



STAFF REPORT ACTION REQUIRED

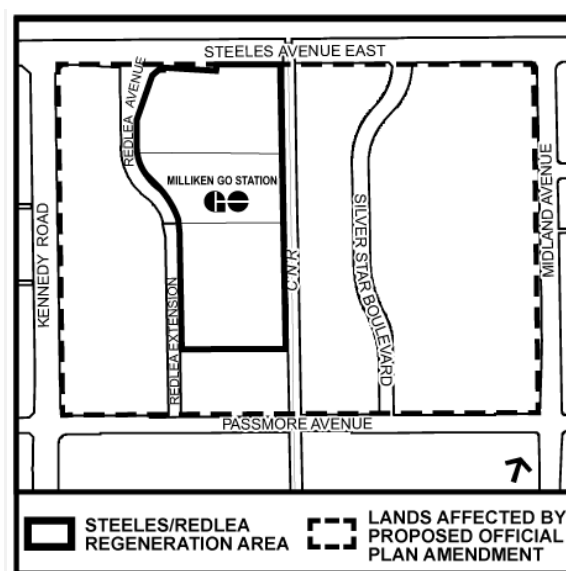
Steeles-Redlea Regeneration Area Study – Final Report, Official Plan Amendment and Urban Design Guidelines

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| Date: | September 29, 2016 |
| To: | Planning and Growth Management Committee |
| From: | Chief Planner and Executive Director, City Planning Division |
| Wards: | Ward 39 – Scarborough-Agincourt & Ward 41 – Scarborough-Rouge River |
| Reference Number: | P:\2016\ClusterB\PLN\PGMC\PG16110 14 123169 ESC 39 TM |

SUMMARY

This report recommends a revised official plan amendment and revised Steeles-Redlea Urban Design Guidelines which are the result of further study and consultation with affected landowners which has occurred this year in response to specific directives from the Planning and Growth Management Committee.

At the public meeting held on November 16, 2015, the Planning and Growth Management Committee directed City Planning to conduct further study and consultation with affected stakeholders on matters related to land use compatibility and the potential impacts resulting from the introduction of high density residential development in proximity to an active heavy industrial employment area and to report back on the outcomes. Further, to ensure a comprehensive planning approach, this report is also to address an affordable housing strategy; further buffering from rail corridors and industry or phasing of redevelopment where necessary; and further review of the scale of development and transition to adjacent areas.



This report describes the additional study and consultation undertaken to address the above-noted matters and recommends that Council adopt the proposed updated official plan amendment and Steeles-Redlea Urban Design Guidelines attached to this report.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Official Plan, for the lands bounded by Steeles Avenue East, Kennedy Road, Midland Avenue and Passmore Avenue, substantially in accordance with proposed Official Plan Amendment 321 attached as Attachment No.7 to the report dated September 29, 2016 from the Chief Planner and Executive Director, City Planning.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to proposed Official Plan Amendment 321 as may be required.
3. City Council authorize the City Solicitor to request the Ontario Municipal Board, as deemed necessary, to modify the designation of lands proposed to be designated as Employment Areas in proposed Official Plan Amendment No. 321 to be called General Employment Areas, upon approval of the General Employment Areas policy within OPA 231.
4. City Council adopt the Steeles-Redlea Urban Design Guidelines, dated September 2016, from the Chief Planner and Executive Director, City Planning Division.
5. City Council direct City Planning staff to implement the findings of the Golder Associates' Peer Reviews of the Novus Environmental Reports – Environmental Noise & Vibration Feasibility Study, dated June 29, 2016, and Air Quality Compatibility Study, dated June 28, 2016, prepared on behalf of Global Fortune Real Estate Development Corporation in support of their application to amend the zoning by-law for lands at 4665 Steeles Avenue East, to the City's satisfaction prior to Council's consideration of a Final Report on this application.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

On September 16, 2015, the Planning and Growth Management Committee (PGMC) deferred consideration of the Steeles-Redlea Regeneration Area - Final Report, Draft Official Plan Amendment & Draft Urban Design Guidelines, dated August 31, 2015, until its October 8, 2015 meeting. The Final Staff Report, Draft Official Plan Amendment and Draft Steeles-Redlea Urban Design Guidelines and the Committee Decision Document can be accessed at this link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG6.10>

On October 8, 2015, this item was considered by Planning and Growth Management Committee and the recommendations of the Final Report, dated August 31, 2015, to schedule a public meeting on November 16, 2015 and to give notice accordingly of the public meeting were adopted without amendment. The Committee Decision Document can be accessed at this link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG7.3>

On November 16, 2015, the Planning and Growth Management Committee held a statutory public meeting, for which notice was given in accordance with the Planning Act.

The Committee directed City Planning to conduct further study and consultation with affected landowners to address outstanding issues with respect to land use compatibility, preventing adverse effects, identifying and securing mitigation and considering the potential destabilization from the economic impact of introducing high density residential uses in proximity to an active heavy industrial employment area and to report back on the outcomes. Further, the report is to address an affordable housing strategy; further buffering from rail corridors and industry or phasing of redevelopment where necessary; and further review of the scale of development and transition to adjacent areas. The Committee Decision Document can be accessed at this link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG8.7>

BACKGROUND

Status of Development Applications within the Regeneration Area

4665 Steeles Avenue East - Application 13 273308 ESC 39 OZ (Active)

Zoning By-law amendment application by Global Fortune Real Estate Development Corporation (Global Fortune) Group to permit the comprehensive redevelopment of the site with a phased, mixed use development with residential, office and retail floor space. A total of 793 dwelling units are proposed within three residential condominium towers 17, 26 & 28 storeys in height respectively. Previously, the proposal included three residential towers, 28, 30 & 32 storeys in height with 777 dwelling units. A site plan application has not been filed.

The revised proposal is divided into 3 building components each being its own phase and each framing a new north-south midblock connection and central open space. Please refer to the proposed Site Plan (Attachment 1). Three levels of underground parking and four levels of above grade parking are proposed. Main vehicular access is proposed via a proposed new east/west road extending east from Redlea Avenue. Agreements with Metrolinx are required to secure this future public road. Vehicular access is also proposed via a private driveway on the west side of the property from Steeles Avenue East.

The plans, supporting documents and reports are available for view and public download through the City Planning Application Information Centre at this link <http://app.toronto.ca/DevelopmentApplications/associatedApplicationsList.do?action=init&folderRsn=3472767&isCofASearch=false>

4665 Steeles Avenue East - Application 16 100895 ESC 39 OZ (On Hold)

Official Plan amendment application by Global Fortune to redesignate the site from "Regeneration Areas" to "Mixed Use Areas". A new site and area specific policy on the subject lands is also proposed that requires many of the same matters as contained in draft OPA 321 to be provided including the provision of an on-site mid-block connection from Steeles Avenue East to the Milliken GO site and the provision of office space within the first phase of development.

This application is on hold pending the outcome of the City-initiated Steeles-Redlea Regeneration Area Study, which is the subject of this report.

3447 Kennedy Road (rear) - Application: 15 126679 ESC 39 OZ (Withdrawn)

This site is immediately south of and abutting the Milliken GO Station property.

A zoning by-law amendment application was submitted by Global Fortune to permit a mixed-use development consisting of two, residential apartment (condominium) towers 25 and 29 storeys in height respectively, containing a total of 600 dwelling units on top of a 6 storey podium building containing both retail and residential uses. Two levels of underground parking and 5 levels of above grade parking were also proposed.

This application has been withdrawn by the applicant.

Concrete Batching Plants:

65 Passmore Avenue

A site plan control application (15 256343 ESC 41 SA) has been submitted to permit a mobile, ready-mix concrete batching (Betomix) plant on these lands which are located outside of the Regeneration Area on the south side of Passmore Avenue, east of and abutting the Stouffville GO Transit rail corridor. The plant is referred to as mobile as it is a modular design that is easily assembled and dismantled without a permanent foundation.

