

## STAFF REPORT ACTION REQUIRED



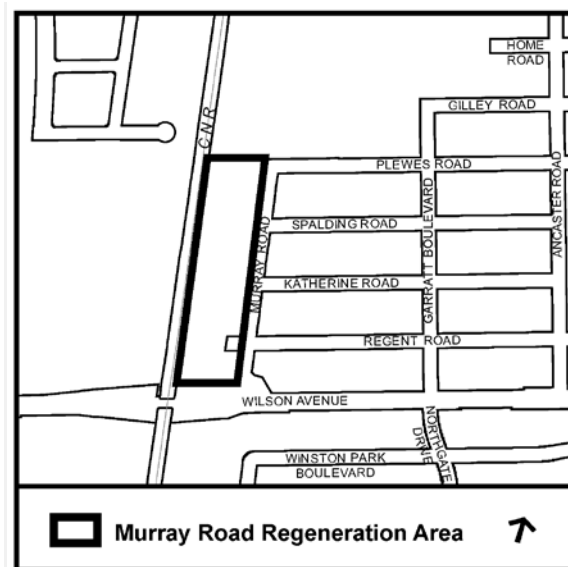
### Murray Road Regeneration and Land Use Study - City Initiated Official Plan Amendment and City Initiated Zoning By-law Amendments - Final Report

<b>Date:</b>	October 26, 2017
<b>To:</b>	Planning and Growth Management Committee
<b>From:</b>	Acting Chief Planner and Executive Director, City Planning Division
<b>Wards:</b>	Ward 9 – York Centre
<b>Reference Number:</b>	16 115948 NNY 09 OZ

### SUMMARY

This report presents the conclusions of the Murray Road Regeneration and Land Use Study, and recommends amendments to the City of Toronto Official Plan. This report also recommends amendments to the former City of North York and the City of Toronto Zoning By-laws. An interim control by-law was enacted to prohibit certain land uses pending completion of this study. The Interim Control By-law expires on February 3, 2018.

The Murray Road Regeneration and Land Use Study makes recommendations on a planning framework for the Study area to support future growth as set out in Section 4.7 of the Official Plan for *Regeneration Areas*, and in Council's adopted Site and Area Specific Policy (SASP) 389 of OPA 231. The Study included an air and noise monitoring process as well as community consultation and engagement on issues related to land use, urban design, and pedestrian and cycling improvements throughout the local community.



This report recommends that council adopt the City-initiated Official Plan Amendment (OPA), outlines key study findings from the local community and affected landowners and summarizes the revisions to the Site and Area Specific policies that are considered compatible with the existing surrounding employment and residential community.

The proposed Zoning By-law Amendments for the portion of the area in the former City of North York removes zoning permissions for concrete batching plants, a contractor's establishment, motor vehicle body repair shop, transportation terminal and plastic product manufacturing use from the Study area. These permissions were temporarily suspended through the enactment of Interim Control By-law #71-2016 on February 3, 2016, and Extension of Interim Control By-law #115-2017 on January 31, 2017.

These permissions are considered incompatible with the surrounding community and the emerging vision for the Study area as outlined in the Regeneration Area designation and the subsequent City initiated land use study. The Study results envision a range of future employment and residential uses, compatible with the adjacent residential community, and which will provide new economic and housing opportunities. An improved pedestrian realm and enhanced cycling and pedestrian connections will provide access to local businesses, recreation and transit options, and connect together distinct communities.

Official Plan Amendment #208, which is the subject of this report, redesignates the Study area for *Mixed Use Areas* and *General Employment Areas*. The amendments to the Zoning By-laws also discussed in this report are consistent with the results of the regeneration study and resulting Official Plan Amendment No. 208. This report reviews and recommends approval of the City-initiated Zoning By-law amendments.

## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. City Council amend the Official Plan, for the lands at 10, 20, 48, 54 and 62 Murray Road substantially in accordance with the draft Official Plan Amendment attached as Attachment No. 2 to report dated October 26, 2017.
2. City Council amend former City of North York Zoning By-law #7625, for the lands at 10, 20, 48, 54 and 62 Murray Road substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 3 to report dated October 26, 2017.
3. City Council amend City of Toronto Zoning By-law #569-2013 for the lands at 10, 20, 48, 54 and 62 Murray Road substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 4 to report dated October 26, 2017.

4. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan and Zoning By-law Amendments as may be required.

### **Financial Impact**

The recommendations in this report have no financial impact.

The proposed Site and Area Specific Policies of Official Plan Amendment #208 identified in Recommendation 1 contains the following municipal infrastructure projects that are anticipated to be delivered and secured through development agreements:

- (1) Potential extension of east-west streets;
- (2) Improvements to the public realm; and
- (3) Potential public park.

These infrastructure projects are intended to support future development. Staff will report back on any financial impacts that may be necessary to deliver these infrastructure projects. Any other programming or projects secured through Section 37 agreements or that result in City operating or capital impacts would also need to be considered against other unfunded City priorities as part of future year operating and capital budget processes.

### **DECISION HISTORY**

At its meeting on December 16-18, 2013, City Council adopted OPA 231 at the conclusion of the Municipal Comprehensive Review of Employment Lands as part of the City's Five Year Official Plan review. OPA 231 brought forward amendments to the Official Plan for economic health and employment lands policies, designations and Site and Area Specific Policies.

Through the adoption of OPA 231, the lands within the Study area were re-designated to Regeneration Areas and Site and Area Specific Policy 389 was adopted to provide additional direction for future change on the Murray Road lands.

On July 9, 2014, the Minister of Municipal Affairs and Housing (MMAH) approved OPA 231, with minor modifications. The Minister's decision was subsequently appealed to the Ontario Municipal Board.

The decision history on OPA 231 and the MMAH decision can be accessed at the following links:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PG28.2>

<http://www1.toronto.ca/City%20of%20Toronto/City%20Planning/SIPA/Files/pdf/O/ministers%20decision%20on%20opa%20231.pdf>

The owner of the lands in the Study area appealed OPA 231, including SASP 389 that applies to the Murray Road Study area. Both OPA 231 and SASP 389 remain under appeal before the OMB and are not yet in force.

The OMB Order partially approving OPA 231 can be accessed at this link:

[http://www1.toronto.ca/City%20of%20Toronto/City%20Planning/SIPA/Files/pdf/O/PL140860\\_Signed%20Board%20Order%20\(June%202022%202015\).pdf](http://www1.toronto.ca/City%20of%20Toronto/City%20Planning/SIPA/Files/pdf/O/PL140860_Signed%20Board%20Order%20(June%202022%202015).pdf)

### **Planning Study and Interim Control By-laws**

At its February 3 and 4, 2016 meeting, City Council directed staff to undertake a study for the lands on the west side of Murray Road between Wilson Avenue and Plewes Road (the Murray Road Study area) to review the existing land use permissions and regulations and to determine if new policies and zoning standards are required to reduce land use conflict within the Study area.

At this meeting, City Council also enacted Interim Control By-law #71-2016 that prohibited any new Employment and Manufacturing uses described as concrete batching plants, a contractor's establishment, motor vehicle body repair shop, transportation terminal and plastic product manufacturing use, for a period of one year to study the land use permissions contained within the former City of North York Zoning By-law No. 7625 and City of Toronto Zoning By-law No. 569-2013, as they apply to the Study area.

The Council decision and staff report is available at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.MM12.32>

On January 31, 2017, City Council approved a one-year extension of the Interim Control By-law for the Murray Road Study area to provide an opportunity to complete the planning study including air quality monitoring. The Interim Control By-law #115-2017 expires on February 3, 2018.

The Council decision and staff report is available at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.MM24.36>

### **Ontario Municipal Board Appeal**

The applicant appealed the original Interim Control By-law #71-2016 to the Ontario Municipal Board (OMB) on April 1, 2016. The applicant took no action to further the appeal, nor did the applicant appeal extension of interim control by-law #115-2017.

### **Current Development Applications Proposed in the Study Area**

A site plan application was received on December 10, 2015 within the Study area at 62 Murray Road for a new concrete batching plant (File # 15-263446 NNY 09 SA). The proposal would consist of an 18 metre high mixing structure and an associated one storey office building on currently vacant lands. The proposal would also include outside storage of aggregate material, on-site parking for trucks and vehicles and sound walls for noise attenuation.

