

**1755 Steeles Avenue West
Official Plan and Zoning By-law Amendment Application
Preliminary Report**

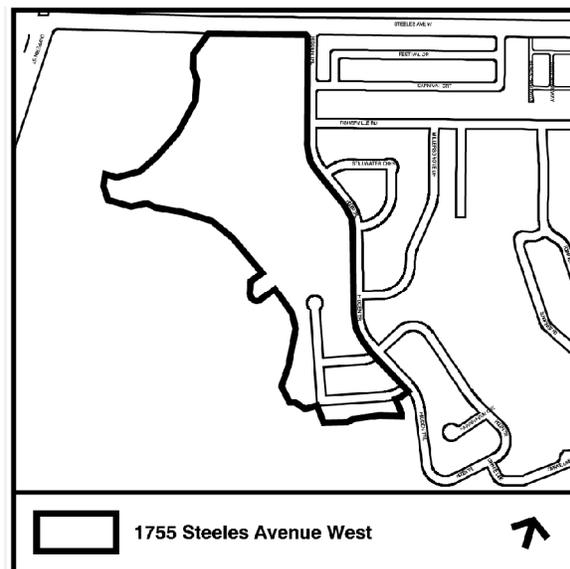
Date:	May 28, 2010
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning Division
Wards:	Ward 10 – York Centre
Reference Number:	Pg10042 (File No: 10 120879 NNY 10 OZ)

SUMMARY

This application was submitted on February 19, 2010 and is subject to the new provisions of the *Planning Act* and the *City of Toronto Act, 2006*.

The northern portion of 1755 Steeles Avenue West is currently occupied by Sanofi Pasteur and is used for medical research and vaccine manufacturing. The southern portion of the property is mostly undeveloped despite being designated *Neighbourhoods* and zoned for medium density residential uses dating back to a previously approved Plan of Subdivision. This application proposes to amend the Official Plan and Zoning By-law to permit employment uses across the entire property to facilitate the expansion of the existing industrial campus.

The lands at 1755 Steeles Avenue West that are currently designated *Employment Areas* by the Official Plan are identified on the Plan’s Urban Structure Map (Map 2) as part of an *Employment District*. The proposed redesignation of the southern portion of the property from *Neighbourhoods* to *Employment Areas* could alter the boundary of the identified *Employment District*.



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

It is intended that a community consultation meeting be scheduled by staff in consultation with the Ward Councillor for June, 2010. A Final Report and Public Meeting under the *Planning Act* to consider this application is targeted for the first quarter of 2011 provided the required information is submitted by the applicant in a timely manner.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting 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

The lands proposed to be redesignated and rezoned formed part of a residential subdivision approved by the former City of North York in 1978 described as Registered Plan Number M-1858 and M-1859. The original approval included the lands subject to this application, as well as lands south of Fisherville Road west of a green belt that is part of G.Ross Lord Park that were mostly vacant and owned by Connaught Laboratories Ltd. Connaught partnered with Bramelea Ltd. to propose a residential subdivision of the lands including a mix of single and semi-detached dwellings fronting six new public roads and a park. The registration of the Subdivision Agreement in 1979 conveyed all right-of-ways, parkland, easements and reserves to the City of North York required to facilitate the layout of the new residential lots.

Phase 1 of the subdivision (M-1858 and the southern portion of M-1859) along Stillwater Crescent, Millersgrove Drive, Fawhaven Court and Hidden Trail was constructed as proposed but Phase 2 of the subdivision (the northern portion of M-1859) was not (see Attachment 1). The Phase 2 lands form the southern portion of 1755 Steeles Avenue West and are the subject of the current application for redesignation and rezoning.

In 1982, to allow for the municipal services in Phase 1 to be assumed by the City, North York City Council approved a request from Bramelea to amend the subdivision agreement for Plans M-1858 and M-1859 to permit the development of the subdivision in two phases with two separate subdivision agreements. The agreement governing Phase 2

was never executed, and the lands remain subject to the original 1979 Agreement. Two unconstructed and untravelled City-owned right of ways (Mockingbird Crescent and Jacobs Gate), as well as all easements and reserves that were part of the original subdivision approval also remain within the lands subject to this application.

Pre-Application Consultation

Two pre-application meetings were held with the applicant to discuss complete application requirements and address process issues relating to the underlying plan of subdivision.

