

1755 Steeles Avenue West – Zoning By-law Amendment and Lifting of a Holding Provision (H) Applications – Preliminary Report

Date: November 12, 2020

To: North York Community Council

From: Acting Director, Community Planning, North York District

Wards: Ward 6 - York Centre

Planning Application Number: 20 210682 NNY 06 OZ & 20 210843 NNY 06 OZ

Listed Heritage Building(s) on Site: Yes

Current Use(s) on Site: The site contains employment uses consisting of a large medical manufacturing and research campus (Sanofi Pasteur) comprised of over forty buildings and surface parking.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the applications located at 1755 Steeles Avenue West. The rezoning application proposes a private wastewater treatment facility on the site aimed at reducing water consumption and sanitary discharge. The lifting of the hold application proposes to remove the holding provision with respect to the infrastructure required to service the site. Staff are currently reviewing the applications. They have been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the applications with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the applications located 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 application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

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 in former City of North York Zoning By-law 7625 from RM1 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>

On July 4, 2017 City Council approved an application to construct a 15,660 square metre manufacturing and office building on the south portion of the campus (File Nos. 16 245598 NNY 10 OZ & 16 245607 NNY 10 OZ). The application also amended the holding provision in the zoning by-law with respect to the infrastructure required to service the site; it allowed development on Blocks B and F to proceed prior to lifting of the holding provision. City Council's decision and By-law 1081-2017 can be found at <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.NY23.8>

ISSUE BACKGROUND

Application Description

This application proposes to amend the existing site-specific zoning by-law for the property at 1755 Steeles Avenue West to permit an approximately 2400 square metre private wastewater treatment facility on the site. The purpose of the building is aimed at reducing the water consumption and sanitary discharge of the overall campus. The application also intends to lift the holding provision in the site-specific zoning by-law with regards to servicing.

Detailed project information is found on the City's Application Information Centre at: <https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachment 1 of this report, for a three dimensional representation of the project in context.

Provincial Policy Statement and Provincial Plans

Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on August 28, 2020. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2020) establishes policies that require implementation through a Municipal Comprehensive Review ("MCR"), which is a requirement pursuant to Section 26 of the Planning Act.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space, and better connected transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- Minimizing the negative impacts of climate change by undertaking stormwater 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.

The Growth Plan (2020), builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2020) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. In accordance with Section 3 of the Planning Act all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan (2020). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2020).

Planning for Provincially Significant Employment Zones

The Growth Plan (2020) contains policies pertaining to provincially significant employment zones (PSEZs). PSEZs are areas defined by the Minister of Municipal Affairs and Housing for the purpose of long-term planning for job creation and economic development. The site is located in a PSEZ.

Toronto Official Plan Policies and Planning Studies

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from The Planning Act of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The current application is located on lands shown as *Employment Areas* on Map 2 of the Official Plan and *Core Employment Areas* on Land Use Map 16. These areas are places for economic and business activities and permitted uses include manufacturing, processing, research and development facilities and office.

The proposal is within a *Natural Heritage Area* as identified on Map 9 of the Official Plan. Development is generally not permitted in these areas except when the underlying land use designation provides for development, as is the case for this site. In those instances, development will recognize the natural heritage values and potential impacts, minimizing adverse impacts when possible.

Zoning By-laws

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 (H) 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 a 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 and additions to a maximum of ten percent of the area of the building.

In order to construct a larger building or addition, 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> and was amended by By-law 1081-2017 which is available here: <https://www.toronto.ca/legdocs/bylaws/2017/law1081.pdf>.

The site is not subject to city-wide Zoning By-law 569-2013.

Design Guidelines

The following design guidelines will be used in the evaluation of this application:

- Bird Friendly Guidelines
- 'Greening' Surface Parking Lots
- Bird Effective Lighting

The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has been submitted (File No. 20 210685 NNY 06 SA).

COMMENTS

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 the limits of Block A.

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 southern portion of the site.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

Built Form, Planned and Built Context

The Built Form policies of the Official Plan require that new development be organized to fit within its existing context and to limit its impact on open spaces; buildings should be massed to frame streets and open spaces. While the building is internal to the site, it is accessed by pedestrians and vehicles along a drive driveway which it should properly address. New development is also required to organize parking and service areas to minimize their impact and in such a way as to improve safety for vehicles and pedestrians. The proposed building is also located in a vegetated area adjacent to a ravine area. As such, staff will review the building to ensure its design meets the Bird Friendly Guidelines.