According to the Emission Summary and Dispersion Modelling (ESDM) report prepared in support of an application for an Environmental Compliance Approval (Air & Noise) under the Environmental Protection Act the plant is described as a state-of-the-art modular horizontal central mix (wet mix) concrete batching plant. The majority of the operations/equipment are fully enclosed inside the plant building. The wet batch system internalizes the storage of aggregate materials and pre-mixes all ingredients together in a drum within a closed insulated compartment. The concrete is then placed as a wet mixture called "ready mix" into the concrete trucks for delivery.

The purpose of the plant is to provide a local source of ready-mix concrete. The plant is intended to typically operate 12 hours per day, 5 days per week. On occasion, the facility may operate up to 24 hours per day which will include evenings, night time and/or weekends.

The ESDM indicates that air contaminant emissions are well below allowable limits. Fugitive dust emissions from onsite roads and stockpiles will be controlled through a best management practice plan for fugitive particulate. An Acoustic Assessment Report concludes that the sound emissions of the proposed facility will be within the sound level limits as set out in MOECC guidelines NPC-300 at the nearest sound sensitive points of reception.

The Land Use Compatibility Study (Guideline D-6 Report) prepared by BCX Environmental Consulting indicates that the proposed Betomix plant and associated operations are best defined as a Class II industrial facility and with no odour impacts. The recommended minimum separation distance for a Class II facility is 70 metres, with a potential area of influence of 300 metres. The Global Fortune lands at 4665 Steeles Avenue East are approximately 470 metres away.

The plans and supporting documents are available for view and public download through the City Planning Application Information Centre at this link
<http://app.toronto.ca/DevelopmentApplications/associatedApplicationsList.do?action=init&folderRsn=3864306&isCofASearch=false>

This application is still under review, particularly as it pertains to impacts related to Metrolinx / GO Transit operations. Passmore Avenue has been identified as a candidate for grade separation to enhance service and reliability related to the rail service expansion under the Regional Express Rail program. Since the only access driveways to the proposed development are located on Passmore Avenue, just east of the rail corridor, it is important to evaluate the site design to ensure that it will remain operational both when the grade separation work is being constructed and upon completion. There may also be certain property requirements for the grade separation as well that will impact the subject site.

Metrolinx has also advised that rail track and property have been adversely impacted by concrete batching operations at other locations due to associated dust emissions. In order to mitigate impacts, typical measures often include installation of solid fencing material to a suitable height (to be determined) along the mutual property line (chain link fencing not acceptable), re-direction of any blow pipes away from the rail corridor, routine 'wetting down' of stock piled material to minimize dust and that all of these issues should be required under MOECC approval requirements.

70 Passmore Avenue

The above-noted operational details are important not only as it pertains to the specific operation proposed at 65 Passmore Avenue but also to the lands at 70 Passmore Avenue owned by D. Crupi and Sons Limited (Crupi). Crupi has expressed a desire to maintain the ability to locate a concrete batching plant on their lands given it is permitted by the existing zoning but, to date, has not provided any specific plans or timelines as to when this may occur. In the absence of specific details, it is reasonable to assume that Crupi could attempt to employ similar technology as the proposed Betomix at 65 Passmore Avenue (Class II industrial facility) in order to minimize adverse effects. The Global Fortune lands at 4665 Steeles Avenue East are approximately 175 metres away on the west side of the Stouffville GO rail corridor.

The Crupi lands are in close proximity to the Milliken GO Station lands that are intended to benefit from significant public investment in the station site in tandem with the Stouffville GO Transit rail service improvements. The Official Plan, Section 2.2 Structuring Growth In The City: Integrating Land Use and Transportation, Policy 4 reads as follows:

"Require new development on lands adjacent to existing or planned transportation corridors and facilities to be compatible with, and supportive of, the long-term purposes of the corridors and facilities and be designed to avoid, mitigate or minimize negative impacts on and from the transportation corridors and facilities."

City of Markham

The City of Markham Council passed a resolution on September 28, 2015 in order to advise the City of Toronto about their concerns regarding land use permissions and zoning regulations in the Passmore Avenue area. The concern specifically relates to asphalt and concrete batching and recycling facilities with outdoor storage and processing which are considered not to be compatible with planned residential intensification along the north side of the Steeles Avenue East corridor between Kennedy Road and Midland Avenue, in proximity to the Milliken GO Station (see Attachment 4).

The City of Toronto's response, dated March 18, 2016, is attached as Attachment 5 to this report. This reply references the status of the Steeles-Redlea Regeneration Area, the ongoing City-wide study on concrete batching plants, existing area zoning permissions, and the active site plan application at 65 Passmore Avenue discussed above.

COMMENTS

With the exception of the affordable housing strategy, the issues PGMC directed City Planning to study further are not mutually exclusive. Rather, they are all required considerations and/or components in determining whether land use compatibility can be achieved and the nearby employment area is not de-stabilized. A discussion of the further study undertaken follows below.

Land Use Compatibility, Scale of Development and Transition

Process Undertaken

City Planning commenced discussions with Global Fortune and their consultants in January 2016 in order to begin to address PGMC's directions from November 16, 2015. A series of meetings were held with the applicants through to late April 2016 in order to arrive at a revised built form that City Planning staff felt adequately addressed matters related to development phasing and transition to adjacent areas as well as other matters as requested by PGMC and identified in the proposed urban design guidelines, including the provision of new connections and open space.

It was explicitly acknowledged that any revised development proposal would be supported by further analysis undertaken by Global Fortune's environmental consultants which would confirm that land use compatibility can be achieved including specific mitigation measures required in order to minimize or prevent adverse effects due to visual impact, noise and vibration, odour, dust and other air contaminants from nearby transportation and industrial operations. Further, that any analysis would have to be peer reviewed to the City's satisfaction and at Global Fortune's expense.

Design Principles

City Planning staff and the applicant's consultants agreed upon the following design principles:

- provide central and publicly accessible open space and focal point;
- create a network of pedestrian connections through the development block to transit, open spaces and amenities;
- locate active uses at-grade such as retail/commercial to animate street and interior of site;
- frame streets with pedestrian-scaled building massing;
- organize towers to minimize shadow impacts and fit under angular plane;
- provide a transition in height and scale of development to adjacent lands to the west, east and south; and
- limit views to the industrial lands to the south.

Application of the above noted design principles resulted in a design concept consisting of three tower elements of varying heights arranged around a central courtyard / open space and the required north/south midblock pedestrian connection through the site from Steeles Avenue to the adjacent Milliken GO Station lands. A north-south vehicular driveway along the west limit of the site was also a key site organizing factor as was the provision of a wrapped above-grade shared parking structure for commercial uses, adjacent to the Splendid China commercial mall.

Revised Development Proposal

The revised proposal, which has been discussed in general terms earlier in this report, consists of a tri-phased mixed use development with 3 residential towers, 17, 26 and 28 storeys in height (see Attachment 1).

Each of the tower floor plates are 750 square metres in area and are rectangular in shape with a north-south orientation. All of the towers meet the recommended minimum 25 metre distance separation between towers as recommended by the City's Tall Building Design Guidelines.

The proposed 17 storey tower height in Phase 3 was arrived at through the application of the angular plane from Steeles Avenue East as encouraged by the draft Steeles-Redlea Urban Design Guidelines which is intended to ensure adequate sunlight through minimizing shadow impacts on Steeles Avenue East. Tower heights in phases 1 and 2 are taller at 26 and 28 storeys respectively, and have been located further south on the site closer to the Milliken GO station site.

Blank building facades are proposed on the south elevations of each tower to eliminate/minimize overlook of industrial operations to the south. The shape and orientation of each of the tower floor plates minimizes the extent of blank façade required. As a result, residential units will be primarily facing north, east and west.

Environmental Reports

An Environmental Noise & Vibration Feasibility Study and an Air Quality Compatibility Study prepared by Novus Environmental Inc. (Novus) on behalf of Global Fortune were included as part of the resubmission package for 4665 Steeles Avenue East.

Since the submission of the above studies, Novus (acting on behalf of Global Fortune) has entered into a non-disclosure agreement with D. Crupi & Sons to obtain noise and air quality modelling information for their facilities. Novus advises that updated studies will be conducted when data becomes available. These updated studies can be considered as part of the rezoning process for 4665 Steeles Avenue East.