ISSUE BACKGROUND

Proposal

The applicant is proposing to redesignate the southern portion of 1755 Steeles Avenue West from *Neighbourhoods* to *Employment Areas* to provide for the expansion of the existing employment uses on the northern portion of the site. The applicant also proposes to rezone the southern portion of the lands for employment use by extending the existing M2(68) zoning permission from the northern portion of the site to the entire property.

The applicant has provided a conceptual block plan (see Attachments 1 and 2) indicating three future buildings on the southern portion of the site, two of which are proposed for research purposes and the third for vaccine manufacturing. The gross floor area of these buildings is 82,000m². These buildings are organized along an extension of an internal private service road. The northern most building is proposed to have a height of 4 storeys while the other two buildings are indicated as 3 storeys in height.

The expansion of the industrial campus onto the southern portion of the property would continue to rely on the single vehicular access point on Steeles Avenue West that services the entire site. A surface parking lot providing 339 additional parking spaces is proposed on the eastern part of the subject lands adjacent to Hidden Trail. This parking lot would be connected to the existing parking lot by a two lane private driveway. Conceptual landscape plans submitted indicate a significant landscape buffer is proposed between the surface parking lot and Hidden Trail.

Site and Surrounding Area

The site is located on the south side of Steeles Avenue West, west of Dufferin Street. It has a frontage of 209m on Steeles Avenue West and is irregularly shaped bounded by Hidden Trail on the east and a greenbelt and trail associated with G.Ross Lord Park along the West Branch of the Don River on the west. The total area of the property is approximately 22 hectares (54 acres). The lands requiring redesignation and rezoning to permit the expansion of employment uses onto the southern portion of the property have an area of 5.7 hectares.

Significant medical manufacturing and research facilities are historically connected with the site. The property was established as a medical research facility by the University of Toronto in 1914 in the backyard of a farmhouse on the property. The first two permanent

buildings for medical research were opened in 1917, constructed as part of a gift to the University from Colonel Albert E. Gooderham. The site was owned by the University until 1972 when the laboratories were purchased by the Canadian Development Corporation (a federal Crown corporation). The site is currently owned by Sanofi Pasteur, the vaccines division of the Sanofi-Aventis Group, the world's largest manufacturer of human vaccines.

The existing employment uses on site are housed in over 30 low scale buildings ranging in height from one to five storeys in a landscaped setting (see Attachment 1). Approximately 1,100 people are employed on site. The buildings are accessed by an interior circulation system of private driveways and walkways. A number of these buildings are of historical and cultural significance and the property is listed on the City's Heritage Property Inventory.

Numerous employment uses take place within the campus including vaccine manufacturing, medical research and development, warehousing and ancillary office uses related to site administration. The site is accessed from a single driveway off Steeles Avenue West and a large surface parking lot containing 845 parking spaces occupies the northeast corner of the property. A security fence encircles the property, and all vehicular and pedestrian traffic is directed to security checkpoints prior to entering the campus.

Surrounding land uses are as follows:

North: across Steeles Avenue West, single detached dwellings fronting Burrows Street in the City of Vaughn.

East: across Hidden Trail, single and semi-detached dwellings fronting Hidden Trail and numerous side streets.

South: valley lands forming part of G.Ross Lord Park.

West: across the valley lands forming part of G.Ross Lord Park, institutional uses (University of Toronto Institute for Aerospace Studies) and employment uses fronting Dufferin Street.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and protecting public health and safety. City Council's planning decisions are required 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, 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 northern portion of the property is designated *Employment Areas* by the Official Plan as illustrated in Attachment 3 which provides for a broad range of employment uses. These lands also form part of an *Employment District* in the Urban Structure Plan (Map 2 of the Official Plan). *Employment Districts* are one of the areas in the City to which the Official Plan directs growth, and are to be protected and promoted to create globally competitive locations to attract additional employment to the City. These areas are to be attractive and function well to facilitate broad economic activity. Transit use for employment uses is encouraged through the development of Traffic Demand Management (TDM) strategies. Development adjacent to *Employment Districts* is directed by the Official Plan to be appropriately designed and buffered or separated from industrial uses as necessary to mitigate adverse effects.