Staff are reviewing the proposal against the Built Form policies of the Official Plan and reviewing the shadowing impacts identified in the submitted Sun/Shadow Study.

Ravine Protection

The site is located within a Toronto and Region Conservation Authority (the "TRCA") Regulated Area and within the City of Toronto Ravine and Natural Feature Protection By-law area. The proposal is subject to review by the TRCA and includes infrastructure improvements off-site within the TRCA owned lands.

The applications have been circulated to the Urban Forestry Division and the TRCA for comment.

Natural Heritage Protection

The proposal is within a *Natural Heritage Area* as identified on Map 9 of the Official Plan. As part of the application, the applicant has submitted a scoped Natural Heritage Impact Study which identifies tree removal, encroachment into ravine-designated lands and TRCA-owned lands, and loss of permeable ravine land as the impacts of the proposal. The submitted study has been circulated to city divisions and the TRCA for review and comment.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The Arborist Report submitted by the applicant indicates that one regulated tree will need to be injured as a result of constructing the proposed building and forty-eight regulated trees will need to be removed. The applicant is proposing to relocate eighteen trees on-site.

The submitted Arborist Report and Tree Preservation Plan are under review by the TRCA and City staff.

Heritage Impact & Conservation

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 as the proposed building is adjacent to Building 18 and the assessment 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>

Infrastructure/Servicing Capacity

As discussed earlier in this report, the south portion of the site is subject to a holding provision to ensure sufficient private and municipal infrastructure is in place to service the site. The applicant has filed an application to remove the holding provision and has submitted a number of engineering reports to demonstrate how the south portion of the site may be serviced.

Staff are reviewing the submitted engineering reports to determine if removing the holding provision from the south portion of the lands is appropriate.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard ("TGS"). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives intended to advance the City's objectives for resilience and to achieve net-zero emissions by 2050 or sooner. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant has indicated that they will meet the Tier 1 standards of the TGS and have submitted the TGS Checklist which is being reviewed by staff to ensure compliance with those performance measures.

Other Matters

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

CONTACT

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SIGNATURE

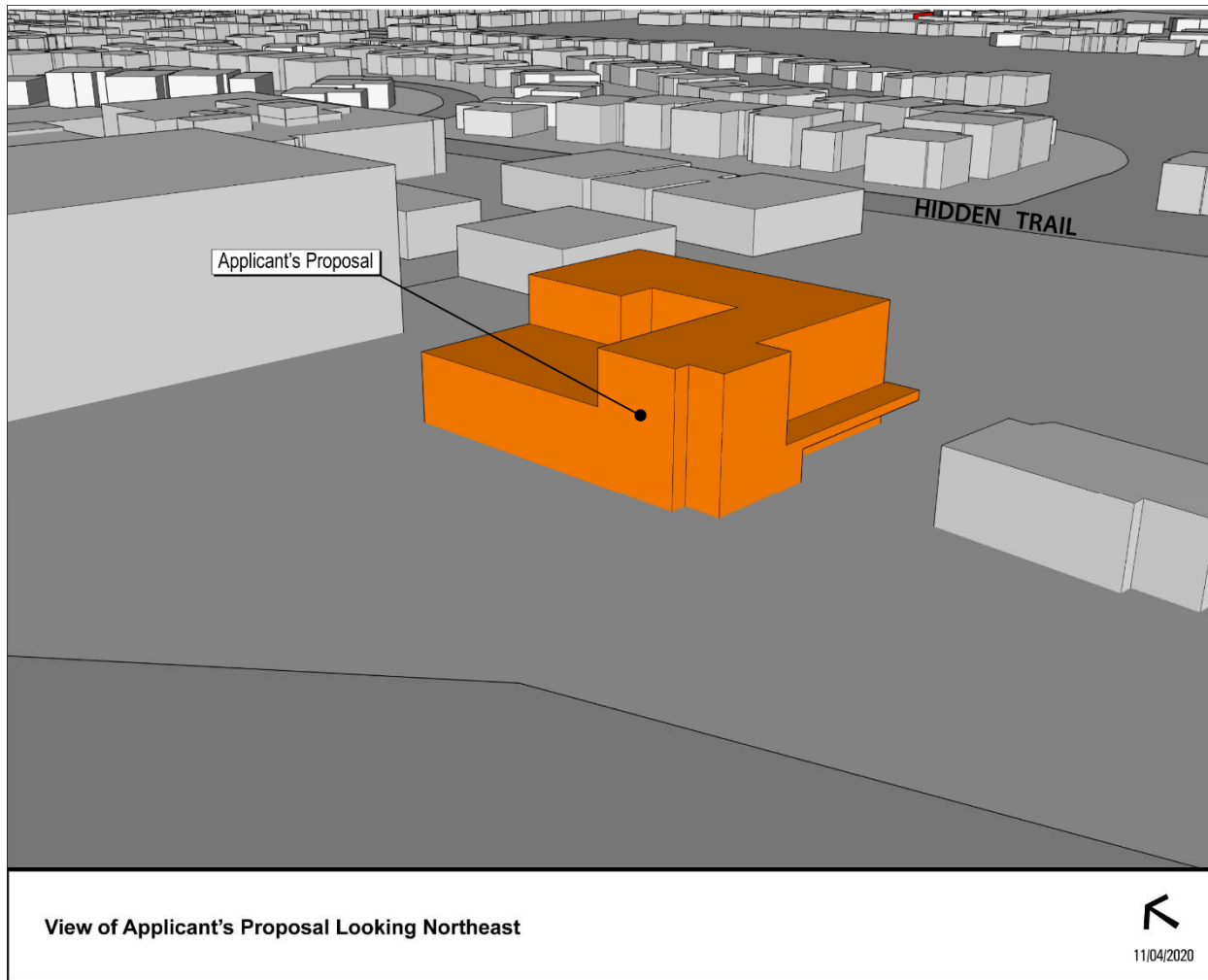
John Andreevski, Acting Director
Community Planning, North York District

