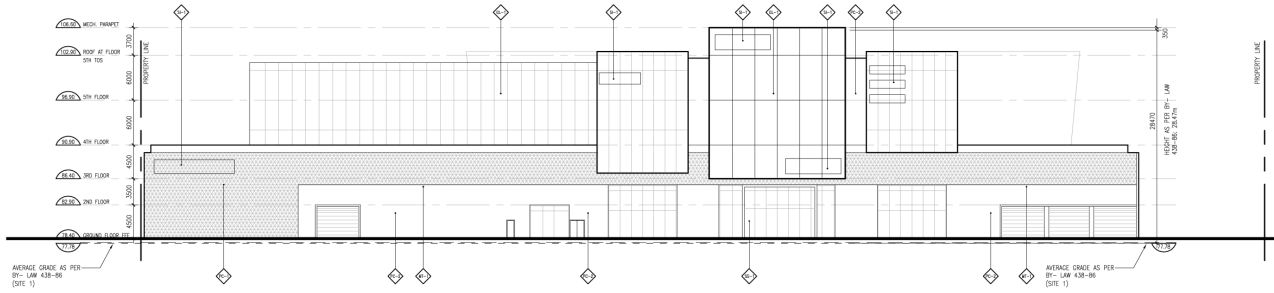
721 Eastern Avenue

File # 17 137240 STE 30 0Z

Perspective
Applicant's Submitted Drawing

Not to Scale
05/04/2017

Attachment 8: (Site 1) North and South Elevations



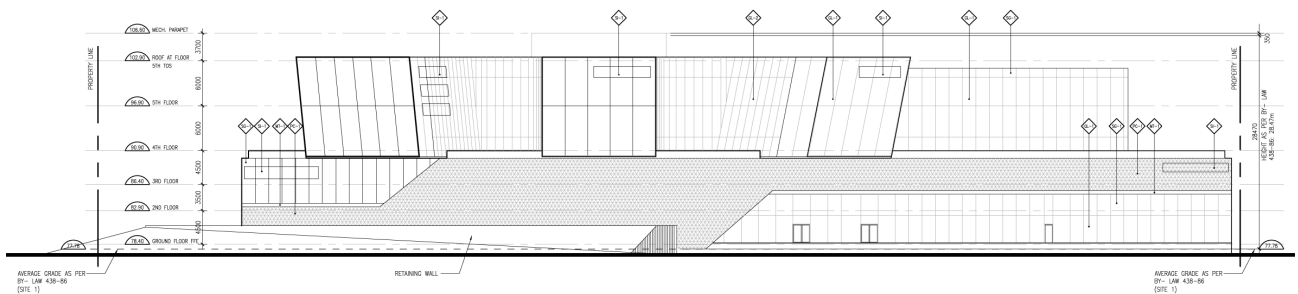
North Elevation

Applicant's Submitted Drawing

Not to Scale
05/01/2017

721 Eastern Avenue

File # 17 137240 STE 30 OZ



South Elevation

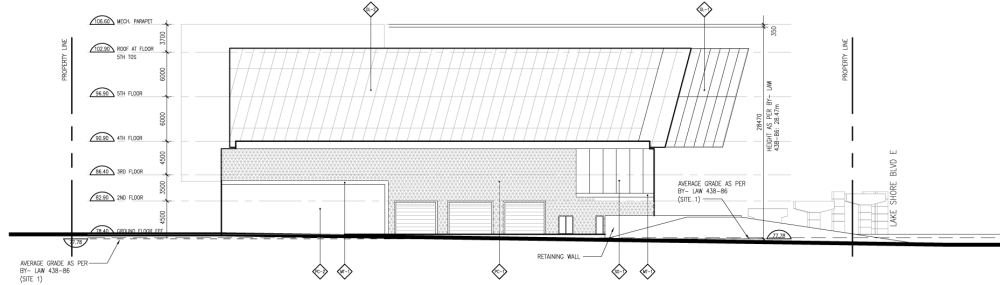
Applicant's Submitted Drawing

Not to Scale
05/01/2017

721 Eastern Avenue

File # 17 137240 STE 30 OZ

Attachment 9: (Site 1) West and East Elevations



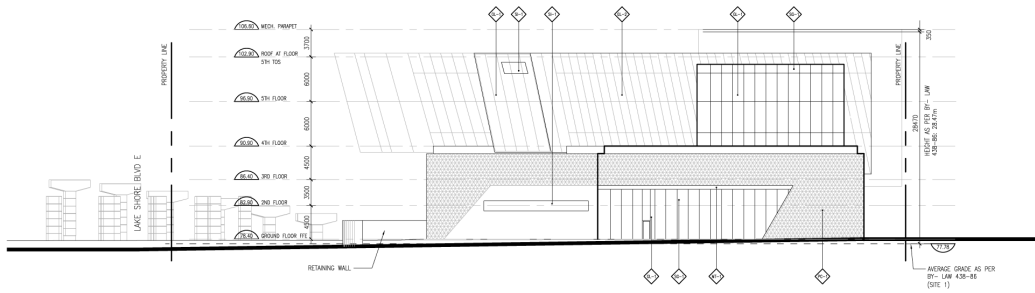
West Elevation

Applicant's Submitted Drawing

Not to Scale
05/01/2017

721 Eastern Avenue

File # 17 137240 STE 30 OZ



East Elevation

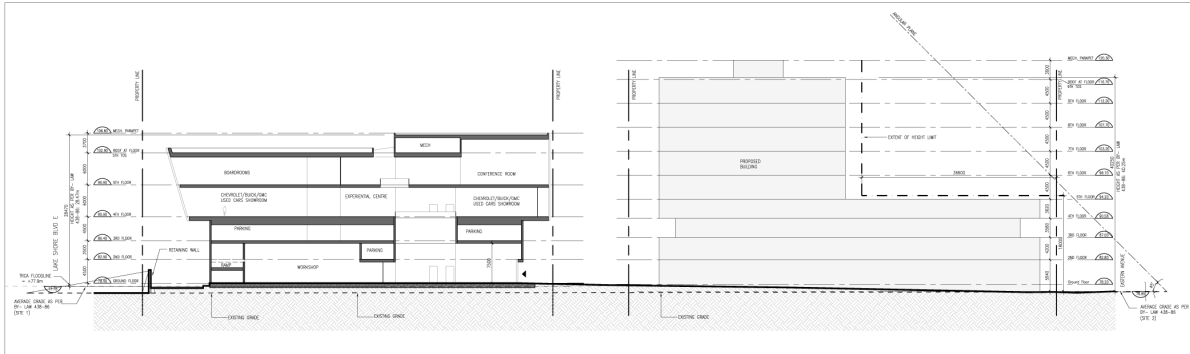
Applicant's Submitted Drawing

Not to Scale
05/01/2017

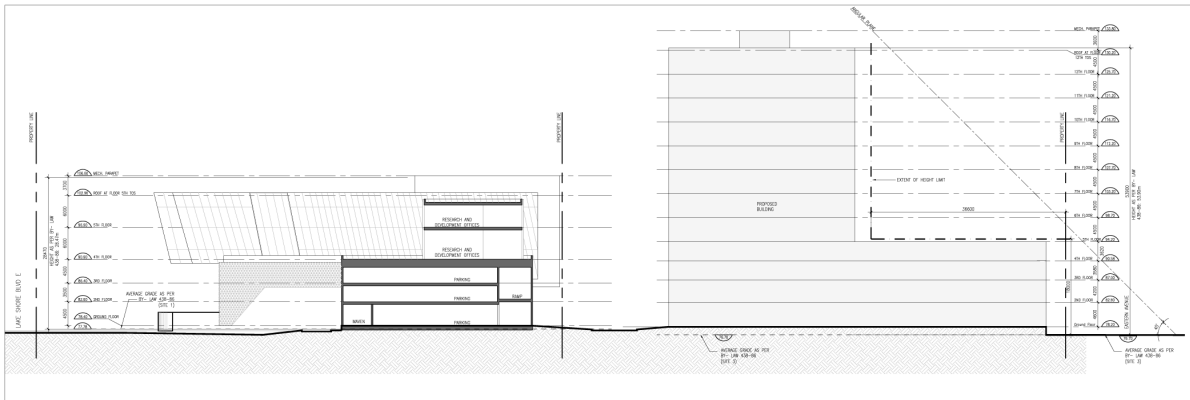
721 Eastern Avenue

File # 17 137240 STE 30 OZ

Attachment 10: (Site 1, 2, and 3) East Section



1 SECTION 1-1
SCALE 1/8" = 1'-0"



2 SECTION 2-2
SCALE 1/8" = 1'-0"

Sections

Applicant's Submitted Drawing

Not to Scale
05/01/2017

721 Eastern Avenue

File # 17 137240 STE 30 OZ

Attachment 11: Application Data Sheet

Application Type	Rezoning, Subdivision	Application Number:	17 137240 STE 30 OZ 17-137249 STE 30 SB
	Rezoning, Complex	Application Date:	March 31, 2017