The southern portion of the property, which is the subject of this application, and the lands across Hidden Trail are designated *Neighbourhoods* which provides for low scale residential uses up to 4 storeys in height. Intensification of lands near *Neighbourhoods* is to be carefully controlled so that these low scale residential uses are protected from negative impact.

Lands to the west of the property form part of the Natural Heritage System identified on Map 9 of the Official Plan. Development is generally not permitted within the Natural Heritage System, although where the underlying land use does permit it, the Plan requires development to recognize the natural heritage values and ecosystems present and minimize adverse impact while restoring and enhancing the natural area. The Plan requires development to be set back 10m from the top of bank of valleys, ravines, bluffs and other erosion areas. Development within the Natural Heritage System must address the impacts on and identify mitigation measures for terrestrial habitat, watercourse and hydrologic features, riparian areas and vegetation.

Zoning

The northern portion of 1755 Steeles Avenue West is zoned Industrial Zone Two, Exception 68 – M2(68). This zoning permits the broad range of commercial, institutional and light industrial uses, including the manufacturing uses permitted in the M2 zone, with the exception that the only uses permitted within 70m of any lot in an R or RM zone shall be the uses permitted in the M1 zone. Heavy industrial/manufacturing uses including abattoirs, auto wrecking yards, petrochemical refineries, chemical or paint manufacturing and waste incinerators are specifically excluded from M1 and M2 zones. A maximum floor space index of 1.0 is permitted, with limitations on office and retail uses. There is no specific height limit in an M2 zone.

The southern portion of the property is zoned Multiple-Family Dwelling First Density Zone (RM1) which permits multiple attached dwellings, single detached dwellings and

any use permitted in an R4 zone. The maximum building height in an RM1 zone is the lesser of 9.2m or three storeys.

Site Plan Control

The proposed future buildings would require applications for Site Plan Control approval. As part of the review of the Official Plan and Zoning By-law Amendment application, a master plan and urban design guidelines are being contemplated to assist in the future evaluation of Site Plan Control applications for individual buildings.

Underlying Plan of Subdivision

The underlying plan of subdivision for the lands subject to this application was created in 1979 with the registration of the Subdivision Agreement between Bramlea Ltd./Connaught Laboratories Ltd. and the former City of North York. With the registration of the agreement, two municipal right-of-ways (Mockingbird Crescent and Jacobs Gate) were conveyed to the former City of North York as well as the required easements and reserves to facilitate the subdivision of land for residential development.

The residential development was never constructed, however, the right of ways remain in public ownership within the site. As part of this application under the *Planning Act*, the applicant is requesting the unconstructed and untraveled right-of-ways, and various reserves and easements in favour of the City, be undone and returned to the owner. As required by the *City of Toronto Act*, Section 213 of the Toronto Municipal Code contains policies with respect to the City's sale and other disposition of land.

Heritage Preservation

The property at 1755 Steeles Avenue West contains a number of buildings listed on the City of Toronto's Inventory of Heritage Properties. These buildings have been identified for their cultural heritage value and their contribution to the evolution of the site in its continued use relating to medical research and manufacturing.

The lands which are the subject of the rezoning application contain a red brick semi-detached house, known as Building #18, which is listed on the Inventory of Heritage Properties. This building was designed by well-known architect F. Hilton Wilkes and was constructed in 1929 as residential staff housing. In 1933 the building was recognized with an award at the Toronto Chapter Exhibition of Architecture and Allied Arts. It is currently being used by the owner of the property for office uses.

The concept block plan submitted by the applicant as part of the application could require the demolition of Building #18. A Heritage Impact Assessment has been submitted which indicates that Building #18 will be impacted. This assessment will be reviewed by Heritage Preservation staff.

Ravine Control By-law

The application is subject to the City of Toronto Ravine Control By-law and portions of the property fall within a Toronto and Region Conservation Authority area of interest. Portions of the site fall also fall within the Natural Heritage System identified on Map 2

of the Official Plan. An environmental impact statement and arborist report have been submitted.

Tree Preservation

The application is subject to the City of Toronto Private Tree By-law and a tree inventory and arborist report has been submitted.

Reasons for the Application

An application to amend the Official Plan is required as the *Neighbourhoods* designation does not permit the proposed employment uses. An application to amend the Zoning By-law is required to permit the proposed expansion of light manufacturing and medical research facilities onto the subject lands.