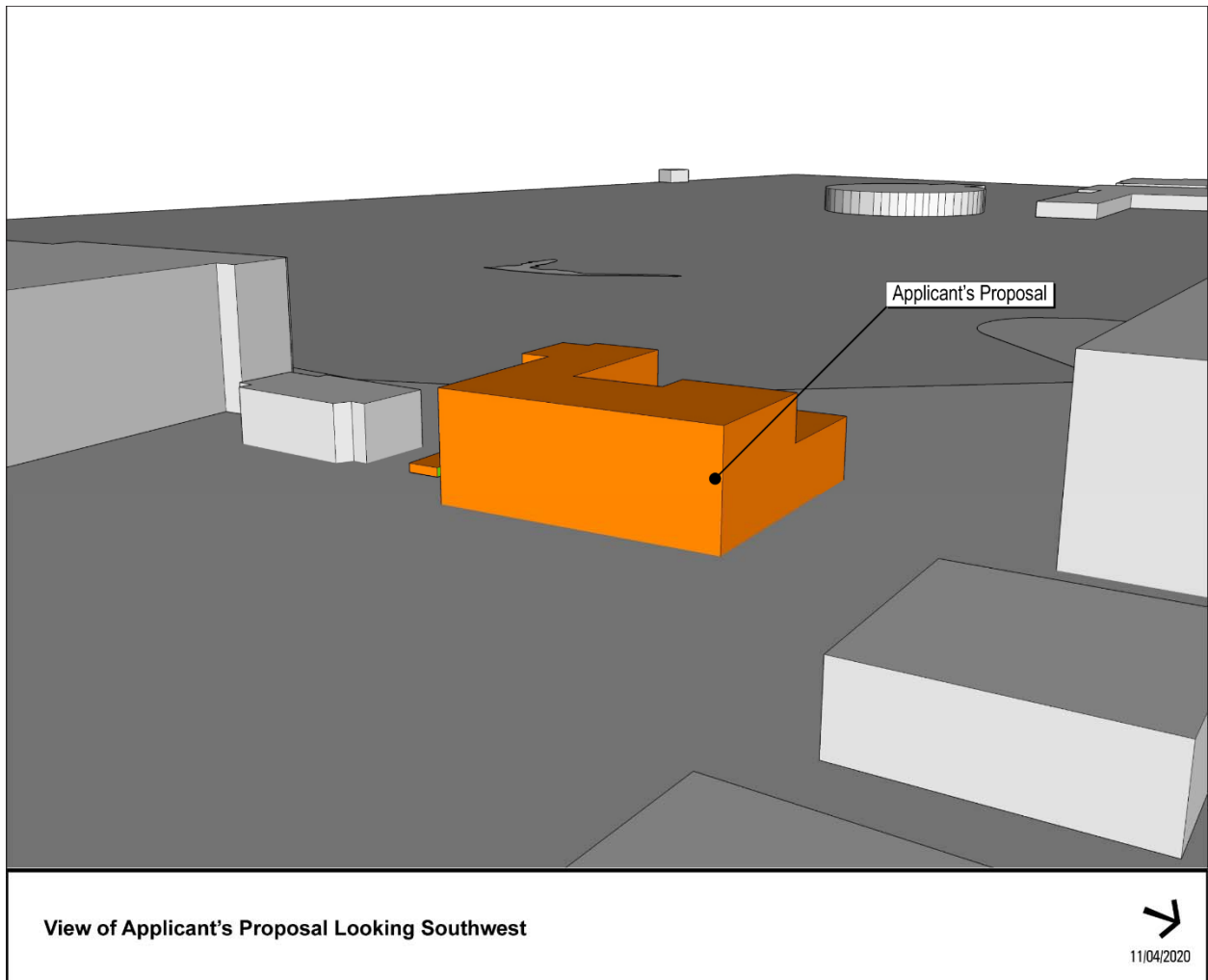
ATTACHMENTS

City of Toronto Drawings

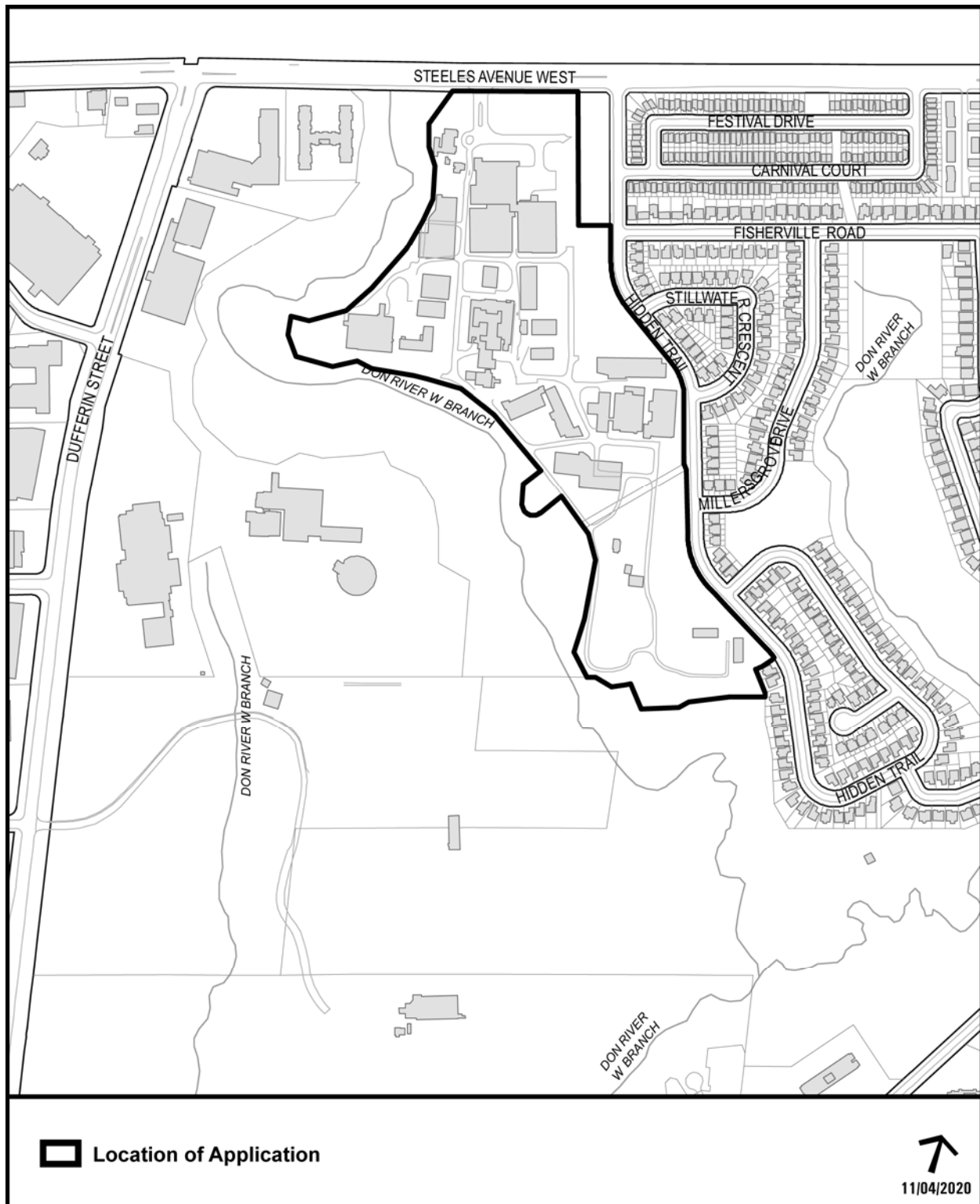
Attachment 1: 3D Model of Proposal in Context
Attachment 2: Location Map
Attachment 3: Overall Site Plan & Detailed Site Plan
Attachment 4: Official Plan Map
Attachment 5: Zoning Map By-law 7625

