

# STAFF REPORT ACTION REQUIRED

City-Initiated St. Clair Avenue Study – Between Old Weston Road and Blackthorn Avenue/Spring Grove Avenue - OMB Official Plan Amendment Appeal and Potential Zoning By-law Amendment - Supplementary Report #3

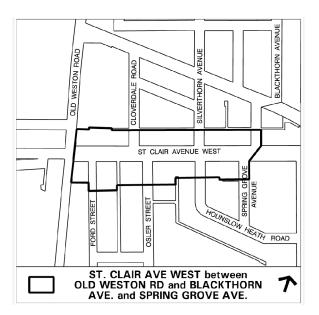
Date:	August 21, 2013
To:	Etobicoke York Community Council
From:	Director, Community Planning, Etobicoke York District
Wards:	Ward 17
Reference Number:	05 189781 WET 11 TM and 06 115914 SPS 00 TM

### **SUMMARY**

This report recommends approval of a modification to Official Plan Amendment No. 84 related to the St. Clair Avenue Study for the segment of St. Clair Avenue West between Old Weston Road and Blackthorn Avenue/Spring Grove Avenue. This is the remaining portion of the St. Clair Avenue Study (Bathurst Street to Keele Street) to be implemented and is the subject of an appeal to the

Ontario Municipal Board by National Rubbber Technologies Corporation.

In October 2009, City Council approved Official Plan Amendment No. 84 and Zoning By-law 1103-2009 to implement the findings and recommendations of the City-initiated St. Clair Avenue Study conducted for the segment of St. Clair Avenue West between Bathurst Street and Keele Street. The area between Old Weston Road and Blackthorn Avenue/Spring Grove Avenue was originally included in the initial recommendations on the St. Clair Avenue Study. Subsequent approved recommendations excluded the portions of



the implementing Official Plan applying to the area and the area was excluded entirely from Zoning By-law 1103-2009 to permit staff to investigate potential odour impacts from a nearby industry on residential buildings that could be developed under the original proposed zoning with heights greater than 16 m. This was done in response to a letter received from the solicitors for National Rubber Technologies Corporation (NRT) at 35 Cawthra Avenue, who advised that taller residential buildings along this segment of St. Clair Avenue West may be impacted by air emissions from the operation of this facility.

The Official Plan and Zoning By-law amendments were enacted by Council in October 2009 and appealed to the Ontario Municipal Board (OMB) by NRT. The OMB has approved OPA No. 84 and Zoning By-law 1103-2009 for the St. Clair Avenue corridor between Bathurst Street and Blackthorn/Spring Grove Avenues. However, the appeal to OPA No. 84 as it applies to the segment of St. Clair Avenue West between Old Weston Road and Blackthorn/Spring Grove Avenues remains outstanding.

The proposed modification to Official Plan Amendment No. 84 discussed in this report establishes a framework to address the concerns raised in the appeal by National Rubber Technologies while also facilitating redevelopment opportunities in the area. The proposed modification establishes the policy framework for City Council to enact a Zoning By-law containing an "H" holding symbol and establishes the permitted height for residential development once the "H" holding symbol is removed. The proposed modification will also establish all the requirements that must be met before City Council should lift the "H" holding symbol. The proposed modification provides an appropriate policy framework to accommodate residential uses in proximity to employment uses and to guide development and promote intensification in keeping with the general intent and vision of the St. Clair Avenue Study.

Authorization is sought for City staff to attend the Ontario Municipal Board to settle the outstanding appeal to Official Plan Amendment No. 84 by supporting a modification to this Amendment which includes an area specific policy for the western segment of St. Clair Avenue West (Attachment 1). Further direction is also sought to bring forward a Zoning By-law Amendment to implement the modification once it is approved by the OMB.

### RECOMMENDATIONS

- 1. City Council authorize the City Solicitor, City staff and any other necessary consultants to attend the Ontario Municipal Board to support a modification to Official Plan Amendment No. 84, for the lands along St. Clair Avenue West between Old Weston Road and Blackthorn Avenue/Spring Grove Avenue substantially in accordance with the draft Modification to Official Plan Amendment No. 84 attached as Attachment 1, as a settlement to the appeal of OPA No. 84 for the western segment of the St. Clair Avenue Study.
- 2. City Council direct City staff to schedule a public meeting and bring forward an amendment to Zoning By-law 1103-2009, for the lands along St. Clair Avenue

West between Old Weston Road and Blackthorn Avenue/Spring Grove Avenue substantially in accordance with the proposed draft Zoning By-law Amendment attached as Attachment 2, subject to the City receiving an OMB decision approving the draft Modification to Official Plan Amendment No. 84 substantially in accordance with the draft Modification in Attachment 1.

3. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Modification to Official Plan Amendment No. 84 and the proposed draft Zoning By-law Amendment as may be required.

### **Financial Impact**

There are no financial implications resulting from the adoption of this report.

#### **DECISION HISTORY**

City Council on October 27, 2009 passed By-law 1102-2009 to adopt Official Plan Amendment No. 84 and passed By-law 1103-2009 to amend the former City of Toronto Zoning By-law 438-86. These planning instruments implemented the findings and recommendations of the St. Clair Avenue Study conducted for the segment of St. Clair Avenue West between Bathurst Street and Keele Street.

Council also adopted staff's recommendation (contained in Supplementary Report #2 dated September 29, 2009) that the area between Old Weston Road and Blackthorn Avenue/Spring Grove Avenue be excluded from the Official Plan and Zoning By-law Amendments until such time as staff investigated potential odour impacts from a nearby industry on the possible development of buildings with residential uses at heights greater than 16 metres. This recommendation was in response to a letter received from the solicitors for National Rubber Technologies Corporation, at 35 Cawthra Avenue, that advised the proposed zoning permissions for taller residential buildings along a portion of St. Clair Avenue West may be impacted by air emissions resulting from the operation of this facility. Accordingly, the Zoning By-law provisions for the western segment of St. Clair Avenue West that existed prior to study were left in place. City Council also authorized the Chief Planner and Executive Director, City Planning to retain the necessary consultant(s) to peer review this information and report on the regulatory recommendations for the affected area.

Both Official Plan Amendment No. 84 and Zoning By-law 1103-2009 were appealed to the Ontario Municipal Board (OMB). The Official Plan Amendment was appealed in its entirety by National Rubber Technologies and the Zoning By-law Amendment was appealed by the Goldman Group in relation to its site at 743 St. Clair Avenue West.