Noise & Vibration Feasibility Study Findings

This study assessed potential impacts from transportation (road and rail) and stationary sources from commercial and industrial lands/operations. The report indicates that transportation noise sources with the potential to produce noise at the proposed development are: Steeles Avenue East, Kennedy Road, Passmore Avenue, Silver Star Boulevard, Redlea Avenue and its planned extension to Passmore Avenue and the Stouffville GO Transit railway corridor. Predictions were made with respect to future rail operations on the GO Transit line based upon current information provided by Metrolinx.

The study concluded that ambient noise in the surrounding area was consistent with an urban environment, and generally dominated by road traffic noise.

A review of the surrounding area indicated that the majority of existing industries to be Class 1 and 2, with the exception of the Crupi asphalt plant and related crushing operations which are considered a Class 3 industry under provincial guidelines. The lands at 4665 Steeles Avenue East are located outside of the 300 metre recommended minimum setback distance from these lands as are the lands at 65 Passmore Avenue (approximately 470 metres) where a concrete batching plant (as discussed elsewhere in this report) is proposed.

Stationary Noise modelling was performed and it was found that Class 4 sound level limits were exceeded at specific locations within the proposed development, particularly along specific south and east facades of non-tower building elements. Locations in excess of guideline limits require façade mitigation in the form of enclosed buffer balconies.

No vibration impacts are anticipated from the GO rail line.

Class 4 Area

The surrounding acoustic environment is dominated by roadway noise and a general urban hum during all periods of the day. Both Golder Associates Ltd. (Golder) who were retained by the City to prepare a Noise, Odour, Vibration and Air Quality Impact Study to inform the study (as noted in the Staff Report, dated August 31, 2015) and Novus agree that since these lands are located in a high ambient noise environment and meet the requirements of the Class 4 classification as defined in the Province's Environmental Noise Guideline (NPC-300), that it is appropriate for the City to consider the Class 4 classification.

A Class 4 area means an area or site specific site that would otherwise be defined as Class 1 or 2 (urban area classifications) and which:

- is an area intended for development with new noise sensitive land uses(s) that are not yet built;
- is in proximity to existing, lawfully established stationary source(s); and
- has formal confirmation from the land use planning authority with the Class 4 area classification which is determined during the land use planning process.

A Class 4 classification permits receptor based noise control measures to be used.

Based upon the noise assessments in hand, City staff are prepared to recommend to Council that a Class 4 area be established which will provide for higher noise permissions in this area. As noted in the guidelines, once an area is classified, the same classification and the related sound level limits apply to the land use planning approval of the noise sensitive land use as well as to the MOECC approval of the stationary source(s).

Staff will provide the means to formally classify these lands as a Class 4 area as part of the Final Report on the Global Fortune rezoning application.

Novus' assessment assumes that the proposed development is located in a Class 4 area.

Proposed and Recommended Mitigation Measures

The revised built form is also informed by the environmental reports related to noise and vibration and air quality. Key proposed and/or recommended mitigation measures to be incorporated into the design of the buildings and/or to be secured as part of any site specific development approvals include the following:

- blank facades along the southern exposure of each residential tower (see Attachments 2 and 3) to minimize overlook/views of existing industrial operations to the south;
- enclosed noise buffer balconies along the eastern facades of Towers B and C and the southern facades of their respective podiums that contain residential units (Phases 1 and 2);

- all residential and noise sensitive portions of the development to incorporate mandatory control central air conditioning systems;
- a minimum 1.5 metre high noise barrier to be installed along the south and eastern edges of Building C (Phase 2) podium amenity area;
- warning clauses must be included in agreements of purchase and sale or lease related to surrounding stationary noise sources and nearby rail operations; and
- warning clauses must be included in agreements of purchase and sale or lease notifying that the proposed development is located within a Class 4 Area under the MOECC Environmental Noise Guideline (NPC-300).

It is acknowledged that warning clauses do not ensure that complaints will not occur but they are viewed as being an important part of an overall mitigation plan.

Enclosed noise buffer balconies are considered a feasible noise control mitigation measure along facades where sound level limits exceed the Class 4 criteria. NPC-300 lists the characteristics of an enclosed noise buffer. Among other matters, they are to be not less than one metre and not more than two metres deep and are required be fully enclosed with floor to ceiling glazing or a combination of solid parapet plus glazing above; and of an architectural design that is not amenable to converting the enclosed space to being noise sensitive. An illustration of an enclosed noise buffer balcony can be found at Attachment 6.

The study states that given the proposed design is in the early stages, that a review of detailed plans at the site plan approval stage is required by an Acoustical Consultant.

Air Quality Assessment & Findings

Novus assessed compatibility between the proposed development at 4665 Steeles Avenue East and surrounding industries. This includes air quality contaminants, dust and odour. For new developments proposed near industrial sources, the obligation is on the developer to demonstrate land use compatibility. Possible strategies to address air quality matters when elevated (tall) receptors are proposed include removing the elevated receptor or providing mitigation at the elevated point of receptions such as sealed windows and filtration systems or negotiating with an industry to provide at-source mitigation.

Novus' work to date concludes that no mitigation measures related to air quality matters are required.

Peer Review of Environmental Reports

The City retained Golder Associates (Golder) to peer review the Novus Environmental Noise & Vibration Feasibility Study and Air Quality Compatibility Study submitted in support of the revised development proposal. Global Fortune Group will incur the cost of these peer reviews. The City previously retained Golder to carry out the Steeles-Redlea Regeneration Area: Air Quality, Odour, Noise and Vibration Impact Study as discussed in the Final Report, dated August 31, 2015.

Golder's review was limited to the completeness of the methodology/findings/recommendations and use of applicable standards/guidelines. Golder's review did not include verifying or reproducing any of the air quality/odour modelling or noise prediction modelling or supporting calculations.

Golder's comments and findings regarding the Novus reports were provided to the City by way of Technical Memorandums, dated September 15, 2016 which identified additional matters to be considered and further clarifications required as it pertains to methodologies used and assumptions made.

In terms of noise, Golder agrees that the Class 4 classification is appropriate as noted earlier in this report. Should the City decide not to classify these lands as a Class 4 area, then Novus will need to re-evaluate the proposed development as a Class 1 area.

Novus provided responses to Golder's peer reviews by way of Addendums to the Noise & Vibration Feasibility Study and Air Quality Compatibility Study. Novus' responses were also reviewed by Golder. Based upon these reviews, Golder has advised City Staff that they are in general agreement with Novus' responses and that Novus has been able to demonstrate that introducing residential uses on the Global Fortune lands at 4665 Steeles Avenue East is possible with the recommended mitigation measures / implementation controls in place. It is also acknowledged that additional studies will be required in support of the proposed detailed design through the related site plan approvals process

All of the Peer Review information has been posted on the Study webpage.

Additional Stakeholder Outreach / Community Consultation

At the public meeting held on November 16, 2015, the Planning and Growth Management Committee directed City Planning to conduct further study and consultation with affected stakeholders on matters related to land use compatibility and the potential impacts resulting from the introduction of high density residential development in proximity to an active heavy industrial employment area. City Planning held two consultation meetings in order to advise study stakeholders and interested parties as to the status of the Global Fortune application at 4665 Steeles Avenue East and directions stemming from the detailed conversations held between City Planning staff and the applicant group to address the scale of development, transition to adjacent areas and land use compatibility. The first meeting was held on May 26, 2016, prior to the application being formally revised. The second meeting was held on July 21, 2016, after revised plans and support studies were submitted. City staff involved in the study, including Economic Development and Culture staff were advised of both these meetings in order to consider concerns and provide information.

Meeting notes have been posted on the Study Webpage.

Meeting Highlights - May 26, 2016

- Advised that the application at 3447 Kennedy Road (rear) had been withdrawn;
- Design of proposed development still emerging;
- Environmental Assessment (EA) for Steeles Avenue grade separation underway;
- Study origin re-iterated;
- Possible mitigation measures discussed/ identified and means to control height and density of development; and
- Local traffic impacts.