COMMENTS

Application Submission

The following reports and studies were submitted with the application:

- Topographical Survey and Context Plan
- Plan of Subdivision M-1859 indicating lands subject to this application
- Proposed Master Plan and Concept Site and Landscape Plans
- Planning Rationale Report
- Arborist Report
- Servicing and Utility Plans
- Traffic Impact and Parking Study
- Master Stormwater Management Report
- Environmental Impact Statement (including Natural Heritage Impact Study)
- Urban Design Principles Plan

A notification of complete application was issued on March 19, 2010.

Issues to be Resolved

The applicant will be required to review and comply with the mandatory Tier 1 requirements of the Toronto Green Standard for low-rise non-residential development which came into force and effect on January 31, 2010.

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

1. The appropriateness of expanding the light industrial permissions in proximity to the low scale residential uses adjacent to the subject lands.
2. The appropriateness of altering the existing boundary of the Employment District on the Urban Structure Map of the Official Plan to encompass any additional lands for employment uses.
3. The appropriate envelope for development on site as it relates to:

- a. the provision of appropriate setbacks for employment uses from the natural areas to the west and south;
 - b. the provision of appropriate setbacks for employment uses from low scale, stable residential uses to the east;
 - c. the extent to which driveways, parking and circulation space may encroach into setbacks, particularly those for the natural areas; and
 - d. the ability to provide appropriate buffering and screening of driveways, parking and servicing areas from the public realm and stable residential uses.
4. Shadow, overlook, noise and privacy impacts on surrounding low scale residential uses.
 5. Appropriate development controls and a ravine stewardship program for lands within the Natural Heritage System and those subject to the Ravine Control By-law to minimize negative impacts on the adjacent valley lands.
 6. Impacts from the proposed development on Building 18, a listed heritage resource.
 7. Appropriate parking standards for the employment uses and providing sufficient Travel Demand Management practices and other measures to minimize the amount of surface parking while still adequately servicing the site.
 8. Master plan and urban design guidelines for the entire campus to aid in the evaluation of future site plan control applications required.
 9. The appropriate mechanisms to address the applicant's request to void an existing subdivision agreement and deregister the existing underlying plan of subdivision.

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

CONTACT

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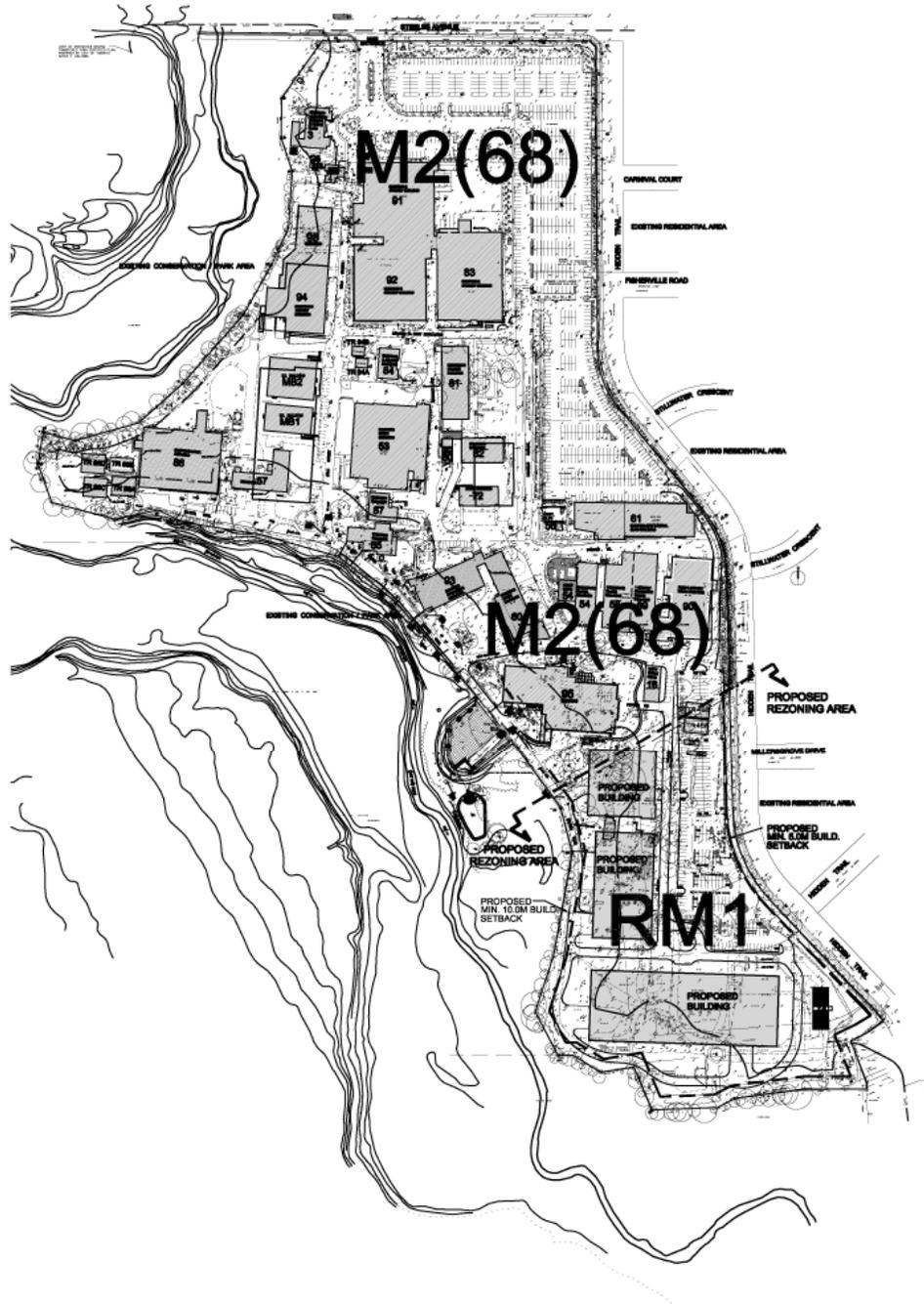
SIGNATURE