National Rubber Technologies subsequently narrowed its appeal of OPA No. 84 to the section of St. Clair Avenue West between Old Weston Road and Blackthorn/Spring Grove Avenues and withdrew its appeal to the remainder of the corridor to the east. The appeal by the Goldman Group in relation to its site at 743 St. Clair Avenue West was favourably resolved at the OMB. As a result, the OMB approved OPA No. 84 and

Zoning By-law 1103-2009 for the St. Clair Avenue West corridor between Bathurst Street and Blackthorn/Spring Grove Avenues. However, the appeal to OPA No. 84 for the segment of St. Clair Avenue West between Old Weston Road and Blackthorn/Spring Grove Avenues remains outstanding.

Reports from the Chief Planner and Executive Director, City Planning on the City-initiated St. Clair Avenue Study (Bathurst Street to Keele Street) can be found at:

Final Report (May 11, 2009)

http://www.toronto.ca/legdocs/mmis/2009/pg/bgrd/backgroundfile-21310.pdf

Supplementary Report (June 2, 2009)

http://www.toronto.ca/legdocs/mmis/2009/pg/bgrd/backgroundfile-21828.pdf

Supplementary Report No. 2 (Sept. 29, 2009)

http://www.toronto.ca/legdocs/mmis/2009/cc/bgrd/backgroundfile-23795.pdf

Request for Direction – 743 St. Clair Avenue (May 11, 2010) http://www.toronto.ca/legdocs/mmis/2010/mm/bgrd/backgroundfile-30173.pdf

#### ISSUE BACKGROUND

At the June 4, 2009 meeting of the Planning and Growth Management Committee a public meeting was held under the *Planning Act* on the recommendations for the St. Clair Avenue Study outlined in the May 11, 2009 staff report. At the meeting a letter was submitted from the solicitors for National Rubber Technologies ("NRT") who own and operate an existing rubber recycling and manufacturing facility at 35 Cawthra Avenue, located southeast of the intersection of Keele Street and St. Clair Avenue West and in proximity to the western portion of the St. Clair Avenue Study area. The letter advised that NRT "may have concerns with respect to the increase in heights proposed for the MCR zones in the vicinity of its property...and is currently investigating this issue with its technical consultants."

Following the public meeting, another letter dated July 21, 2009 was submitted by the solicitors for NRT to Planning staff. This letter advised that NRT retained ORTECH Environmental ("ORTECH") to investigate the potential impacts of its air emissions on residential buildings with heights greater than 16 metres that would be permitted by the proposed zoning for properties along St. Clair Avenue West in the vicinity of its property. The ORTECH analysis examined a 100 m wide corridor on both sides of St. Clair Avenue West in the vicinity of the NRT site to determine at what location and height odours (i.e., air emissions) would be detected or where a 1 odour unit ("OU") level may be exceeded. The letter explained that "an exceedance of 1 OU is considered to leave an industry vulnerable to complaints that might ultimately constrain their operations to the extent that they are forced to shut down."

The ORTECH analysis concluded that within the St. Clair Avenue Study Area from Old Weston Road to approximately east of Cloverdale Road and Osler Street, odour exceedances above 1 OU would be expected at heights above 16 m. To the east of that these exceedances could be expected to almost Blackthorn Avenue and Spring Grove Avenue above a height of 24 m. As the St. Clair Avenue Study proposed amendments to the Zoning By-law to allow for maximum building heights between 24 m (7 storeys) and 39 m (12 storeys) in this area, it was ORTECH's opinion that it would be inappropriate to allow increases in height for buildings with residential uses within these areas beyond the height and location limits they identified.

In Supplementary Report No. 2 dated September 29, 2009, staff commented on the concerns raised by NRT. City Council subsequently directed that the ORTECH analysis be peer reviewed for the City by an outside consultant and that a report with regulatory recommendations for the area be prepared for a future meeting of the Planning and Growth Management Committee. The City retained the firm of Church & Trought Inc., Air Quality Consultants. Their conclusions were considered in preparing an appropriate policy and regulatory framework for the affected area that includes new zoning standards related to maximum permitted building heights and densities.

### **COMMENTS**

In the May 11, 2009 Final Report, it was recommended that the maximum permitted building heights for the area along St. Clair Avenue West between Old Weston Road and Blackthorn Avenue/Spring Grove Avenue be increased from the current zoning maximum of 16 m (5 storeys) to a range of building heights between 24 m (7 storeys) and 30 m (9 storeys). In addition, maximum building heights up to 39 m (12 storeys) were recommended on the south side of St. Clair Avenue West between Ford Street and Osler Street and between Osler Street and the east limit of 1753 St. Clair Avenue West.

As noted previously, it was subsequently recommended in the September 29, 2009 Supplementary Report No. 2 that these amendments not be implemented to permit staff to investigate odour impacts from NRT on buildings with residential uses at heights greater than 16 metres. As part of this review, Planning staff met with representatives of the Ministry of the Environment, employed Church & Trought Inc. to peer review the ORTECH analysis and researched other planning applications where air quality concerns were raised by NRT. This review was used to inform staff's understanding of air quality issues in relation to residential uses at increased building heights.

The proposed draft Modification to Official Plan Amendment No. 84 and the draft Zoning By-law Amendment attached to this report (Attachments 1 and 2, respectively) have been prepared to address the issues raised in the ORTECH analysis, while also allowing for future intensification in keeping with the general intent and vision of the St. Clair Avenue Study. Although staff were directed to report back to the Planning and Growth Management Committee, this matter is being reported through the Etobicoke York Community Council as the appeal of Official Plan Amendment No. 84 has been

limited to the western portion of the St. Clair Study area located wholly within the Etobicoke York Community Council area.

### **Peer Review Process**

Church & Trought Inc. ("CTI") peer reviewed the information contained in the July 21, 2009 letter from Stikeman Elliott, solicitors for National Rubber Technologies that included the ORTECH analysis and provided an opinion on the potential impacts of NRT's air emissions on residential buildings above 16 m in height.

Through this review, CTI noted that the level of nuisance odours is typically expressed in Odour Units ("OU") and that 1 OU is defined as the concentration where 50% of the trained and qualified Odour Panellists can detect an odour but may not be able to identify the odour or where it originates. Currently, there is no regulatory standard for odour levels. The 1 OU is used as a guideline and typically an adverse effect will not occur if odour levels do not exceed this concentration. CTI further noted that in practice the Ministry of the Environment's odour enforcement is most often lead by complaints and not detection limits.