Attendees were advised that all new submission material for the 4665 Steeles Avenue East application, including the Noise & Vibration Assessment and Air Quality Compatibility Study,

will be available for the public to view and download through the City Planning Application Information Centre.

Meeting Highlights - July 21, 2016

- City Planning confirmed that the 4665 Steeles Ave E application had been formally revised and that the required environmental reports had been submitted;
- The Peer Review process of the environmental reports was underway;
- Three phases of development proposed, each with a tower;
- Tower heights 17, 26 & 28 storeys respectively;
- South elevation of all towers are blank (no windows);
- Enclosed buffer balconies proposed on some building elevations;
- Proposed vehicular access and traffic issues discussed;
- Confirmed Redlea Avenue extension to Passmore Avenue still required as part of any development approvals; and
- Affordable Housing will be required and secured as part of any development approvals.

Attendees were advised that a Final Report will be prepared on the 4665 Steeles Ave E rezoning application after the Regeneration Study Report recommendations have been adopted and once all outstanding issues related to the application have been resolved to the City's satisfaction.

Buffering from Stouffville GO Rail Corridor

Proposed OPA 321 requires that residential uses on lands within the *Mixed Use Areas* designation will be setback a minimum of 30 metres from the Stouffville GO rail corridor property line. This is the standard safety setback required by Metrolinx / GO Transit often in tandem with other recommended mitigation measures including chain link fencing and noise attenuation barriers for lands that abut the rail corridor. Warning clauses within development agreements, offers to purchase, and agreements of Purchase and Sale or Lease for residential dwelling units on lands within 300 metres of the rail corridor are also required.

Noise and vibration studies submitted in support of development applications are circulated to Metrolinx/GO Transit for their review and comment. City Planning ensures that required mitigation measures recommended in the Noise and Vibration studies and approved by Metrolinx /GO Transit are shown on the relevant plans and drawings submitted in support of rezoning and/or site plan approval applications and further that mitigation measures are secured in site specific zoning by-law amendments (where appropriate) and through the site plan approvals and draft plan of condominium approvals processes.

The draft policy related to rail safety and mitigation has been refined to provide additional clarity by requiring a minimum 30 metre setback for residential and other sensitive land uses from the Stouffville GO rail corridor property line along with other recommended mitigation and safety measures.

In terms of the development application at 4665 Steeles Avenue East, the site is approximately 55 metres west of the GO Transit rail corridor.

Affordable Housing

Creating and maintaining affordable housing is one of the City's key priorities. Despite there being no large sites (5 ha+) in the study area, the introduction of residential uses (where appropriate) on lands proposed to be designated as *Mixed Use Areas* presents an opportunity to secure affordable housing and to allow for a choice in housing tenure and/or affordability on lands within close proximity to the Milliken GO station.

In order to secure affordable housing on lands proposed to be designated as *Mixed Use Areas*, SASP 395 within proposed OPA 321 has been amended to include the following policy:

"Within any development on lands that includes residential uses, a minimum of 10% of the total number of dwelling units shall be either *affordable rental housing* or *affordable ownership housing* of which the method, timing and delivery shall be addressed through implementing zoning."

The provision of affordable housing has also been added as a community benefit priority for the area.

Strategy for Implementation: 4665 Steeles Avenue East

The City's Affordable Housing Office (AHO) facilitates new affordable housing development in partnership with the federal and provincial governments and the private and non-profit sectors. In order to develop an affordable housing strategy, the AHO and the Global Fortune Group commenced discussions to deliver affordable housing units within the proposed mixed use development at 4665 Steeles Avenue East (1.57 ha). The AHO has advised that affordable ownership funding is available for approximately 10% of the units. As a result of these discussions, Global Fortune Group is committed to providing 10% of dwelling units within the development as affordable ownership housing units. With a total of 793 dwelling units currently proposed, this would equate to a total of 79 affordable ownership housing units being provided on these lands alone.

Details as to what has specifically been agreed to and the legal means to secure these affordable ownership housing units will be discussed in the Final Report on the rezoning application for 4665 Steeles Avenue East. The AHO will then bring forward funding reports addressing financial implications and further affordable housing program delivery details.

Draft Official Plan Amendment 321

The recommended land use strategy presented in the Final Report, dated August 31, 2015, remains unchanged. All of the lands within the *Regeneration Area* located south of Steeles Avenue East and north of the Milliken GO Station lands (3.5 ha) are proposed to be redesignated to *Mixed Use Areas*. The balance of the lands (6.5 ha) currently designated as *Regeneration Areas* are proposed to be redesignated back to *Employment Areas*.

As a result of further consultation and negotiation with the Global Fortune Group, which has occurred this year, revisions have been made to the proposed official plan amendment to ensure the provision of affordable housing units, to require minimum building setbacks and setbacks and maximum building heights on both their lands and the balance of lands proposed to be designated as *Mixed Use Areas*. Further, an air quality report will be required as part of a

complete application submission requirement for any application proposing residential or other sensitive land uses on lands designated as *Mixed Use Areas*.

Urban Design Guidelines

The Steeles-Redlea Urban Design Guidelines have been updated to, among other matters, reflect the revised development proposal at 4665 Steeles and to provide more direction on issues such as on-site open space, mid-block pedestrian connections, tower locations, and building design (please see Attachment 8).

The updated demonstration plan provides potential locations for significant and central open spaces with a network of mid-block connections to create a community-focused, pedestrian-friendly environment. Tower locations have been reconfigured to provide transition in building height and scale to the existing and planned lower-scaled context to the west, east and south and to reduce shadow impacts on Steeles Avenue East.

Additional guidance has also been included in terms of possible mitigation strategies (as identified by the environmental reports commissioned to date) to be used in the design of new buildings in order to address land use compatibility concerns related to adverse effects such as visual impact/overlook, noise and odour/air emissions.

It is important to note that the transition down to lower scaled buildings is intended to occur over the long term, when and if the Milliken GO station lands and the Global Fortune lands at 3447 Kennedy (rear) redevelop for non-residential purposes. These lands, which are also located within the proposed SASP 395 area, will then serve to provide the gradation in height, scale and massing as envisioned by the proposed area urban design guidelines.

CONCLUSION

The additional study and assessments undertaken by City staff and qualified environmental consultants related to the ongoing review of the Global Fortune development proposal at 4665 Steeles Avenue East have demonstrated that the proposed mixed-use, predominately high-rise residential development can be appropriately designed, buffered and separated from existing and future industrial operations on nearby employment lands provided the proposed and recommended mitigation measures intended to prevent or mitigate adverse effects from contaminants such as noise, vibration, odour, air contaminants and visual overlook are secured. The City will secure these mitigation measures through site specific zoning by-law amendments, site plan approval, draft plan of condominium approval and related legal agreements and/or declarations. With these mitigation measures in place, it is staff's view that land use compatibility can be achieved and that the long term viability of nearby industrial operators will not be jeopardized or the area de-stabilized.

Further, the significant public investment proposed in the Stouffville GO rail corridor and related Milliken GO station improvements must be acknowledged by all landowners in the area and must be taken into consideration when any new development, of any type, is proposed in proximity to the rail corridor and station.

The recommended land use strategy recommended by City Planning in 2015 for the Steeles-Redlea Regeneration Area remains intact. Lands south of Steeles Avenue East and north of the Milliken GO Station lands are proposed to be redesignated to *Mixed Use Areas*. The balance of and majority of the lands are proposed to be redesignated to *Employment Areas*. Proposed OPA 321, however, has been revised to, among other matters, require affordable housing units to be

provided as part of any development proposing residential units on lands designated *Mixed Use Areas*. Further, the submission of an Air Quality Study is required as part of a complete application submission for a zoning by-law amendment, plan of subdivision, site plan control approval or consent to sever on lands designated *Mixed Use Areas* which propose residential or other sensitive land uses.