The site plan application for the proposed new concrete batching plant also includes a municipally addressed property known as 54 Murray Road, which is currently vacant. This was the location of the Murray Road propane tank explosion which occurred in August of 2008. The proposed new concrete batching plant would be located immediately north of an existing concrete batching plant.

The applicant was notified via correspondence dated January 11, 2016 that the application was determined to be incomplete as information required for a fulsome review of the proposal was not provided when the application was submitted to the City. As of the date of this report, the application remains incomplete.

## **ISSUE BACKGROUND**

### **Study Area and Surrounding Area**

Murray Road is a north-south road connecting Wilson Avenue to Plewes Road to the north. The Study area has a rectangular shape with a frontage along Murray Road of 384 metres and width of 100 metres along both the Wilson Avenue and the northern lot line. The Study area has an area of approximately 38,400 square metres (3.8 hectares / 9.5 acres). The flankage along Wilson Avenue is characterized by a steep decline as Wilson Avenue proceeds underneath the railway overpass. The Study area comprises all the lands fronting onto the west side of Murray Road and east of the Toronto-Barrie railway corridor, from Wilson Avenue north to the boundary with a City Transportation yard at 64 Murray Road.

The Study area is designated *Employment Areas* within the City's Official Plan, and forms part of an Employment District. The character of employment has remained static over the past years and has included a range of outdoor industrial storage, aggregate and manufacturing uses. A concrete batching plant and concrete truck distribution operation is presently located at 20 Murray Road. The site is also used for overnight concrete truck parking. The south half of the Study area is located within the Wilson Village Business Improvement Area boundaries.

The area is bordered on the east by the Ancaster low density residential neighbourhood consisting primarily of single detached dwellings. This is a stable residential community experiencing reinvestment and modernization of the housing stock. Twenty houses on the east side of Murray Road both face and flank onto the Study area.

Along its western edge, the Study area lands are bordered by the Toronto-Barrie railway corridor. Immediately to the west of the Study area across the railway corridor is located Mount Sinai Cemetery. At the north terminus of Murray Road is a City of Toronto Transportation Works Yard at 64 Murray Road and immediately thereafter the aerospace manufacturing and maintenance facilities of Bombardier.

To the north-west of the Study area and across the railway corridor, a Draft Plan of Subdivision has been approved to permit the development of the lands for 225 residential dwelling units, the extension of three public roads and one new public road (File # 15-172297 NNY 09 SB). The property is known as Block "G" and is part of an emerging residential development on the former Downsview Base lands known as Stanley Greene. When completed, the Stanley Greene community will consist of 1,356 new residential dwellings. An area located at the southeast quadrant of the site has also been protected by way of a reserved block of land in the Draft Plan of Subdivision for a future pedestrian/cycling overpass across the Toronto-Barrie railway corridor.

A Mixed Use area, with mixed residential and commercial uses is located at the south end of Murray Road and easterly along Wilson Avenue. The intersection of Murray Road and Wilson Avenue has recently become a signalized intersection.

An approximately 505 square metre portion of unopened road allowance along Murray Road just before Wilson Avenue (which would otherwise allow for the westerly continuation of Regent Road) is owned by the City. The property is currently used as a driveway and for parking by the operators of the concrete batching plant. Given that the land is within the Study area and forms a continuous frontage along Murray Road, it is anticipated that the site could possibly be sold to the adjacent landowner.

### **Provincial Policy Statement and Provincial Plans**

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

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

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

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

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

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

### **Official Plan**

The City of Toronto Official Plan presently designates the lands within the Study area as *Employment Areas*. Section 4.6 of the Official Plan includes policies on *Employment Areas*, characterizing them as places of business and economic activity. Uses that support this function consist of offices, manufacturing, warehousing, distribution, research and development facilities, utilities, media facilities, parks, hotels, retail outlets ancillary to the preceding uses and restaurants and small scale stores and services that serve area business and workers.

The *Employment Areas* policies also contain criteria which describe how development in *Employment Areas* will contribute to keeping these places competitive, attractive and highly functional.