Attachment 1: 3D Model of Proposal in Context

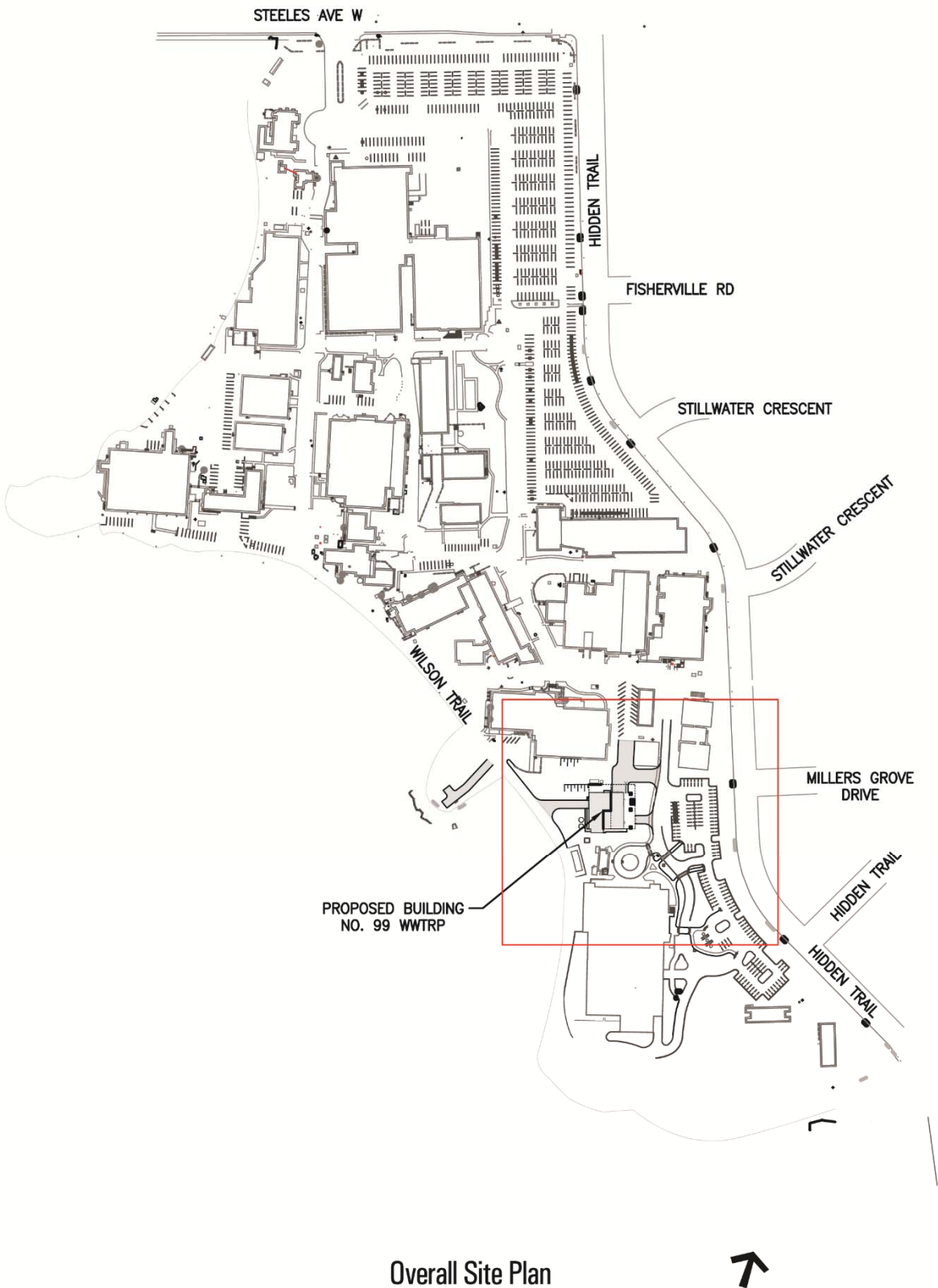


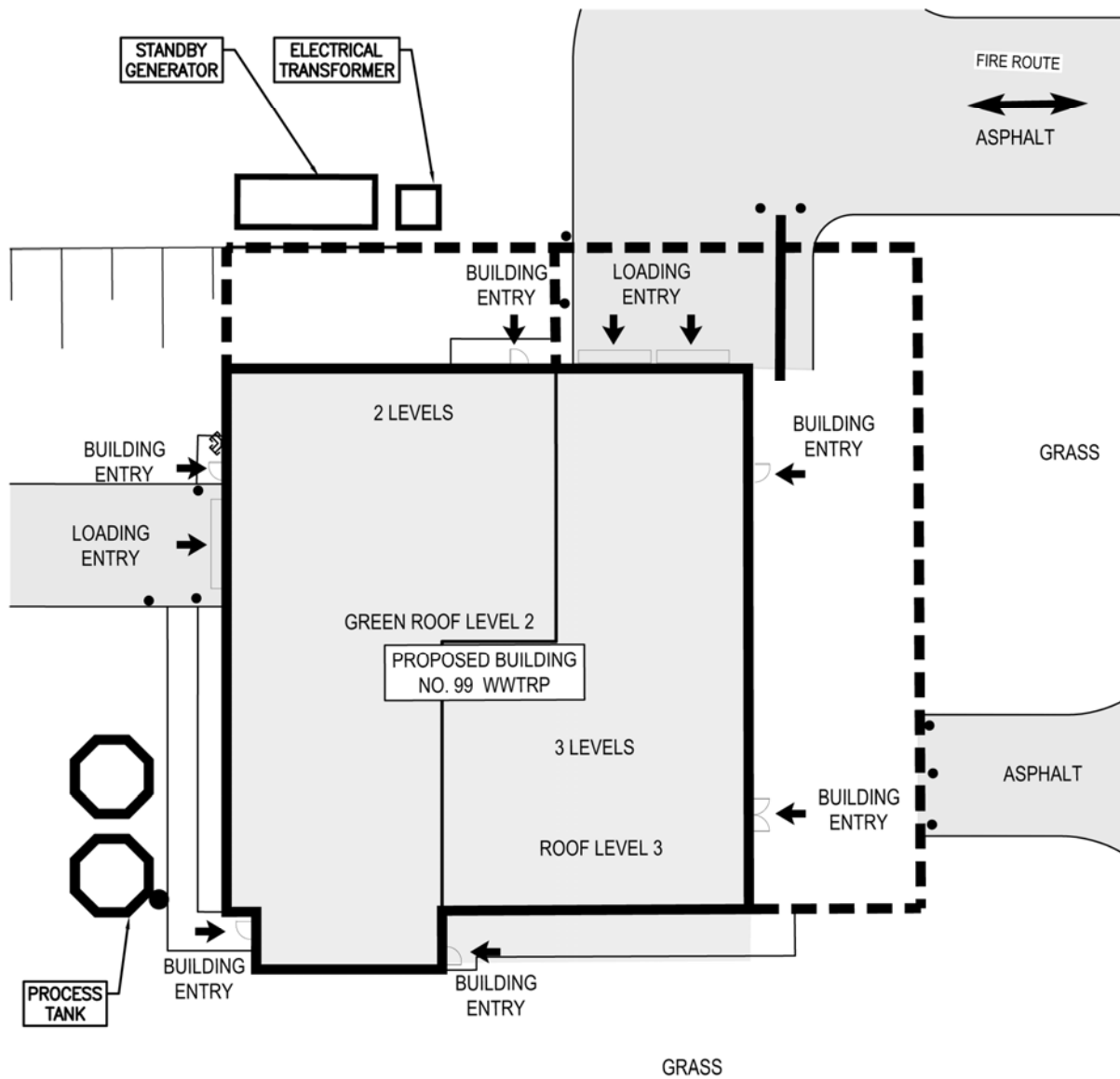


Attachment 2: Location Map



Attachment 3: Overall Site Plan and Detailed Site Plan

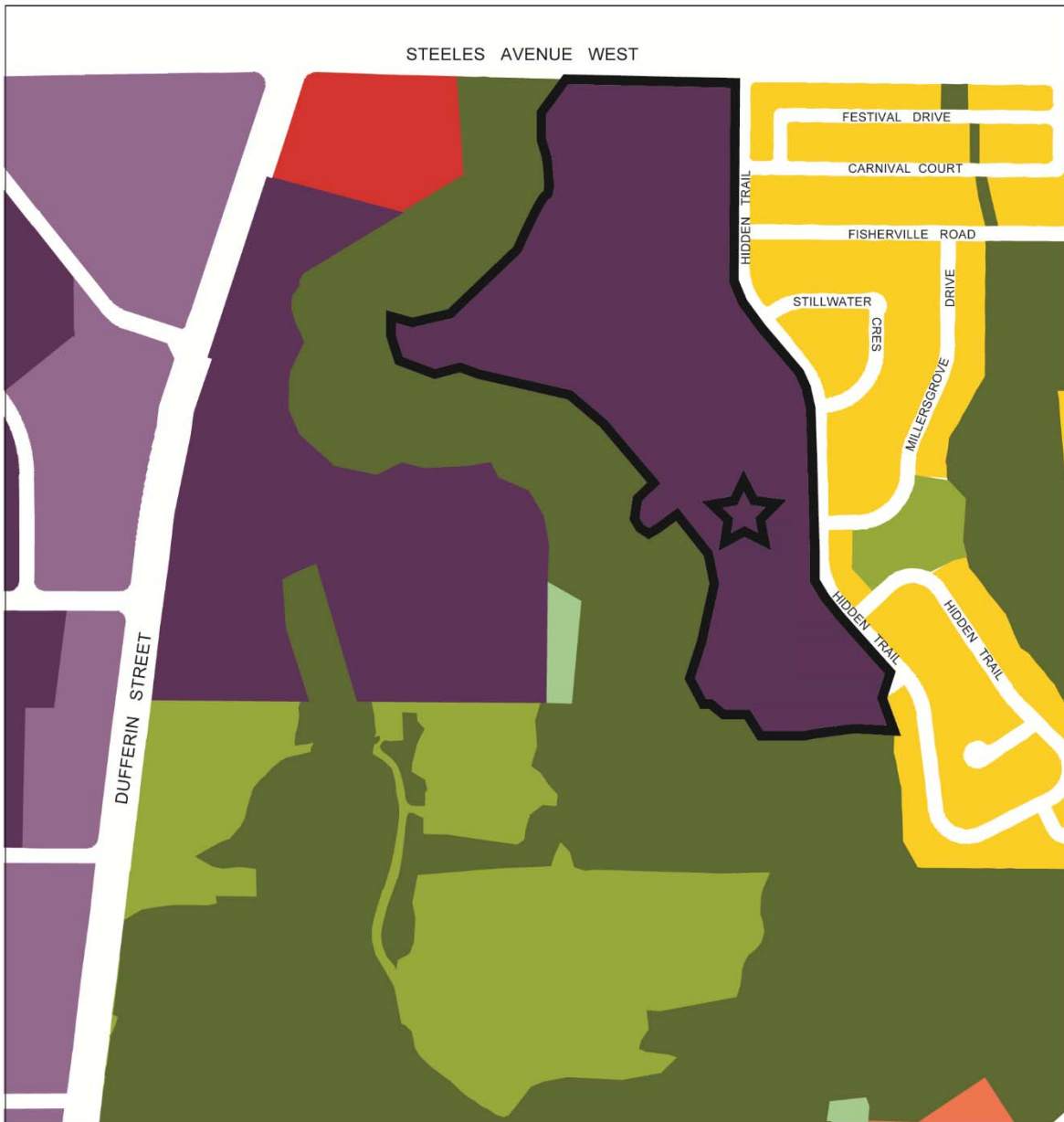




Site Plan