CONTACTS

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| E-mail: Zuliani@toronto.ca | E-mail: dmuirhe@toronto.ca |

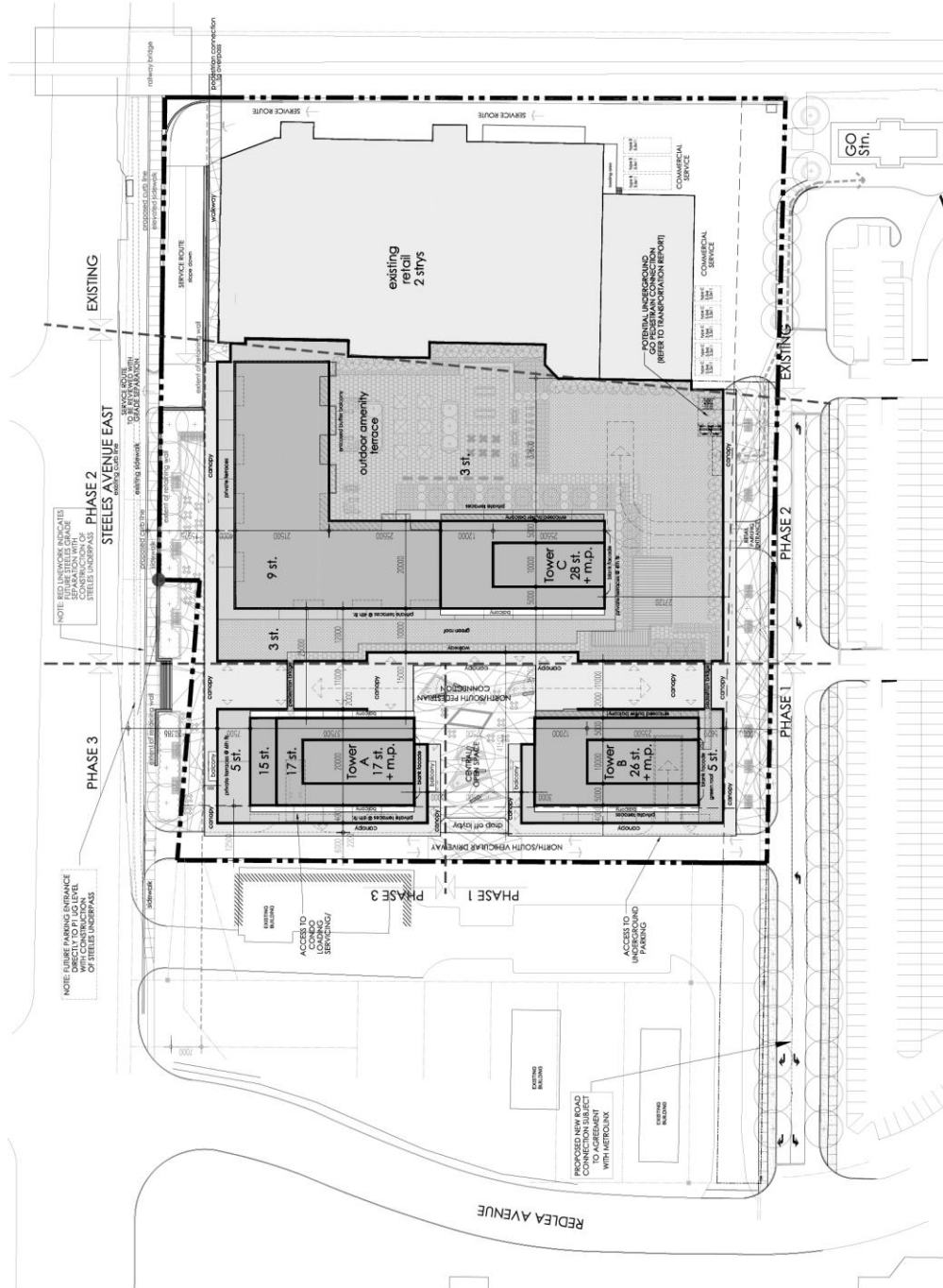
SIGNATURE

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

ATTACHMENTS

Attachment 1: Site Plan (4665 Steeles Avenue East)
Attachment 2: Elevations (4665 Steeles Avenue East)
Attachment 3: Elevations (4665 Steeles Avenue East)
Attachment 4: City of Markham Council Resolution
Attachment 5: City of Toronto response letter
Attachment 6: Enclosed Noise Buffer Balcony
Attachment 7: Draft Official Plan Amendment
Attachment 8: Steeles-Redlea Urban Design Guidelines, September 2016

Attachment 1: Site Plan (4665 Steeles Avenue East)



Site Plan

4665 Steeles Avenue East

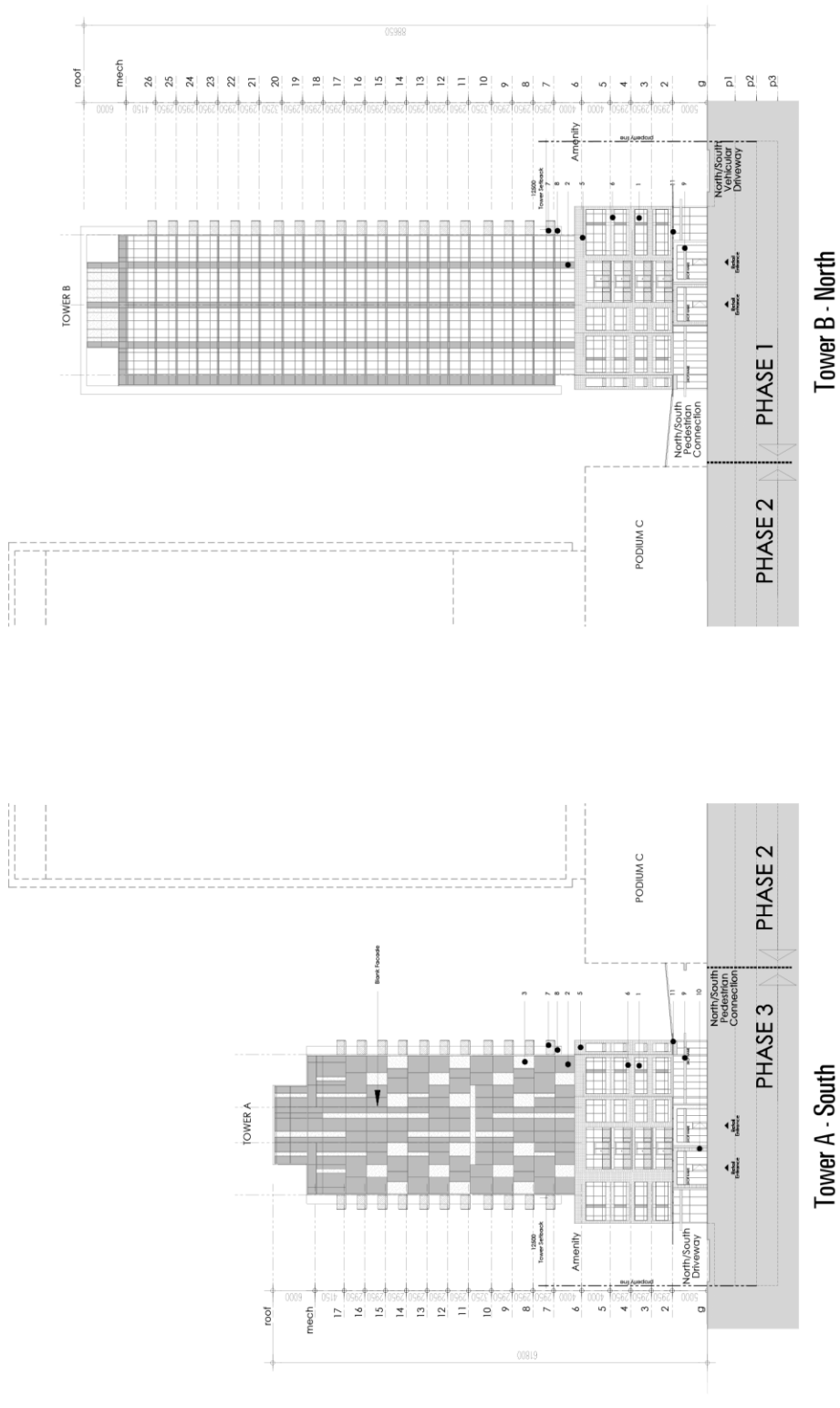
Applicant's Submitted Drawing

Not to Scale
8/30/16



File # 13 273308 ESC 39 0Z

Attachment 2: Elevations (4665 Steeles Avenue East)