Gary Wright, Chief Planner and Executive Director
City Planning Division

ATTACHMENTS

Attachment 1: Context Block Plan
Attachment 2: Block Plan, Lands Subject to Application
Attachment 3: Official Plan
Attachment 4: Zoning
Attachment 5: Application Data Sheet

Attachment 1: Context Block Plan



Block Plan

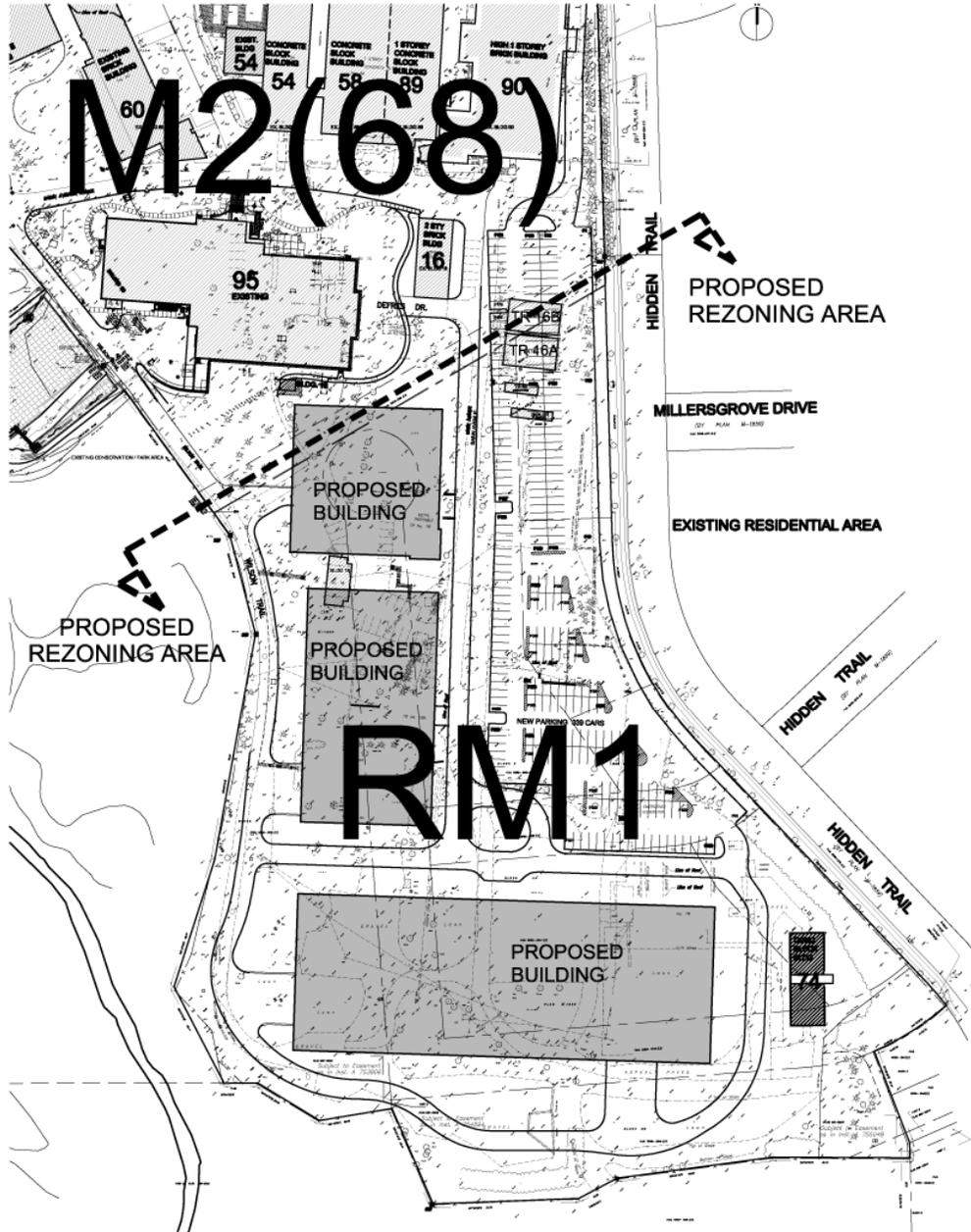
1755 Steeles Avenue West

Applicant's Submitted Drawing

Not to Scale 

File # 10_120879

Attachment 2 – Block Plan, Lands Subject to Application



Block Plan

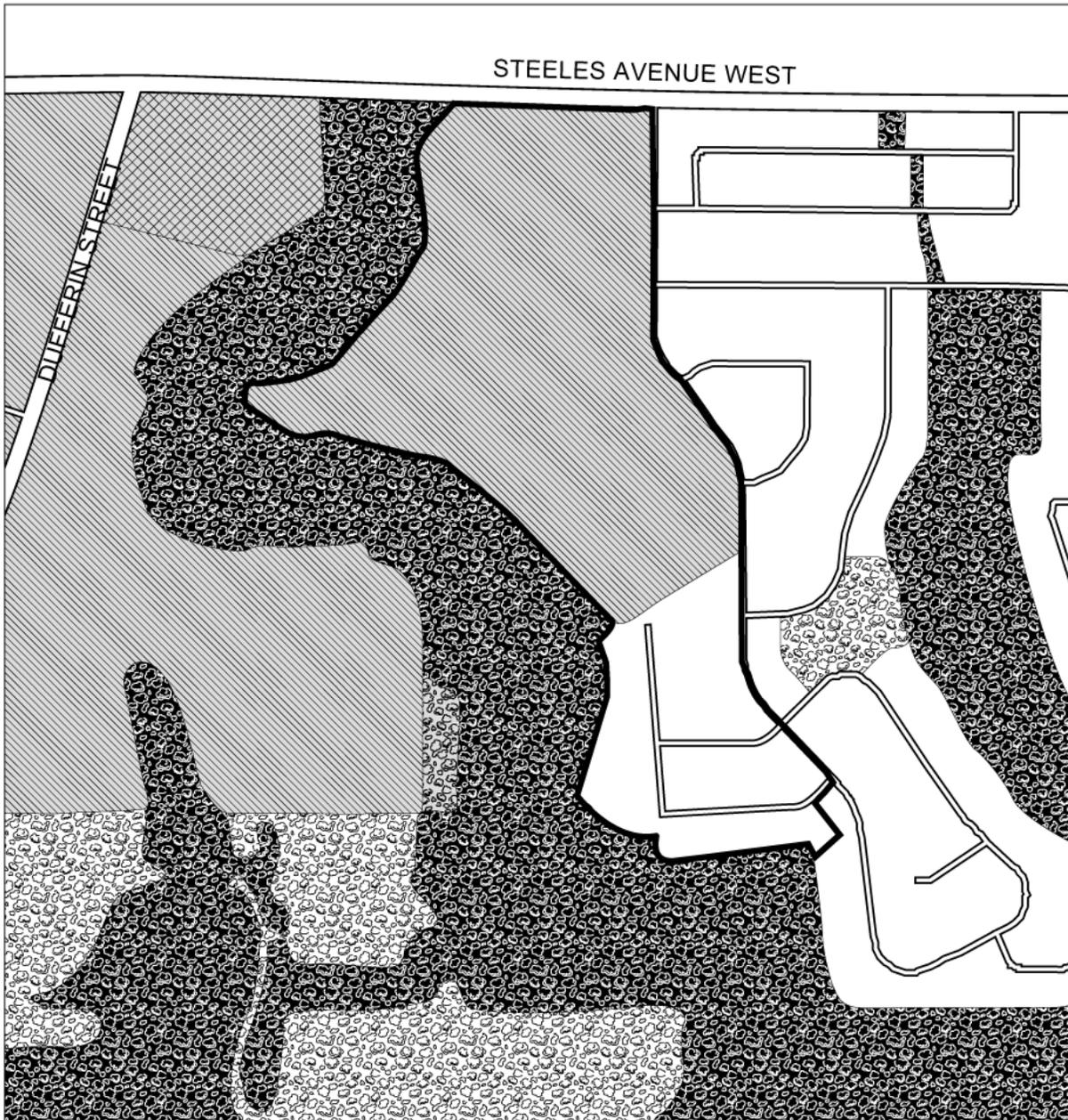
1755 Steeles Avenue West

Applicant's Submitted Drawing

Not to Scale
03/30/2010

File # 10_120879

Attachment 3: Official Plan



TORONTO City Planning
Official Plan

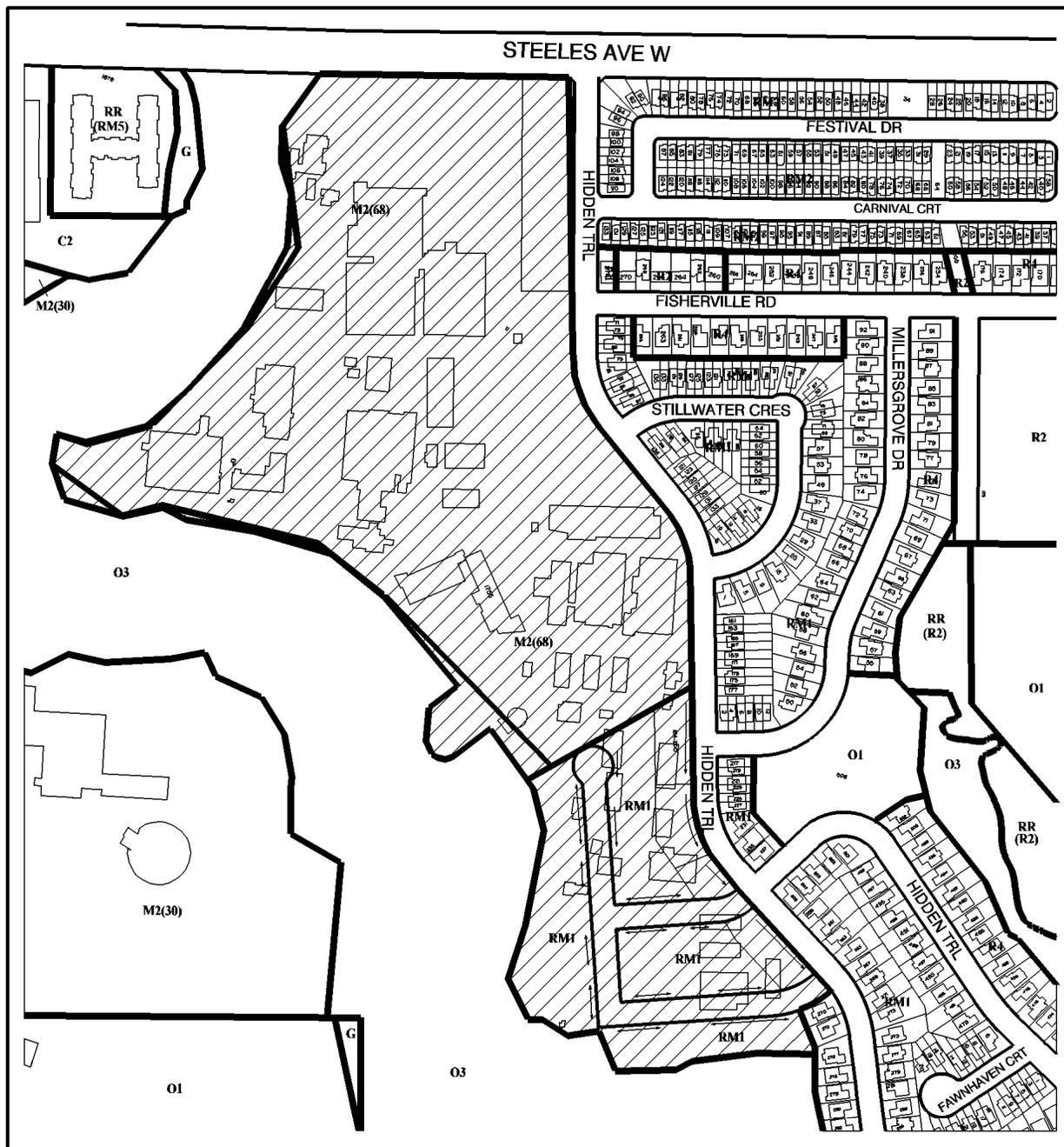
1755 Steeles Avenue West

File # 10_120879

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|--|--|