CTI concurred with the statements contained in the Stikeman Elliott letter that exceedances of 1 OU would be present in the subject area at heights above 16 metres. However, it was CTI's opinion that the average person would not be able to perceive a difference between odour levels reported at building heights of 16 m and 39 m. CTI also noted that "the difference between odour levels at building heights of 16 m and that of 39 m is not sufficient to suggest that the number of complaints would be significantly different at the higher heights compared to the 16 m height. However if there are odour complaints, the Ministry of the Environment would be required to respond to complaints regardless of building heights or OU levels."

CTI concluded its review by stating, "the impact of more people in the area (which could result from the proposed zoning changes) will lead to a greater potential of odour complaints, and potentially an adverse impact on the operation of the NRT facility."

### **Ministry of the Environment**

Planning staff met and corresponded with representatives from the Ministry of the Environment to gain a better understanding of how odour complaints are addressed by the Ministry. Ministry staff explained that odour emissions are regulated under the *Environmental Protection Act* ("EPA") and industries that emit an odour are required to have Certificates of Approval to operate. Under the EPA, industries may be ordered by the Ministry to take measures to prevent or reduce the risk of odour emissions from their facility and may be prosecuted if the industry causes an adverse effect. An odour is considered an adverse effect if it results in the loss of enjoyment of a person's property. For example, should a resident detect an odour on a regular basis from their property (i.e., on a balcony, in a backyard or through an open widow) they can claim it is causing an adverse effect and file a complaint with the Ministry of the Environment.

If a complaint is received the Ministry is required to investigate and if an odour is detected the industry is required to address the issue to the Ministry's satisfaction. Ministry staff explained that all mitigation must be undertaken at the source (industrial site) where the odour is originating, however feasible. In addition, mitigation measures incorporated into the design of a future residential building or utilizing warning clauses in agreements are not considered suitable measures for addressing odour issues and will not protect an industry from possible investigation or prosecution by the Ministry.

In written correspondence to the City, the Ministry of the Environment noted that "there is no measuring device that can be used by Ministry staff when responding to odour complaints to ascertain a specific level. The odour unit measurement is a qualitative measure as opposed to a quantitative one and as a result, it is not measured in the field. Most typically, a Ministry officer responding to an odour complaint will assess the severity of it and use their judgement to determine a course of action for having it dealt with." Ministry staff have also advised that NRT does have a history of odour complaints where Ministry staff investigated and NRT was required to address the matter to the Ministry's satisfaction.

### Refusal of Planning Applications for 6 Lloyd Avenue and OMB Hearing

In June 2005, Official Plan and Zoning By-law Amendment applications were filed to permit a mixed use development consisting of two residential buildings having heights of 18 and 21 storeys and a low rise employment use building for the property at 6 Lloyd Avenue, located immediately north of the NRT site on Cawthra Avenue. The applications were refused by City Council and appealed to the Ontario Municipal Board by the owner (Terrasan Inc.).

The July 21, 2009 letter from the solicitors for NRT states that during the OMB hearing extensive evidence was given by NRT's and Canada Bread's consultants respecting potential odour impacts from these two industries on the proposed residential buildings. The letter includes the following excerpt from the OMB decision specifically on the matter of odour impact and the proposed residential development:

"Canada Bread and NRT argued that these emissions will inevitably trigger complaints from new residents of the tall buildings proposed: these complaints will result in Provincial orders being issued under the provisions of the *Environmental Protection Act*. Both Canada Bread and NRT indicated that they would not be able (either economically or from a practical engineering perspective) to comply with a Provincial Order by applying mitigation measures at source. This would oblige the Minister to shut down their operations, they contend, throwing "hundreds of well-paid unionized employees out of work". This prospect was one of the main concerns of the third respondent in this case-the City of Toronto-though certainly not the only concern."

The Ministry of the Environment is also on record as stating the following at this hearing:

"Land use changes can have significant influence on NRT's compliance and may require at source mitigation if feasible.

The introduction of residential uses in proximity to NRT may lead to an increase in the frequency of complaints and may result in: 1) changes made to NRT's existing approvals; 2) a refusal of future approval or approval changes under the EPA; 3) issuance of orders under the EPA; and 4) prosecution against NRT under the EPA."

Evidence was also led by the City and its air quality consultant in support of City Council's decision to refuse the applications. The OMB in its decision of October 21, 2008 denied Terrasan's appeal and upheld City Council's refusal.

In reviewing the information provided by the City's peer reviewer and the Ministry, together with staff's experience at the OMB hearing for 6 Lloyd Avenue, Planning staff conclude that future residential uses above certain heights are likely to experience adverse odour impacts which may result in action taken against NRT if complaints are received by the Ministry of the Environment, and the necessity for NRT to undertake atsource mitigation measures to address the impact concerns. The ORTECH analysis shows exceedances above 1 Odour Unit for the subject area. Both the Ministry and the peer reviewer agree that odour can be detected above 1 Odour Unit and that addressing odour complaints to the satisfaction of the Ministry could result in added costs or modifications that may negatively impact the operation of the NRT facility.

### **Proposed Modification to Official Plan Amendment No. 84**

The Provincial Policy Statement (PPS) sets out the vision for Ontario's land use planning system and states that strong communities, a clean and healthy environment and a strong economy are inextricably linked. Long-term prosperity, environmental health and social well-being depend on wisely managing change and promoting efficient land use and development patterns that support strong, liveable and healthy communities, protect the environment and public health and facilitate economic growth.

To achieve efficient development and land use patterns, Section 1.1.1 of the PPS states that healthy, liveable and safe communities are sustained by promoting development which sustains the financial well-being of the municipality, by accommodating an appropriate range and mix of uses and by avoiding development and land use patterns which may cause concerns. In addition, Section 1.7.1(e) of the PPS states that long-term economic prosperity should be supported by planning so that major facilities, including industries, and sensitive land uses are appropriately designed, buffered and/or separated from each other to prevent adverse effects from odour, noise and other contaminants, and minimize risk to public health and safety.

These principles are reflected in the Toronto Official Plan which contains policies (Sections 2.3.1., 3.4 and 4.6) related to carefully controlling development so that neighbourhoods are protected from negative impact and that the boundary between

employment areas and residential lands are appropriately designed, buffered and/or separated from each other to prevent adverse impacts and promote safety.