Attachment 4: Official Plan Map



1755 Steeles Avenue West

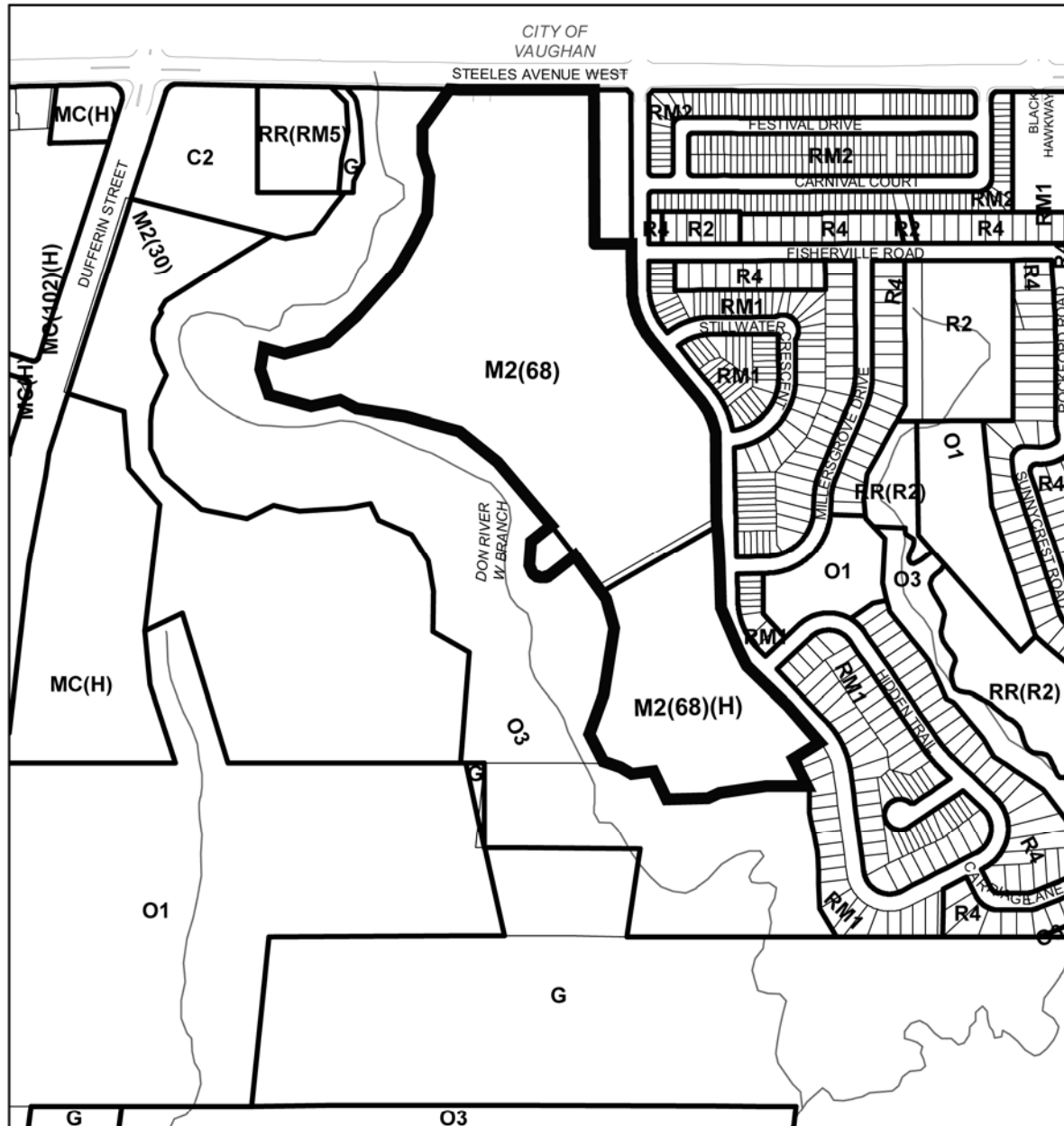
Official Plan Land Use Map #16

File # 20 210682 NNY 06 02
File # 20 210843 NNY 06 02

	Location of Application		Natural Areas		General Employment Areas
	Neighbourhoods		Parks		Core Employment Areas
	Apartment Neighbourhoods		Other Open Space Areas		
	Mixed Use Areas				

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Not to Scale
11/04/2020

Attachment 5: Zoning Map By-law 7625



Zoning By-law 7625

1755 Steeles Avenue West

File # 20 210682 NNY 06 02

File # 20 210843 NNY 06 02



Location of Application

RR Rural Residential Zone
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

C2 Local Shopping Centre Zone
M2 Industrial Zone Two
MC Industrial-Commercial Zone
O1 Open Space Zone
O3 Semi-Public Open Space Zone
G Greenbelt Zone



Not to Scale
Extracted: 11/04/2020