These criteria include:

- Supporting the economic function of the *Employment Area*;
- Encouraging the establishment of key clusters of economic activity with significant value-added employment and assessment;
- Avoiding excessive car and truck traffic on the road system and adjacent areas;
- Mitigating the effects of noise, vibration, dust, odours or particulate matter that will be detrimental to other businesses or the amenity of neighbouring areas;
- Providing landscaping on the front and any flanking yard and adjacent to any public parks and open space to create an attractive streetscape and screening parking, loading and service areas;
- Treating the boundary between *Employment Areas* and residential lands with landscaping, fencing or other measures to minimize nuisance impacts; and
- Ensuring outside storage and outside processing is limited and generally located at the rear of the property, well screened and not detrimental to neighbouring land uses in terms of dust, noise and odours.

Where the Zoning By-law permits outside storage or outside processing of goods and materials as the primary use on a property within *Employment Areas* the Official Plan requires that the outside storage or processing:

- Be well screened by fencing and landscaping where viewed from adjacent streets and neighbouring lands uses; and
- Not be detrimental to neighbouring land uses in terms of dust, noise and odours.

In 2013, the City Planning Division undertook a review of the policies and designations of the City's Employment lands. Official Plan Amendment #231 introduced new Official Plan designations for *Employment Areas* that would preserve employment lands for future job growth, limit sensitive uses in employment areas and promote maintenance and growth of office and jobs on rapid transit.

Official Plan Amendment #231 to the Official Plan for the City of Toronto also redesignated the Murray Road Study area as a Regeneration Area and introduced Site and Area Specific Policies to guide future development. Regeneration Areas open up unique areas of the City to a wide array of uses to help attract investment, re-use buildings, encourage new construction and bring life to the streets. These areas are key to the Official Plan's growth strategy, reintegrating areas of the City that are no longer in productive urban use due to shifts in the local or global economies. In Regeneration Areas, commercial, residential, live/work, institutional and light industrial uses can be mixed within the same block or even the same building.

As outlined in Section 4.7.1 of the Official Plan, Regeneration Areas will provide for a broad mix of commercial, residential, light industrial, parks and open space, institutional, live/work and utility uses in an urban form to:

- a) Revitalize areas of the City that are largely vacant or underused;



- b) Create new jobs and homes that use existing roads, transit, sewers, social services and other infrastructure and create and sustain well-paid, stable, safe and fulfilling employment opportunities for all Torontonians;
- c) Restore, re-use and retain existing buildings that are economically adaptable for re-use, particularly heritage buildings and structures, through the use of incentives;
- d) Achieve streetscape improvements and the extension of the open space network; and
- e) Promote the environmental clean-up and re-use of contaminated lands.

In lieu of a Secondary Plan, Site and Area Specific Policy #389 was also adopted and set out a framework for new development on the lands located wholly within the Murray Road Study area, and specifically between the municipally assessed properties of 10 to 62 Murray Road. New development on these lands would also be guided by the following considerations:

- a) A land use buffer of *Core Employment Area* uses on the north portion of the lands that is compatible with and sensitive to adjacent existing and planned residential and sensitive non-residential uses;
- b) A low scale residential built form on lands south of the land use buffer described above, that is compatible with and sensitive to the existing low scale residential neighbourhood located east of the lands;
- c) A requirement that residential and sensitive non-residential uses only be permitted on the lands south of the land use buffer described above, once the concrete batching use ceases to operate on the lands;
- d) Opportunities for commercial uses at the Wilson Avenue frontage;
- e) A street and block plan that includes pedestrian and cycling connections; and,
- f) A setback of any residential and sensitive non-residential use from the rail corridor west of the lands.

As noted in the OPA 231 Final Report – Request to Convert Employment Lands, the Murray Road lands were considered for conversion to Regeneration Areas at the request of the owner of the lands, (which comprise under single ownership all the lands in the Murray Road Regeneration and Land Use Area Study which is the subject of this report), and who asked for a re-designation of the lands to permit residential uses.

Staff determined that a conversion to permit a mix of uses including residential and compatible employment uses was appropriate to address the incompatibility of an existing concrete batching plant and industrial zoning permissions given the adjacent existing residential uses across the street.

Official Plan Amendment #231 to the Official Plan for the City of Toronto as well as Site and Area Specific Policy #389 as they apply to the Murray Road Study area lands are not yet in force as they have been appealed to the Ontario Municipal Board.