Given the above, a land use policy and regulatory framework is required that would protect future residential uses and existing industry from adverse impacts while also promoting redevelopment and an appropriate living environment in keeping with the vision of the St. Clair Avenue Study outlined in the May 11, 2009 staff report.

Staff are proposing a new Site and Area Specific Policy for St. Clair Avenue West between Old Weston Road and Blackthorn Avenue/Spring Grove Avenue as a modification to Official Plan Amendment No. 84. This modification is recommended as a settlement to the appeal of OPA No. 84 as outlined later in this report.

The proposed Site and Area Specific Policy included in the modification to Official Plan Amendment No. 84 fundamentally advances the same policies contained in OPA No. 84 (see Attachment 1). However, to address potential air emission impacts from nearby industry, additional policies are proposed that would allow for residential intensification on lands within the area along St. Clair Avenue West (between Old Weston Road and Blackthorn Avenue/Spring Grove Avenue), through the use of an "H" holding symbol in the Zoning By-law.

These policies would allow City Council to enact a Zoning By-law pursuant to Section 36 of the *Planning Act*, with an "H" holding symbol in instances where increases in the height of the residential portion of a development would be permitted but that portion of development could not take place until the "H" holding symbol is lifted. Once the conditions for lifting the "H" symbol have been fulfilled, the property owner can apply to Council to amend the Zoning By-law to lift the "H" symbol. In the case of an application for a Zoning By-law to lift the "H" holding symbol, there would be no requirement for further public meetings or opportunity to appeal to the Ontario Municipal Board, except by the owner of the land.

The use of a "H" holding symbol would ensure that any necessary mitigation measures identified would be implemented at the source (employment site) and/or on the development lands to mitigate any potential adverse odour impacts on proposed residential uses from nearby industry.

### **Proposed Policy Framework**

The draft Modification to Official Plan Amendment No. 84, presented in Attachment 1, proposes that a new Site and Area Specific Policy apply to the western segment of St. Clair Avenue West. It would allow for the use of an "H" holding symbol through a subsequent Zoning By-law and set out the matters to be satisfied to allow for the lifting of the "H" holding symbol. The "H" holding symbol may be lifted by the owner through a further Zoning By-law Amendment application to the City when a report is prepared indicating the following matters have been provided to the satisfaction of the Chief Planner and Executive Director, City Planning:

- 1. The submission of an engineering feasibility study by the development proponent to the City and the employment land user to assess:
  - a) the requested height increase beyond existing zoning for the residential component of a development proposal on the lands within the subject area; and
  - b) the feasibility and cost of incrementally extending the existing odour emitting stack heights to their technical limits of 22.1 m or beyond, as necessary, along with the implementation of any other mitigation measures on the site of the existing employment land user at 35 Cawthra Avenue (NRT), to mitigate adverse air quality and odour impacts to applicable Ministry of Environment standards.
- 2. Submission by the development proponent to the City and the employment land user of a written mitigation statement prepared by a consulting engineer outlining the intended height of the development proposal, the intended off-site mitigation measures to be completed on the NRT site and the associated cost of implementing such mitigation measures, all based on the accepted engineering feasibility study.
- 3. Submisson of an odour and air quality assessment by the development proponent to the City and the employment land user that recommends on site and/or off site mitigation measures based on information in the written mitigation statement and engineering feasibility study, to address any potential adverse impact on the proposed residential uses.
- 4. Notification to the City that the employment land user has been provided with the engineering feasibility study, written mitigation statement and odour and air quality assessment, after which the employment land user shall have 45 days to provide comments to the City.
- 5. Completion of a Third-Party Peer Review to the satisfaction of the City and at the expense of the development proponent of the odour and air quality assessment that concurs with the methodology, findings and recommendations of the assessment.
- 6. Written confirmation to the City, signed and stamped as applicable from:
  - a) the development proponent's consulting engineer and the employment land user's consulting engineer that the recommended off-site mitigation measures to support the development proposal have been completed, are operational and have been demonstrated to mitigate air quality and odour impacts; and/or
  - b) the employment land user's solicitor that other arrangements to achieve the appropriate mitigation identified through the studies, assement and reviews, including financial and implementation arrangements between the employment land user and the development proponent, have been made, to complete the mitigation measures prior to residential occupancy.

- 7. The fulfillment of Site Plan Approval requirements, including:
  - a) the submission of a Site Plan Control Application accompanied by mitigation certification by the development proponent's engineer and/or architect that any required mitigation measures are reflected on the Site Plan submission drawings;
    and
  - b) the issuance of Notice of Approval Conditions and entering into a Site Plan Agreement, to contain requirements for mitigation certification from the development proponent's engineer and/or architect and that any required on-site mitigation measures will be reflected on all building permit drawings submitted to the City and will be implemented prior to first occupancy of any residential unit on the development lands.

The proposed Site and Area Specific Policy would also allow City Council to lift the "H" holding symbol without regard for any unfulfilled removal criteria should the existing employment land user cease operation or not be replaced by another operation of similar use for a period of two years measured from the date of closure of the NRT employment operation.

NRT requested that the Ministry of the Environment advise how it would evaluate applications for Environmental Compliance Approval (ECA) by NRT prior to a holding symbol being lifted from the lands. The Ministry provided written confirmation that it would evaluate any ECA application "based on the underlying zoning and not on the zoning that would be permitted if and when the ["H" Holding symbol] is removed."

This policy framework would promote intensification in keeping with the vision identified in the St. Clair Avenue Study and establish an appropriate liveable environment for residential uses where air emission impacts are mitigated while also protecting the continued viability of nearby industry.

#### Additional Minor Technical Modification to Official Plan Amendment No. 84

In Site and Area Specific Policy No. 326 that applies to the eastern segment of St. Clair Avenue West, the words "Enhancement Area" are used in paragraph (f) of the policy whereas reference should have been made to "Area A" lands.

The draft Modification to Official Plan Amendment No. 84 addresses this error by correcting the text of paragraph (f) accordingly.