Details

Municipal Address: 721 EASTERN AVE
 Location Description: PT TWP LOT 11 WATER LOT **GRID S3013

Project Description: Rezoning and subdivision to permit a 7-acre employment campus. The proposed development will support a total gross floor area of up to 82,000 m² of employment space across 3 development blocks, consisting of office, research and development, ancillary retail, and an auto dealership.

Applicant:	Agent:	Architect:	Owner:
Aird & Berlis LLP			General Motors of Canada Company

PLANNING CONTROLS

Official Plan Designation:	Employment Areas	Site Specific Provision:	
Zoning:	E5.0 (x314)	Historical Status:	
Height Limit (m):		Site Plan Control Area:	Yes

PROJECT INFORMATION

Site Area (sq. m):	23559.4	Height:	Storeys:	5-12
Frontage (m):	170.25		Metres:	Up to 54
Depth (m):	139.63			
Total Ground Floor Area (sq. m):	15214			Total
Total Residential GFA (sq. m):	0		Parking Spaces:	267
Total Non-Residential GFA (sq. m):	81,926		Loading Docks	4
Total GFA (sq. m):	81,926			
Lot Coverage Ratio (%):	65			
Floor Space Index:	3.48			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	0
Bachelor:	0	Retail GFA (sq. m):	11167
1 Bedroom:	0	Office GFA (sq. m):	49086
2 Bedroom:	0	Industrial GFA (sq. m):	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	21673
Total Units:	0		

CONTACT: PLANNER NAME: Paul Mulé, Senior Planner
TELEPHONE: (416) 392-1306