## **Zoning**

Under the former City of North York Zoning By-law #7625, the Study area is zoned Industrial Zone Two (M2). This zone permits a variety of uses such as banquet halls, commercial school, contractor's establishment, hotel, manufacturing, motor vehicle repair and dealership, office uses, place of worship, self storage warehouse, research laboratory, restaurant, retail store, transportation terminal, veterinary clinic, warehouse and works yard.

Manufacturing uses are permitted but are required to be located wholly within a building. If not located wholly within a building, a manufacturing use, that can create or become a nuisance with ultimately negative impacts on surrounding land uses, could be considered an obnoxious use as defined in Zoning By-law #7625, and would therefore not be permitted in any zone.

The M2 zone permits a maximum density of 1.0 times the lot area, and a maximum building height of 45.72 metres. The zone also includes provisions for minimum required sideyards, landscaping and restrictions on outside operation and storage of equipment, materials or product or goods.

The City of Toronto Zoning By-law #569-2013 also applies to the lands in the Study area, and zones the proposed Study area as Employment Light Industrial Zone (EL). A range of uses is permitted in the EL zone, including an ambulance depot, cold storage, fire hall, laboratory, office, self storage warehouse, service shop and warehouse. A range of manufacturing uses are also permitted with conditions. The EL zone permits a maximum density of 1.0 times the lot area, and a maximum building height of 18.5 metres. The zone also includes provisions for minimum required sideyards, landscaping and restrictions on outside operation and storage of equipment, materials or product or goods.

Toronto City Council's enactment of Interim Control By-law #71-2016 on February 3, 2016, and Extension of Interim Control By-law #115-2017 on January 31, 2017, temporarily removed zoning permissions for concrete batching plants, a contractor's establishment, motor vehicle body repair shop, transportation terminal and plastic product manufacturing use from the Study area lands.

## **Community Consultation**

A Community Consultation meeting for the Study was held on May 25, 2016. At this initial meeting approximately 50 members of the public and representatives of the local business community including the owner of the Study area were in attendance. The background for the Murray Road Regeneration Area Study, the Land Use Study as well as the Interim Control by-law and the planning framework were discussed.

Comments from the community included the following:

- Providing the Ancaster Community pedestrian and cycling access to Downsview Park from Murray Road;

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- Improving pedestrian and cycling opportunities in the area;
- Encouraging compatible high technology and/or residential development;
- Encouraging a variety of new development including residential, parks and recreational opportunities;
- Opportunities for greening the Study area with new trees and landscaping;
- Buffering the existing concrete batching plant with trees and landscaping or a decorative wall;
- Excessive truck traffic along Murray Road;
- Reducing automobile speeds along Murray Road;
- Mitigating industrial nuisances such as noise and dust emanating from the existing concrete batching plant; and
- The need for an air, noise and dust assessment related to the existing concrete batching plant and heavy truck traffic along Murray Road.

A second Community Consultation meeting was held on September 27, 2016, with approximately 15 members of the community in attendance. At this meeting an update was provided on the Air Quality and Noise Study process. From comments given at the initial community meeting, on-going community engagement including a “Planning in Public Places” (PIP’s) event along Wilson Avenue, and the insight of the Working Group members, the following emerging principles were discussed:

#### Connectivity

- Pedestrian and cycling connections through the Ancaster community and to Downsview Park;
- Fast-tracking the pedestrian and cycling bridge over the railway corridor;
- Linkages to the City’s cycling network;

#### Public Realm

- Opportunities for greening and new tree planting along Murray Road;
- Developing the subject lands for a local park, skate or dog park;
- Constructing neighbourhood gateway features;
- Opportunities to visually block unsightly uses including the existing concrete batching along Murray Road;

#### Local Community

- Promoting compatible land use opportunities such as high technology or film industry uses; and
- Promoting local businesses along Wilson Avenue which form part of the Wilson Business Improvement Association.

A local Community Working Group was also created through the local Councillor’s office and following the initial community meeting, met on 3 occasions to discuss the on-going air quality and noise study as well as emerging issues such as the importance of pedestrian and cycling connections to allow access throughout the area for both recreation and commuting.