### **Proposed Zoning By-law Amendment**

Former City of Toronto Zoning By-law 438-86 was amended by Zoning By-law 1103-2009 to implement the findings of the St. Clair Avenue Study. Currently, Zoning By-law 1103-2009 only applies to the section of St. Clair Avenue West between Blackthorn

Avenue/Spring Grove Avenue and Bathurst Street. Planning staff are proposing that Bylaw 1103-2009 be amended to include the area between Old Weston Road and Blackthorn Avenue/Spring Grove Avenue once the appeal to OPA No. 84 has been settled substantialy in accordance with the modification to Offical Plan Amendment No. 84 outlined above.

### **Proposed Zoning Regulations**

The proposed draft Zoning By-law Amendment would apply the same development standards to the subject area that apply along the rest of the Avenue segment. In addition, an "H" holding symbol would be placed on the proprieties zoned MCR (see Attachment 2).

Prior to lifting the "H" holding symbol, residential uses would be permitted but only to a specified height limit. These height limits and their locations were established through discussions with NRT in relation to the OMB appeal of OPA No. 84. They represent the residential height limits that would not be impacted by air emissions from the facility at 35 Cawthra Avenue. These were identified by NRT as being acceptable under its current MOE Certificate of Approval for conducting its operation. As a result, development would be permitted prior to the removal of the "H" holding symbols as follows:

- a) The lands fronting on the north and south sides of St. Clair Avenue West between Spring Grove Avenue/Blackthorn Avenue and Old Weston Road would be subject to the standards in an MCR T3.0 C1.0 R2.5 zone with a height limit of 16.5 m, with the exception of the lands described in b) below.
- b) The lands fronting on the south side of St. Clair Avenue West between Spring Grove Avenue and the west limit of the first lane west of Hounslow Heath Road would be subject to the standards of an MCR T5.0 C2.0 ZR4.0 zone with a height limit of 24 m.

Once the criteria for lifting the "H" holding symbol have been fulfilled to the satisfaction of the City and an amendment to the Zoning By-law to lift the "H" holding symbol has been approved and enacted by City Council, residential uses may be developed to a maximum height of:

- a) 24 m (7 storeys) for properties on the north side of St. Clair Avenue West between Old Weston Road and the west limit of 1746 and 1748 St. Clair Avenue West;
- b) 30 m (9 storeys) for properties on the south side of St. Clair Avenue West between Old Weston Road to Ford Street and between the east limit of 1753 St. Clair Avenue West and Spring Grove Avenue; and
- c) 39 m (12 storeys) for properties on the south side of St. Clair Avenue West between Ford Street and the east limit of 1753 St. Clair Avenue West.

These proposed maximum building heights would be consistent with the building heights presented in the original draft Zoning By-law Amendment contained in the May 11, 2009 staff report and approved elsewhere in the study area.

### Proposed Settlement of OMB Appeal to OPA No. 84

The appeal of Official Plan Amendment No. 84 to the Ontario Municipal Board by National Rubber Technologies was based on concerns that residential buildings above 16 m in height along portions of St. Clair Avenue West could be impacted by air emissions from this industrial facility. The appeal has been narrowed to the section of St. Clair Avenue West between Old Weston Road and Blackthorn/Spring Grove Avenues. OPA No. 84 is currently in full force and effect for the remainder of the Avenue segment.

In an attempt to reach a settlement of this appeal, staff met with representatives of NRT, the Ward Councillor and interested property owners on a without prejudice basis to understand concerns and assess the opportunity to formulate a policy and regulatory approach to facilitate the vision for increased development, redevelopment and a transit oriented urban environment coexisting with nearby industry in this segment of St. Clair Avenue West.

The proposed draft Modification establishes a policy framework and regulatory approach that address the concerns raised by NRT while affording opportunities for increased residential development in the subject area to address the desires of interested stakeholders. This Site and Area Specific Policy approach set out in the draft Modification to Official Plan Amendment No. 84 is recommended as a settlement of the appeal to OPA No. 84. The proposed draft Zoning By-law Amendment establishes the maximum residential building heights and densities that would be permitted once the criteria for lifting the "H" holding symbol have been fulfilled.

Staff are recommending that City Council approve the proposed draft Modification to OPA No. 84 presented in Attachment 1 as a settlement to the appeal by NRT. Staff are also recommending that the proposed draft Zoning By-law Amendment (Attachment 2) be brought before City Council for consideration through a public meeting under the *Planning Act*. The draft Zoning By-law Amendment would be brought forward once an OMB decision has been received modifying Official Plan Amendment No. 84 substantially in accordance with the draft modification presented in Attachment 1.

### CONTACT

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### **SIGNATURE**

Neil Cresswell, MCIP, RPP Director, Community Planning Etobicoke York District

### **ATTACHMENTS**

Attachment 1: Draft Modification to Official Plan Amendment No. 84

Attachment 2: Draft Amendment to Zoning By-law 1103-2009

### Attachment 1: Draft Modification to Official Plan Amendment No. 84

#### DRAFT MODIFICATION TO OFFICIAL PLAN AMENDMENT NO.84

For certain lands abutting St. Clair Avenue West between Old Weston Road and Blackthorn Avenue and Spring Grove Avenue

Modification to Amendment No. 84 to the Official Plan of the City of Toronto as follows:

- 1. Chapter 7 of the City of Toronto Official Plan, entitled Site and Area Specific Policies, Policy No. 326 is amended by deleting and replacing the text of paragraph (f) with the following:
  - No changes will be made through rezoning, minor variance or consent or other public action that are out of keeping with the vision for St. Clair Avenue West and the purpose and intent of the "Area A" lands as described above.
- 2. Chapter 7, Site and Area Specific Policies, is amended by adding Site and Area Specific Policy No. 362 to certain lands abutting St. Clair Avenue West between Old Weston Road and Blackthorn Avenue and Spring Grove Avenue, as follows:
  - "362 Certain lands to the north and south of and fronting on St. Clair Avenue West between Old Weston Road and Blackthorn Avenue and Spring Grove Avenue as identified on Map A:
    - (a) All development along St. Clair Avenue West between Old Weston Road and Bathurst Street shall conform to the overall vision for change as identified in the St. Clair Avenue Study. This vision encourages an intensified, transit-oriented urban environment which promotes a vibrant pedestrian realm and experience. This goal shall be achieved through the implementation of an area specific zoning by-law and Urban Design Guidelines.
    - (b) Intensification of the residential use portion of a development on lands within the outlined area shown on Map A between Old Weston Road and Blackthorn Avenue and Spring Grove Avenue (the subject area) may be controlled via the use of an "H" holding symbol and permitted following the fulfillment of criteria as set out herein to allow removal of the "H" holding symbol. Such criteria shall include the receipt by City Council of a report from the Chief Planner or designated Director of Community Planning respecting compliance with the required criteria including confirmation that any mitigation measures required for the Development Proposal will foster an appropriate living environment within the residential units and in a mixed use community coexisting with nearby employment uses.