Elevations

Applicant's Submitted Drawing

Not to Scale
8/30/16

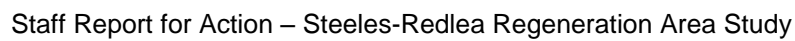
4665 Steeles Avenue East

File # 13 273308 ESC 39 0Z

Elevations

Not to Scale
8/30/16

17





THE CORPORATION OF THE CITY OF MARKHAM

EXCERPT CONTAINING ITEM #006d OF THE COUNCIL COMMITTEE (September 28, 15)

(2) LAND USE POLICIES AND ZONING REGULATIONS IN THE PASSMORE AVENUE INDUSTRIAL AREA (10.0)

Whereas a number of residents and landowners in the Milliken Mills community of Markham have expressed concern to Members of Markham Council regarding existing and proposed asphalt/concrete batching and recycling facilities on Passmore Avenue in the City of Toronto; and,

Whereas both the City of Toronto and the City of Markham are undertaking land use studies and review of development applications to encourage mixed use redevelopment including residential intensification in this vicinity, including along the Steeles Avenue Corridor between Kennedy Road and Midland Avenue, in proximity to the Milliken GO Station; and,

Whereas asphalt and concrete batching and recycling facilities with outdoor storage and processing are considered not to be compatible with residential intensification and other higher order land uses being planned for the surrounding area;

Now Therefore Be It Resolved:

- 1) That the City of Toronto be requested to review its land use policies and zoning regulations pertaining to such asphalt and concrete batching and recycling facilities, and other heavy industrial uses involving outdoor storage and processing, in the Passmore Avenue industrial area; and,
- 2) That in the event that the City does receive formal applications to permit such uses in this vicinity, that every effort be made to re-direct such uses to more appropriate locations removed from residential uses and re-development areas, and to apply conditions to properly mitigate the impact of such uses including such matters as days and hours of operation, buffering and screening, surface treatments to prevent the raising of dust, on site dust controls, street sweeping, control of stockpile heights and machinery heights, noise controls, truck traffic circulations routes, storm water management, and other environmental protection measures and monitoring programs.

Carrie

Council consented to delete the following paragraph from the proposed recommendation:

That this resolution be forwarded to the Association of Municipalities Ontario (AMO).

10/27/2015

Attachment 5: City of Toronto Reply to City of Markham Resolution



COPY

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

Metro Hall
55 John Street
22nd Floor
Toronto, Ontario M5V 3C6

Kerri Voumvakis
Director, Strategic
Initiatives, Policy & Analysis

Tel: 416-392-8148
Fax: 416-392-3821
kvoumva@toronto.ca

March 18, 2016

Clerk
City of Markham
Markham Civic Centre
101 Town Centre Boulevard
Markham, Ontario, L3R 9W3

Dear Ms. Kitteringham:

The City Planning Division is in receipt of the resolution passed by Markham Council on September 28, 2015 regarding land use policies and zoning regulations in the 'Passmore Avenue Industrial Area'. The resolution requests that the City of Toronto review its land use policies and zoning regulations pertaining to asphalt and concrete batching facilities, and such facilities involving outdoor storage and processing in the Passmore Avenue industrial area; and that every effort be made to re-direct such uses proposed for this area to more appropriate locations.

At its meeting of June 19, 2014, the City of Toronto's Planning and Growth Management Committee requested the Chief Planner and Executive Director, City Planning, to review and report on: a policy to develop a city wide solution to land use planning issues related to concrete batching and the identification of potential sites where concrete batching may be considered taking into account the desire to mitigate the impacts of such uses on surrounding uses. This study is underway and is expected to be completed by the end of 2016. In addition, as the City of Markham is aware, the City of Toronto is also undertaking an area specific *Regeneration Area* study of the Steeles-Redlea area in close proximity to Passmore Avenue.

The Steeles-Redlea *Regeneration Area* Study will establish a development framework and determine future land use designations for the study area. As part of the study process, City staff conducted extensive consultations with key stakeholders in the area, including, but not limited to, industrial operators within the North Milliken Employment District and the City of Markham.

A Final Report and statutory public meeting on the *Regeneration Area Study* was before Planning and Growth Management Committee in November 2015. A link to the report can be found at <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG8.7>

The Committee directed City Planning to conduct further study and consultation with stakeholders and Economic Development staff to address outstanding issues and to report back in 2016.





With respect to existing zoning permissions, concrete batching is a permitted use in certain industrial zones in the Milliken Employment District under the Employment Districts Zoning By-law No. 24982, as amended of the former City of Scarborough which remains in force and effect. An asphalt plant is considered to be a "Municipally Prohibited Use" under this same by-law, and therefore not permitted.

A site plan application was received by the City Planning Division on November 25, 2015 for a mobile, wet, ready-mix concrete facility at 65 Passmore Avenue. The application proposes to use new technology which will allow the operations to be enclosed, thereby reducing the impacts usually associated with such activities. The Ministry of the Environment will also require an Environmental Compliance Approval before the site can begin to operate as proposed.

If you would like more information regarding any of these studies or applications, please contact the undersigned or the following staff:

| | | |
|--|---------------------------------|--------------|
| City-wide Concrete Batching Study: | Christian Giles, Senior Planner | 416-392-0881 |
| Steeles-Redlea <i>Regeneration Area</i> Study: | Doug Muirhead, Senior Planner | 416-396-7029 |
| 65 Passmore Avenue Site Plan Application: | Katrien Darling, Senior Planner | 416-396-7721 |

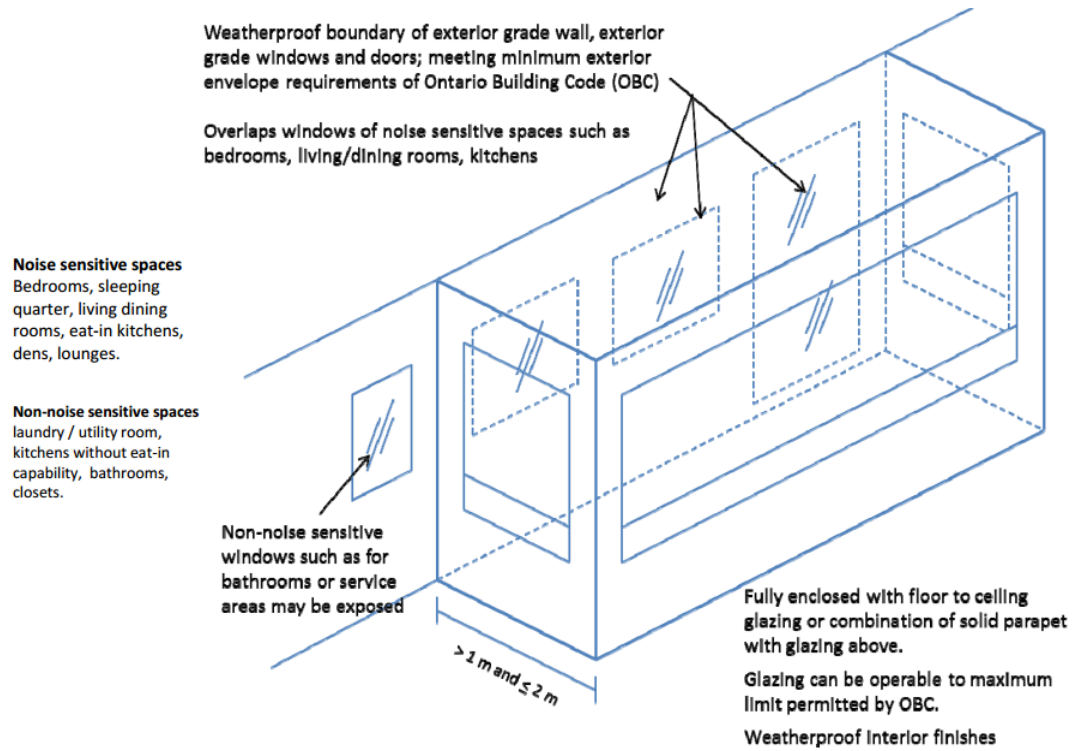
Regards,

A handwritten signature in black ink, appearing to read "Kerri Voumvakis".