The working group discussions held on May 25, July 20 and September 14, 2016, assisted to further refine the themes mentioned above, particularly in relation to the impact of the existing concrete batching plant and permitted industrial uses, the opportunities for new investment and compatible uses for the Study area, and the opportunities to promote the pedestrian and cycling network through the community and to parts north and south in the surrounding area. Regular discussion with individual members of the working group also occurred throughout the study process.

A third Community Consultation meeting, with approximately 20 members of the community in attendance, was held on August 17, 2017. This meeting was an opportunity to present and discuss the final analysis and consultant's report for the Air Quality and Noise Study (further discussed below). It was also an opportunity to present the main principles that had emerged through the Study, and from discussion with the community, how they were reflected through the three development scenarios that were presented for discussion. Discussion of the amendments that might be required to the Official Plan to indicate the desired future direction for the Study area also took place.

At the community meeting, staff presented three 3 options for the potential redevelopment of the lands as follows:

- 1) designating all the lands Mixed Use Areas;
- 2) designating all the lands for employment uses, and
- 3) Mixed Use Areas with employment uses at the north end of the site.

The options modelled the various redevelopment scenarios using the existing Downsview airport zoning height limit, a 45 degree angular plane from *Neighbourhoods* designated lands and a 30 metre setback requirement from the Toronto-Barrie railway corridor. The modelling was intended to visually demonstrate potential building massing for the three scenarios various possible uses, and ranged from one-storey industrial buildings, stacked townhouses, and 2 to 10 storey office or mixed use buildings within a height limit of 45 metres. Potential parkland in the Study lands, pedestrian and cycling connections connecting the Study area to the broader Ancaster community and Downsview Park, and roadway extensions were also depicted. There was consensus at the meeting that redevelopment of the Study area should encourage a range of uses, including residential, office and employment opportunities, with an abundance of park and open space and in well designed, quality buildings.

Discussion on the three land use options and modelling scenarios shown was as follows:

- How to encourage re-use of the lands in the Study area away from heavy industrial uses, and attract technology or office commercial uses;
- Measures that can be put in place to reduce or manage dust emissions from the existing concrete batching plant;
- The role of the Ministry of the Environment and Climate Change and City of Toronto Public Health;
- Additional landscaping and pedestrian connections;
- Upgrade to existing infrastructure and possibility of improvement to Murray Road;

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- Potential building height, number of buildings, density and traffic that would result;
- Providing for a designated truck route;
- All residential versus mixed or employment uses;
- Regeneration policies in the City's Official Plan;
- Building design guidelines for future redevelopment;
- New park space and where it should be located;
- Parkland dedication requirements for different land uses;
- Environmental clean-up of the lands intended for park use;
- Opportunity to move forward on the pedestrian and cycling connections and overpass without waiting for redevelopment to begin; and
- Opportunities to secure Section 37 benefits for the community.

The three options for the potential redevelopment of the Study area were also posted to the City Web page to provide the wider public and interested parties an opportunity to see the modelling options and to solicit additional comment.

The three potential development options as well as the Consultant's report can be accessed at this link: <https://web.toronto.ca/city-government/planning-development/planning-studies-initiatives/murray-road-regeneration-land-use-study/>

A description of the modelling exercise and the link to the City Web page were also provided to adjacent non-residential land owners, the Wilson Village Business Improvement Area, and other City Divisions for their information and comment.

The material was also discussed with the owners of the lands on September 11, 2017.

### **Agency Circulation**

The study has been led by City Planning staff and comments have been received by staff from the Environment and Energy Division, Public Health, Transportation Services, Development Engineering, Economic Development and Culture, and Municipal Licensing and Standards.

These comments were used to inform the study background, to develop an understanding of the potential for the Study area and to formulate the policies in the proposed OPA. Comments from staff in Environment and Energy and from Public Health were important to guide the study framework for the Air Quality and Noise Consultant and to review the draft reports. Public Health staff were also in attendance at the Community Consultation meeting of August 17, 2017 to provide informed response to questions on the Consultant's report.