(c) City Council may enact a zoning by-law pursuant to Section 34 and 36 of the Planning Act, with an "H" holding symbol in respect of the residential uses on lands within the area shown on Map A.

### Criteria for Removal of the "H" Holding Symbol

- (d) For purposes of this Site and Area Specific Policy, the following terms have the following definitions:
  - (i) "Development Lands" means the lands for which an application to remove the "H" holding symbol has been filed.
  - (ii) "Development Proponent" means the landowner or agent acting for the landowner who is the applicant for a Development Proposal and is seeking Council approval to lift the "H" holding symbol on the Development Lands.
  - (iii) "Development Proposal" means the specific residential component of a development proposed by the Development Proponent for the Development Lands.
  - (iv) "Employment Lands" means the lands known municipally as 35 Cawthra Avenue.
  - (v) "Employment Land Use" means any industrial employment use including its facilities on the Employment Lands operating on the date that this By-law was enacted, and includes any full, partial or expanded form of such use.
  - (vi) "Employment Land User" means the employer engaged in an Employment Land Use on the Employment Lands.
  - (vii) "Engineering Feasibility Study" means an engineering study that is completed by a qualified consulting engineer, who has worked in consultation with and is acceptable to the Employment Land User, at the Development Proponent's expense, which includes in its terms of reference:
    - a. an assessment of the feasibility (technical and financial) of increasing the height of all odour emitting stacks beyond 22.1 meters above grade on the Employment Lands to mitigate adverse air quality impacts including odour impacts to Ontario Ministry of the Environment standards as applicable (e.g. the Summary of Standards and Guidelines to Support Ontario Regulation 419: Air

Pollution - Local Air Quality February 2008 PIBS # 6569e and Jurisdictional Screening Level (JSL) List - A Screening Tool for Ontario Regulation 419: Air Pollution - Local Air Quality February 2008 PIBS # 6547e Version 1) to meet a standard of one odour unit (1 OU) using the Methodology for Modeling Assessments of Contaminants with 10 Minute Average Standards and Guidelines under O. Reg. 419/05 included in Standards Development Branch Technical Bulletin April 2008, as amended or replaced from time to time;

- b. an assessment of the feasibility and cost of incrementally extending the odour emitting stack heights to their technical limits and implementing any other mitigation measures on the Employment Lands and the Employment Land Use; and
- c. a review of the Development Proposal's residential component at a requested height increase beyond what the existing zoning for the Development Lands permits and the correlation of such height increase with the feasibility and associated mitigation measures of increasing the height of the odour emitting stacks.
- (viii) "Mitigation Certification" means a document completed by a qualified architect and/or qualified consulting engineer, that stamps and certifies that any required on-site mitigation measures on the Development Lands identified by the Air Quality and Odour Assessment are expressly described and detailed in the Site Plan Submission drawings, Notice of Approval Conditions or Site Plan Agreement, as appliciable.
- (ix) "Odour and Air Quality Assessment" is an odour and air quality study prepared by a qualified consulting engineer at the Development Proponent's expense which assesses the information contained in the Written Mitigation Statement, and recommends on-site or off-site mitigation measures, subject to the requirements and standards that apply to the Engineering Feasibility Study. (i.e. On-site mitigation measures may include restricting outdoor amenity spaces or balconies, operable windows or air intakes on the south and west sides of a residential building above a height of 16.5 meters.)
- (x) "Odour and Air Quality Peer Review" means a third party peer review and report completed by a qualified consulting engineer at the expense of the Development Proponent for and under the direction of the City.

(xi) "Written Mitigation Statement" means a statement prepared by a qualified consulting engineer outlining the intended height of the Development Proposal, the intended off-site mitigation measures to be installed and maintained on the Employment Lands and the Employment Land Use to address any potential adverse impact on the proposed residential uses, and the associated cost of implementing such mitigation, all based on the accepted Engineering Feasibility Study.

### Criteria for Removal of the "H" Holding Symbol

- (e) The "H" holding symbol applicable to the MCR zoning under former City of Toronto By-law 438-86, as amended, for lands within the outlined area shown on Map A may be removed by City Council, and such lands may be used for buildings where any residential use component exceeds the heights permitted prior to the removal of the "H" holding symbol, upon receipt by City Council of a report from the Chief Planner or designated Director of Community Planning that confirms that any mitigation measures required for the Development Proposal will foster an appropriate living environment in a mixed use community coexisting with nearby employment uses and will establish appropriate living conditions within the residential units and indicates compliance with all of the following mandatory requirements:
  - (i) The existence of an Employment Land Use at 35 Cawthra Avenue which is operational or has not ceased operations for a period of more than two years.
  - (ii) The submission of an Engineering Feasibility Study to the City, with a copy to the Employment Land User. The Development Proponent will confirm to the City that the Employment Land User has been provided with a copy of the Engineering Feasibility Study. The Employment Land User will have 45 days after receipt of the Engineering Feasibility Study to provide its comments to the City.
  - (iii) The submission of a Written Mitigation Statement to the City, with a copy to the Employment Land User. The Development Proponent will confirm to the City that the Employment Land User has been provided with a copy of the Written Mitigation Statement. The Employment Land User will have 45 days after receipt of the Written Mitigation Statement to provide its comments to the City.

- (iv) Submission of an Odour and Air Quality Assessment to the City, with a copy to the Employment Land User. The Development Proponent will confirm to the City that the Employment Land User has been provided with a copy of the Odour and Air Quality Assessment. The Employment Land User will have 45 days after receipt of the Odour and Air Quality Assessment to provide its comments to the City.
- (v) Completion of an Odour and Air Quality Peer Review, which has as its conclusion that the peer reviewer concurs with the methodology, findings and recommendations regarding mitigation of the Odour and Air Quality Assessment with due consideration given to any comments that the Employment Land User or its solicitor has provided regarding items (ii), (iii), and (iv) above.