Kerri Voumvakis, Director
Strategic Initiatives, Policy & Analysis
City Planning Division

Cc Paul Zuliani, Director, Community Planning

Attachment 6: Enclosed Noise Buffer Balcony



***Source: Novus Environmental Noise & Vibration Feasibility Study. June 29, 2016**

Attachment 7: Draft Official Plan Amendment

Authority: Planning and Growth Management Committee Item ~ as adopted by City of Toronto Council on ~, 20~

Enacted by Council: ~, 20~

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~-20~

**To adopt an amendment to the Official Plan
for the City of Toronto
respecting lands bounded by Steeles Avenue East, Kennedy Road,
Midland Avenue and Passmore Avenue**

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

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

The Council of the City of Toronto HEREBY ENACTS as follows:

1. The attached Amendment No. 321 to the Official Plan is hereby adopted pursuant to the *Planning Act*, as amended.

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

JOHN TORY,
Mayor

ULLI S. WATKISS,
City Clerk

(Corporate Seal)

AMENDMENT NO. 321 TO THE OFFICIAL PLAN

LANDS BOUNDED BY STEELES AVENUE EAST, KENNEDY ROAD, MIDLAND AVENUE AND PASSMORE AVENUE

The Official Plan of the City of Toronto is amended as follows:

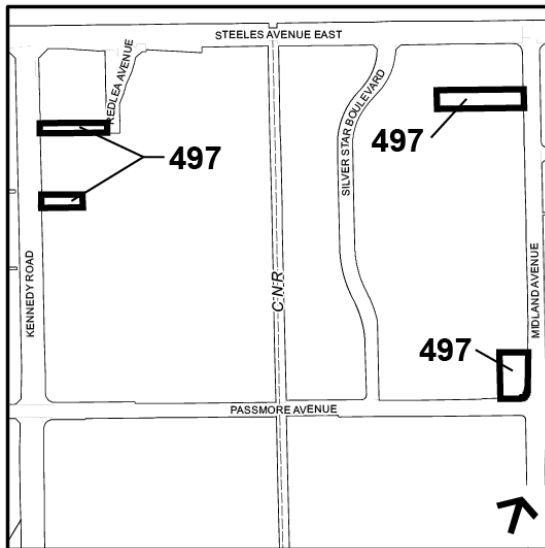
1. Map 19, Land Use Plan, is amended by re-designating the lands located south of Steeles Avenue East and north of the Milliken GO Station lands from *Regeneration Areas* to *Mixed Use Areas* as shown on the attached Schedule 1.
2. Map 19, Land Use Plan, is amended by re-designating the lands known municipally in 2015 as 39 Redlea Avenue, 3447 Kennedy Road (rear), and 0 Redlea Avenue from *Regeneration Areas* to *Employment Areas* as shown on the attached Schedule 1.
3. Schedule 2, The Designation of Planned but Unbuilt Roads, is amended by adding the following planned but unbuilt roads:

| Street Name | From | To |
|----------------|--------------|--|
| New North Link | Kennedy Road | East of Redlea Avenue to Milliken GO Station |
| New South Link | Kennedy Road | East of Redlea Avenue to Milliken GO Station |

4. Chapter 7, Site and Area Specific Policies, including Map 30, is amended by deleting Site and Area Specific Policy No. 104 from the lands bounded by Steeles Avenue East, Kennedy Road, Passmore Avenue and Midland Avenue.
5. Chapter 7, Site and Area Specific Policies, including Map 30, is amended by adding Site and Area Specific Policy No. 497 for the lands known municipally in 2015 as 3471 Kennedy Road, 3501 Kennedy Road, 3988 Midland Avenue and 4220 Midland Avenue, as follows:

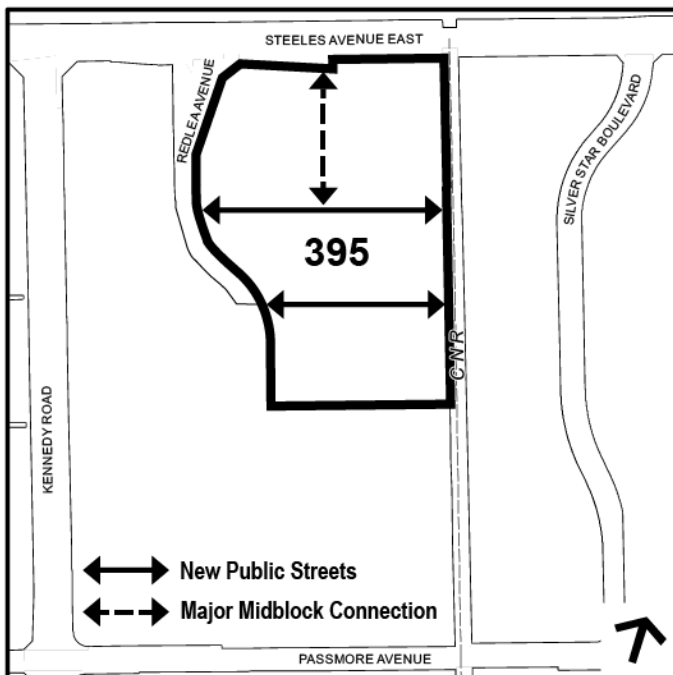
497. 3471 Kennedy Road, 3501 Kennedy Road, 3988 Midland Avenue and 4220 Midland Avenue

Place of worship uses are permitted.



6. Chapter 7, Site and Area Specific Policies, including Map 30, is amended by deleting the existing Site and Area Specific Policy No. 395 and replacing it with a new Site and Area Specific Policy No. 395 as follows:

395. Lands bounded by Steele's Avenue East, GO Train Corridor, Redlea Avenue Extension and south boundary of 3447 Kennedy Road (rear)



Lands are located adjacent to or within close proximity to the GO Transit Stouffville rail corridor and include the Milliken GO Station site. Expansion of GO Transit service and related Milliken GO Station improvements present opportunities for transit-oriented intensification on the GO Station site and adjacent lands.

Surrounding lands within the City of Toronto are extensively used for commercial and industrial employment purposes. As a result, land use compatibility is a key consideration in the planning approvals process for this area. Major facilities (e.g., industries and rail facilities) and sensitive lands uses (e.g., residential uses) should be planned to ensure they are appropriately designed, buffered and/or separated from each other to prevent or mitigate adverse effects from noise, vibration, odour and other contaminants, minimize risk to public health and safety, and to ensure the long-term viability of major facilities.

Urban Design Guidelines have been prepared that serve to establish a framework for co-ordinated high quality development and to provide direction for reviewing development applications on the lands. The guidelines refer to key matters such as the creation of a new streets and blocks network, open space, pedestrian and cycling links, landscaping, streetscape and built form.

Urban Design Guidelines

- a) The Steeles-Redlea Urban Design Guidelines, dated September 2016, have been adopted by Council in order to establish a development framework for the area and to provide direction for the preparation and review of development applications on these lands. These guidelines shall be read and applied in conjunction with the built form and urban design policies in the Official Plan and supporting City-wide urban design guidelines.