## **COMMENTS**

### **Planning Framework**

The proposed planning framework for the Murray Road Study area is for future development that will provide a variety of land use options that are compatible with the Staff report for action – Final Report – Murray Road Regeneration and Land Use Study, City Initiated Official Plan and Zoning By-law Amendments, 10, 20, 48, 54 and 62 Murray Road

surrounding employment and residential neighbourhood. Future development can draw from a range of uses, which can provide for economic benefits as well as contribute to the local business community along Wilson Avenue. A green, pedestrian and cycling oriented public realm will provide safe and comfortable options for pedestrians and cyclists to get to and from local destinations and public transit, and in the process create a linkage between the Ancaster and surrounding communities.

The potential for a new park in the Study area, and access to Downsview Park will be further incentive for people to be drawn to the area and for the Study area to be reintegrated into the surrounding community. The potential for new economic activities, residential uses, or a mix of both will help bring renewal and new vitality to the area.

In particular, the opportunity to attract employment opportunities in the research technology and diagnostics field that can build on the proximity of existing aerospace and health sciences technology activity in the area provides a unique opportunity for the Study area to provide a high value economic benefit.

New development will be varied in type and be appropriately scaled to frame the public realm. It will contribute to creating a complete community that support existing community services and facilities, and allows for new infrastructure and amenities for the local community.

The Murray Road Area Study was informed by initial and on-going meetings with members of the community, local stakeholders and business owners, and working group participants. The proposed planning framework that has resulted provides the intent and rationale for the implementing principles and policies contained within the draft Murray Road SASP as follows:

- a) Encourage development that maximizes economic potential and is compatible with the neighbouring residential communities;
- b) Create connectivity between the existing Ancaster community and the emerging Stanley Green residential development that will provide both access to Downsview Park and to the Wilson Avenue business area;
- c) Improve mobility options by creating new safe pedestrian and cycling connections;
- d) Provide for opportunities for new public parks and open spaces;
- e) Redevelop with appropriate land uses and land use buffers.
- f) Provide opportunities for economic and employment potential and promote local economic vitality;
- g) Create a complete community;
- h) Create a green, safe and attractive streetscape; and
- i) Promote environmental clean-up of lands and sustainable development.

### **Air Quality and Noise Impact Study**

In August of 2016, RWDI was retained by the City of Toronto to conduct an air quality and environmental sound impact study to investigate ambient conditions in the Murray Road Regeneration Area. This study was an important component of the Area Study, particularly with regard to understanding the impacts of existing and potential future industrial uses on the lands.

Three monitoring equipment stations were erected on Murray Road and began collecting data between September 22 and November 28, 2016. A draft report of initial findings was provided to the City on February 8, 2017 for review. The report indicated that there were no exceedence of total suspended particulate in the air, and that noise levels were typical of similar areas with residential and industrial uses in close proximity, although it did note irregular spikes of higher noise associated with industrial and truck traffic activity.

The draft report was provided to the Working Group members and posted on the web page for the Murray Road Study.

Given the concerns expressed by the Working Group and local residents that the timing of the data collection was during a period that the existing cement batching plant was off-peak operationally, and to ensure that the data collection met quality assurance targets that would provide for a fulsome report to credibly understand the existing and future land use considerations and impacts on the local community, it was determined to extend the study period to include the spring and summer of 2017.

As a result, two data collection stations were erected on May 19 and operated until July 19, 2017. The Consultant's final report is dated August 10, 2017 and makes the following conclusions:

- 1) **Air Quality:** Through the monitoring period there were 6 exceedences of the 24 hour Coarse Particulate Matter (PM<sub>10</sub>) Ambient Air Quality Criteria (AAQC). There were no exceedences of any Total Suspended Particulate (TSP) or Fine Particulate Matter (PM<sub>2.5</sub>) during the monitoring periods. The pollution rose (dust) for PM<sub>10</sub> is suggestive of a noticeable influence from operations on the Study lands.
- 2) **Noise Study:** Sound levels in the Murray Road Regeneration Area (MMRA) are higher than default sound level limits for Class 1 (urban) areas as outlined in the Ministry of Environment and Climate Change publication NPC-300, but not unusual for the level of industrial activity in the area. Ambient noise consistent with distant road traffic is contributed to in a minor way with sound from the existing on-site operations with infrequent spikes in sound associated with vehicle pass-bys and heavy equipment operations on the Study lands. The potential exists for exceedence of applicable sound limits specifically for sporadic short duration, heavy equipment operation by the existing use on the Study lands.