### Securing of Off-Site Mitigation Measures

- (vi) Off-site mitigation will be secured via written confirmation, to be received in a timely manner and shall not be unreasonably withheld, signed and stamped as applicable, to the satisfaction of the Director of Community Planning, Etobicoke York District, from:
  - a. the Development Proponent's consulting engineer and the Employment Land User's consulting engineer that the recommended off-site mitigation measures if any contained in the Engineering Feasibility Study, Written Mitigation Statement, Odour and Air Quality Assessment and Odour and Air Quality Peer Review to support the Development Proposal have been completed, are operational and have been demonstrated to mitigate air quality and odour impacts to acceptable Ministry of the Environment standards; and/or
  - b. the Employment Land User's solicitor that other arrangements to achieve the recommendations, if any, contained in the Engineering Feasibility Study, Written Mitigation Statement, Odour and Air Quality Assessment and Odour and Air Quality Peer Review, including financial and implementation arrangements between the Employment Land User and the Development Proponent, have been made to ensure completion of the mitigation measures prior to residential occupancy.

### Site Plan Requirements

- (vii) The fulfillment of the following Site Plan requirements for a Development Proposal for which an application has been made to lift the "H" holding symbol:
  - a. submission of a Site Plan Application for the Development Proposal accompanied by a Mitigation Certification, a copy of which shall be provided to the Employment Land User;
  - b. confirmation that the off-site mitigation required if any, under Subsection 2.(e)(vi) herein has been secured;
  - c. issuance of Notice of Approval Conditions which contains conditions requiring:
    - (i) that the Site Plan Agreement with respect to the Development Proposal will contain a provision requiring all mitigation measures to be listed on all plans and drawings for any Building Permit submission and that a Mitigation Certification be submitted as part of any application for a Building Permit; and
    - (ii) entering into a Site Plan Agreement, to which a Mitigation Certification is attached as a schedule, that requires any on-site mitigation measures to be implemented prior to the first occupancy of any residential unit on the Development Lands. The Development Proponent will provide a copy of said Site Plan Agreement to the Employment Land User when the agreement is executed.

### Removal Criteria for "H" Holding Symbol Not Required

(f) Where the Employment Land Use has ceased operation and is not replaced by another operation of the same or similar use for a period of two years measured from the date of closure of the original operation, City Council may remove the "H" holding symbol without regard for any unfulfilled "H" holding symbol removal criteria noted herein.

### No Minor Variance for Exceeding Height

(g) No additional height for a development with residential uses beyond the applicable maximum residential height zoning permissions within the subject area shall be granted through a minor variance.

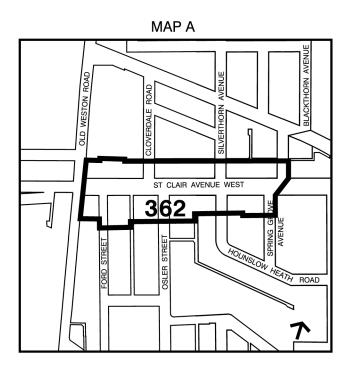
### "Area A" Lands

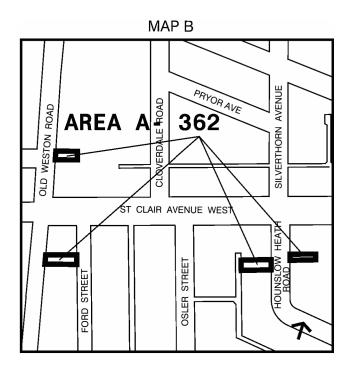
- (h) Those lands identified on Map B as "Area A" generally contain only a single detached dwelling or a pair of attached semi-detached dwellings which, when cleared of structures, facilitate through mitigation by the introduction of open space and distance, mid-rise buildings with heights between 7 storeys (24 metres) and 9 storeys (30 metres) on lands designated *Mixed Use Areas* and identified on Map A.
- (i) The intent and purpose of "Area A" lands are to prevent the destabilization of lands designated *Neighbourhoods* and their character from encroachment by mixed use developments by:
  - (i) Securing a minimum standard of open space, distance and sky view from nearby lands designated *Neighbourhoods* and 7 to 9 storey (24 to 30 metres) developments on the lands identified on Map A;
  - (ii) significantly minimizing shadow impacts of development on nearby lands designated *Neighbourhoods*;
  - (iii) providing a visible, soft-landscaped delineation between mixed use developments with frontage on St. Clair Avenue West and nearby lands designated *Neighbourhoods*;
  - (iv) creating rear lanes where servicing, loading, and vehicle access shall be located for all new developments with frontage on St. Clair Avenue West; and
  - (v) where sufficient lands exist, providing additional temporary commercial parking to service those lands identified in Map A.
- (j) "Area A" lands shall only be used:
  - (i) to create new, or widen existing public lanes adjacent to lands with frontage along St. Clair Avenue West or create private driveways where appropriate;
  - (ii) to provide a soft-landscaped strip between those lands designated *Mixed Use Areas* fronting on St. Clair Avenue and nearby lands designated *Neighbourhoods*; and
  - (iii) to permit a commercial parking in association with those lands designated as a *Mixed Use Area* where additional lands provide for this use.

- (k) Lands located in "Area A" that have not been conveyed or leased to the City or its agencies:
  - (i) shall not be severed from ownership of the lands with frontage on St. Clair Avenue West designated as a *Mixed Use Area* and where such lands are developed as a condominium, the lands identified in Area A shall form part of the common elements of such condominium corporation; and
  - (ii) shall be maintained by the owner of the adjacent lands with frontage on St. Clair Avenue West.

### Vision for St. Clair Avenue

- (l) No changes will be made through rezoning, minor variance or consent or other public action that are out of keeping with the vision for St. Clair Avenue West and the purpose and intent of the "Area A" lands as described above.
- 3. Map 28, Site and Area Specific Policies, is amended by adding certain lands to the north and south of and fronting on St. Clair Avenue West between Old Weston Road and Blackthorn Avenue and Spring Grove Avenue, as shown on the map above as Site and Area Specific Policy No. 362.
- 4. Map B to Site and Area Specific Policies No. 362 shall form part of this amendment."





## Attachment 2: Draft Amendment to Zoning By-law 1103-2009

Authority: Etobicoke York Community Council Report EY. ~,

as adopted by City of Toronto Council on ~ 2013.