Built Form

- b) Development shall provide a transition down in terms of height, scale and massing from the tallest built forms located near Steeles Avenue East on lands designated as *Mixed Use Areas* to lower scaled buildings on lands designated as *Employment Areas* given the proximity of industrial employment uses on lands located outside of the SASP 395 area.
- c) On lands designated as *Mixed Use Areas*, buildings shall be setback a minimum of 3 metres from Steeles Avenue East. For tall buildings, a minimum 5 metre tower stepback shall be provided from the face of a base building. Mid-rise buildings shall provide a minimum 3 metre stepback in keeping with the angular plane as shown in the Steeles-Redlea Urban Design Guidelines.
- d) On lands designated as *Mixed Use Areas*, buildings shall be organized and located to provide a transition down in scale in terms of building massing, height and density from the mid-block lands at 4665 Steeles Avenue East to lands to the west towards Redlea Avenue and to the east towards the Stouffville GO Transit rail corridor.
- e) On lands designated as *Mixed Use Areas*, any portion of a development containing residential and/or other sensitive land uses (as defined by the Provincial Policy Statement, 2014) shall be setback a minimum of 30 metres from the Stouffville GO Transit rail corridor property line and provide appropriate mitigation and safety measures to implement the Federation of Canadian Municipalities (FCM) and the Railway

Connections

- f) These lands will develop in phases with a network of public streets, pedestrian and cycling connections and smaller block sizes to improve connectivity to the Milliken GO Station and the local road network.
- g) Two new public streets, each having a right-of-way width of 20-23 metres, are required to be provided east of Redlea Avenue to frame the north and south sides of the Milliken GO Station site, as generally shown on the map accompanying this policy. Development approvals will secure the required street rights-of-way on affected lands, including lands abutting the Milliken GO Station site as required.
- h) A north-south public street connection between the new public streets noted in g) above is desired.

Lands Designated *Mixed Use Areas*

- i) Within any development on lands that includes residential uses, a minimum of 15 % of total leasable/purchasable non-residential gross floor area provided will be for office uses and in no case will be less than 2,000 m² in size and will be provided within the first phase of development.
- j) In addition to the Complete Application requirements contained within policy 5.5.2 and Schedule 3 of the Official Plan, applications to amend the Zoning By-law and applications for Plan of Subdivision, and Consent to Sever that propose sensitive land uses (as defined by the Provincial Policy Statement, 2014) are required to submit an Air Quality and Odour Compatibility Study.

An Air Quality and Odour Compatibility Study may also be requested by the City in order to enable a site plan control application to be evaluated.

- k) Prior to the enactment of any zoning by-law amendment, applicants must undertake a feasibility analysis and impact assessment as required under the province's D-6 Guidelines for Compatibility Between Industrial Facilities and Sensitive Land Uses and a Noise Impact Study as required under the province's Environmental Noise Guideline, Publication NPC-300 (or other subsequent MOECC guidelines), to the satisfaction of the City.
- l) Properties fronting on Steeles Avenue East may be required to convey lands to the City for future Steeles Avenue road widening and grade separation purposes, including maintenance and construction easements.
- m) Within any development on lands that includes residential uses, a minimum of 10% of the total number of dwelling units shall be either *affordable rental housing* or *affordable ownership housing* of which the method, timing and delivery shall be addressed through implementing zoning.

- n) The provision of affordable housing, child care spaces, community agency and cultural space, along with library and recreation centre improvements are community benefit priorities for this area.

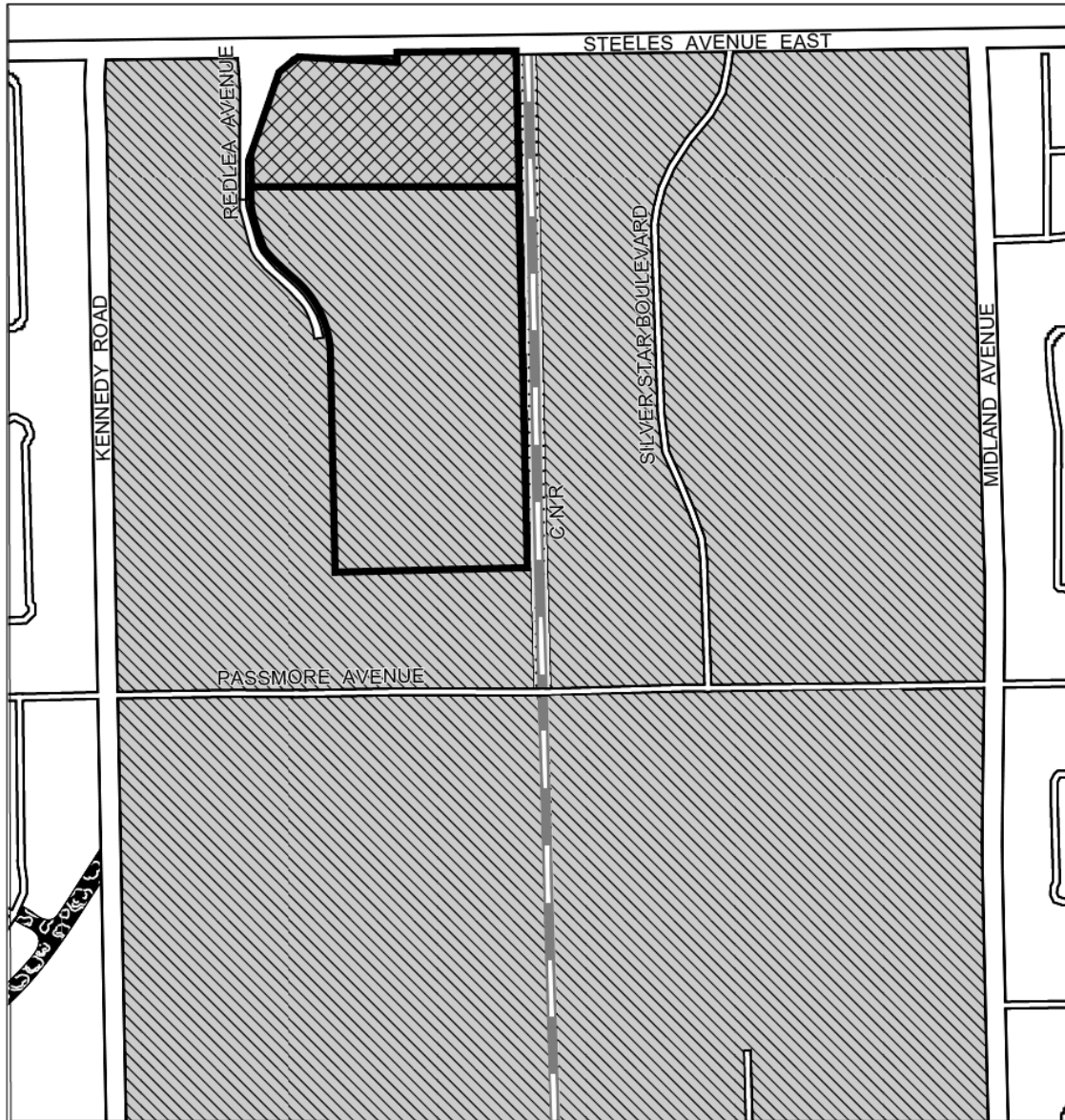
4665 Steeles Avenue East

- o) A direct and attractive, major mid-block pedestrian connection from Steeles Avenue East to the Milliken GO Station lands will be provided within the first phase of development as generally shown on the map accompanying this policy.
- p) Maximum permitted building height is 28 storeys (93 metres, excluding mechanical penthouse). Development proposing more than one tall building on site is required to provide a variety of tower heights and to transition down in building height(s) from the maximum building height permitted.
- q) Opportunities to provide a privately owned publicly-accessible central open space area (POPS) shall be explored. If viable, the POPS will be designed generally in accordance with the City's Design Guidelines for Privately Owned Publicly-Accessible Space.
- r) New development is required to properly interface with the adjoining commercial lands to the east known municipally as 4675 Steeles Avenue East and will provide required parking for these lands together with temporary and permanent easements and rights-of-way for parking, pedestrian and vehicular access, servicing and maintenance to the satisfaction of the City.

Lands Designated *Employment Areas*

- s) Employment uses will be compatible with mixed use development in the adjacent *Mixed Use Areas* to the north.
- t) New development will provide for office employment uses.

Schedule 1









Toronto City Planning

Official Plan Amendment #321

Revisions to Land Use Map 19 to Redesignate lands from Regeneration Areas to Mixed Use Areas and Employment Areas

Steeles-Redlea Regeneration Area Study

File # 14 123169 ESC 39 TM

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

↑
Not to Scale
8/31/2015

Attachment 8: Steeles-Redlea Urban Design Guidelines, September 2016

(sent under separate cover)