|  Site Location | Parks & Open Space Areas |
|  Neighbourhoods |  Natural Areas |
|  Employment Areas |  Parks |
| |  Other Open Space Areas |

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Attachment 4 – Zoning



TORONTO City Planning
Zoning

1755 Steeles Avenue West

File # 10_120879

- | | | |
|---|--|--------------------------------|
| RR Rural Residential Zone | RM5 Multiple-Family Dwellings Fifth Density Zone | O3 Semi-Public Open Space Zone |
| R4 One-Family Detached Dwelling Fourth Density Zone | C2 Local Shopping Centre Zone | O1 Open Space Zone |
| R4 One-Family Detached Dwelling Fourth Density Zone | M2 Industrial Zone Two | |
| RM1 Multiple-Family Dwellings First Density Zone | G Greenbelt Zone | |
| RM2 Multiple-Family Dwellings Second Density Zone | NOTE: Numbers in Brackets Denote Exceptions to the Zoning Category | |



Not to Scale
 Zoning By-law 7625
 Extracted 03/30/2010

Attachment 5 – Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	10 120879 NNY 10 OZ
Details	OPA & Rezoning, Standard	Application Date:	February 19, 2010

Municipal Address: 1755 STEELES AVE W

Location Description: CON 2 WY PT LOTS 23,24,25 PLAN 2570 BLKS B & C LOTS 2 4 & 6 PLAN M1859 BLKS AA,BB, P,T,U,V,W,X **GRID N1001

Project Description: The application is to rezone the subject lands from RM1 Multiple Family Residential to M2 (68) Industrial Zone Two, Exception 68. The intent of these applications is to make the land use designations that apply to the Subject Lands consistent with the existing designations that apply to the rest of Sanofi's lands at 1755 Steeles Avenue West.

Applicant:	Agent:	Architect:	Owner:
VELTA MUSSELLAM			SANOFI PASTEUR LIMITED

PLANNING CONTROLS

Official Plan Designation:	Neighbourhoods	Site Specific Provision:
Zoning:	M2(68) & RM1	Historical Status:
Height Limit (m):	9.2	Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m):	56617.5	Height:	Storeys:	4
Frontage (m):	208.77		Metres:	
Depth (m):	irreg			
Total Ground Floor Area (sq. m):	0			Total
Total Residential GFA (sq. m):	0		Parking Spaces:	339
Total Non-Residential GFA (sq. m):	82,000		Loading Docks	3
Total GFA (sq. m):	82,000			
Lot Coverage Ratio (%):	0			
Floor Space Index:	0			

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):	0
2 Bedroom:	0	Industrial GFA (sq. m):	82,000
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0
Total Units:	0		

CONTACT: PLANNER NAME: Christian Ventresca, Planner
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