Enacted by Council: ~ 2013

### **CITY OF TORONTO**

#### BY-LAW No. ~ -2013

To amend Zoning By-law No. 1103-2009 (OMB revised) being a by-law to amend General Zoning By-law 438-86 of the former City of Toronto with respect to the lands fronting onto the north and south side of St. Clair Avenue West between Old Weston Road and Spring Grove Avenue and Blackthorn Avenue.

WHEREAS authority is given to Council by section 34 of the *Planning Act*, R.S.O. 1990, c.P 13, as amended, to pass this By-law;

WHEREAS pursuant to Section 36 of the *Planning Act*, Council may, in a by-law passed under Section 34 of the *Planning Act*, by the use of a holding symbol "H" in conjunction with a use designation, set out the uses to which lands, buildings or structures may be put prior to and following removal of the holding symbol "H"; and

WHEREAS Council of the City of Toronto has provided adequate information to the public and held at least one public meeting in accordance with the *Planning Act*; THEREFORE the Council of the City of Toronto HEREBY ENACTS as follows:

- 1. Bylaw 1103-2009 is amended as follows:
  - a. Schedule 1 (Areas Affected) is amended by adding Schedule '1', Map E (Areas Affected) attached hereto as Schedule 1, following Schedule '1', Map D to show the block faces on the north and south sides of St. Clair Avenue West between Old Weston Road and Spring Grove Avenue and Blackthorn Avenue.
  - b. Section 2 is amended by deleting the words therein and by inserting the following words in their place:

"District Maps 48J-321, 48J-322, 48J-323, 49J-321, 49J-322, 49J-323, 48K-311, 48K-312 and 48K-313 contained in Appendix "A" of By-law No. 438-86, as amended, are further amended by redesignating the lands outlined by heavy lines to "MCR T3.0 C2.0 R2.5", "MCR T5.0 C2.0 R4.0", "MCR T5.5 C2.0 R4.5", "MCR T6.5 C2.0 R5.5", MCR T7.0 C2.0 R6.0", "MCR T8.0 C2.0 R7.0", "MCR T9.0 C2.0 R8.4", MCR T5.0 C2.0 R4.0 (H)", "MCR T5.5 C2.0 R4.5 (H)", "MCR T6.0 C2.0 R5.0 (H)" as shown on Schedule 2 attached hereto."

- c. Schedule 2 (Zoning By-law Amendment) is amended by adding Schedule '2', Map E (Zoning By-law Amendment) attached hereto as Schedule 2, following Schedule '2', Map D.
- e. Section 5 is amended by deleting the words therein and by inserting the following words in their place:
  - "Height and Minimum Lot Frontage Maps No. 48J-321, 48J-322, 48J-323, 49J-321, 48K-311, 48K-312 and 48k-313 contained in Appendix "B' of By-law 438-86, as amended, are further amended to establish maximum permitted heights in metres with and without a holding symbol (H) in the areas delineated by heavy lines as shown on Schedule 3 attached hereto."
- f. Schedule 3 (Maximum Permitted Heights) is amended by adding Schedule '3', Map E (Maximum Permitted Heights) attached hereto as Schedule 3, following Schedule '3', Map D.
- g. Schedule 4 (Enhancement and Height Transitions Zones) is amended by adding Schedule '4', Map E (Enhancement and Height Transitions Zones) attached hereto as Schedule 4, following Schedule '4', Map D.
- h. Section 12(1) subsection (479) of By-law 438-86, as amended is further amended as follows:
  - i) By adding the words "or any building or structure altered to provide additional floor area," after the word "erected" where it appears in Section (1) (a).
  - ii) By deleting the words "Maps A to D" where they appear in the introductory sentence under the heading (3) FLOOR-PLATE AREA and insert in their place the words "Maps A to E".
  - iii) By deleting the letter "D" and inserting in its place the letter "E" in the words "Maps A to D" where they appear in clause (a) under the heading (4) HEIGHT.

- iv) By deleting the letter "D" and inserting in its place the letter "E" in the words "Maps A to D" where they appear in clause (b) under the heading (4) HEIGHT.
- v) Under the heading (4) HEIGHT by deleting the word "of" where it appears in clause (i) of paragraph (e) and inserting in its place the Word "or".
- vi) By re-lettering article (i) of subclause "c." of clause (i) of paragraph (e), as clause (ii) of paragraph (e).
- vii) By deleting the letter (b) where it appears in clause (ii) of paragraph (f) under the heading (13) ENHANCEMENT ZONE and replacing it with the letter (d).
- viii) By renumbering Section (14) DEFINITIONS as Section (15) DEFINITIONS and by inserting the following as Section (14):

### "(14) HOLDING PROVISIONS

- a. Prior to the removal of the "H" holding symbol, the uses permitted and zoning standards for the lands subject to the "H" holding symbol:
  - i) are those provided for in an MCR T3.0 C1.0 R2.5 district zone with a height limit of H16.5 metres on lands fronting on the north and south sides of St. Clair Avenue West between Spring Grove Avenue / Blackthorn Avenue and Old Weston Road in the areas delineated by heavy lines as shown on Schedule '2', Map E and Schedule '3', Map E and subject to ii) below; and,
  - ii) are those provided for in an MCR T5.0 C2.0 ZR4.0 district zone with a height limit of H24.0 metres on lands fronting on the south side of St. Clair Avenue West between Spring Grove Avenue and the west limit of the first lane west of Hounslow Heath Road in the areas delineated by heavy lines as shown on Schedule '2', Map E and Schedule '3', Map E.
- b. On those lands subject to an "H" holding symbol as shown on Schedule '2', Map E and Schedule '3', Map E, no person shall use any lot or erect or use any building or structure for any

purpose except as permitted in this by-law. Upon fulfilment of the conditions satisfactory to the City of Toronto, the "H" holding symbol shall be lifted, in whole or in part, and the uses as set out in the zoning district and regulated by the applicable zoning standards shall be the uses permitted on such lands.

- i. Section 12(2) subsection (344) of By-law 438-86, as amended is further amended as follows:
  - i) By deleting the letter "D" and inserting in its place the letter "E" in the words "Schedule 1, Maps A to D" where they appear in the introductory sentence to subsection 344.
- 2. Subject to the provisions of Section 34 of the *Planning Act*, R.S.O. 1990, c.P. 13, as amended, this By-law shall come into force and effect on the date of its passing.

ENACTED AND PASSED this ~ day of ~, 2013.

ROB FORD , Mayor ULLI S. WATKISS, City Clerk

(Corporate Seal)