The report does acknowledge that there is a nuisance issue with coarse particulate (dust) that is exacerbated by the current facility in the Study area. The report also speaks to noise spikes that are typical of heavy equipment and truck movement, also likely exacerbated by the industrial activity on the lands. The proximity of the industrial uses in the Study area to the residential community across Murray Road is highlighted as atypical of similar relationships between different land uses, and likely to come close to the threshold of permitted tolerances.

These results reflect the concerns that have been expressed by members of the working group, and other Ancaster residents closest to the Study area lands, detailing regular dust accumulation on their properties particularly on windy days, and heavy machinery noise at the beginning and throughout the work day.

### **Vision**

The recommended Vision for the Murray Road Study area is to reintegrate the lands into the existing community and create a balance of uses where residents and economic activity can thrive. Planned redevelopment will act as a catalyst for the construction and development of pedestrian and cycling connections that will permit integration into the City's pedestrian and cycling network which will benefit the entire community.

Extension of existing streets into the Study area will also provide access and an address for new development. A green and animated public realm will provide safe and comfortable options for pedestrians and cyclists to get to and from local destinations and public transit.

Development fronting onto Murray Road will be required to be setback a minimum of 10 metres from the Murray Road frontage to provide an appropriate separation of the established residential community to the east, and to allow for public realm improvements such as landscaping, new sidewalks and cycling paths. A road widening requirement of 2 metres will also provide for a Murray Road right-of-way width of 22 metres.

A 3-storey expression with a 2 metre setback above the 2<sup>nd</sup> storey along Murray Road will allow new development fronting onto Murray Road to complement the built form of the existing residential community to the east. Adherence to a 45 degree angular plane for new buildings that face existing neighbourhoods to the east will ensure that impacts on privacy and overlook are minimized and an appropriate transition to the lower scaled residential area to the east is provided. All new development will also require a 30 metre setback along the Toronto-Barrie railway corridor.

A new public park, which can be used by new and existing communities, will provide green space to a neighbourhood deficient of open space. New development will be scaled and massed to appropriately frame Murray Road and any new internal streets.



## **Employment Uses**

The Study area lands are ideally located to attract employment opportunities that can build on the existing high technology and institutional activities in the area. The lands are also relatively clear of existing buildings and close to major retail, entertainment and recreational amenities. The Study lands are centrally located within the City of Toronto road network. There is easy transit access to the Wilson Avenue bus route which also connects to the nearby Wilson subway station. Highway connections to Allen Road and Highway 401 are also quickly accessible to the west or east along Wilson Avenue. To the north, the soon to open joint Downsview subway and GO Train station on Sheppard Avenue also provides additional transit options that make the lands attractive for both employment and mixed uses.

As per the City's development criteria in *Mixed Use Areas*, large scale retail or retail centre development with over 3,000 square metres or more of retail gross floor area would not be considered appropriate for the site given the large volume of traffic that would be generated. Smaller foot-print and specialized employment opportunities such as technology based research and development, both within a sole use building or in a mixed use context would benefit from and contribute to the local community fabric, helping to reinvigorate the community and achieve the planning objectives outlined from the outset of the Regeneration Areas designation process.

In keeping with the objective to minimize conflict between emerging residential and mixed use redevelopment and existing non-residential uses adjacent, the north portion of the site is appropriately considered as a transition to the City of Toronto Works Yard and the Bombardier manufacturing facility further north.

Employment opportunities that support the local economy and that can provide value added employment, without detrimental effects such as heavy traffic, noise, dust or odours that would negatively impact the adjacent and emerging residential community would be appropriate. The attributes of the Study area lands outlined above can be expected to attract interest for sole use employment opportunities that would benefit from the synergy of existing local industry and institutions, adjacent recreation and local retail.

## **New Local Park**

The Ancaster community located immediately east of the Study area is deficient in parkland. The Official Plan contains policies to ensure that Toronto's system of parks and open spaces are maintained, enhanced and expanded. Map 8B of the Toronto Official Plan shows local parkland provisions across the City. The lands which are the subject of this study are in an area with 0.80 to 1.56 hectares of local parkland per 1,000 people. The site is in the middle quintile of current provision of parkland. The site is in a parkland acquisition priority area, as per Chapter 415, Article III of the Toronto Municipal Code.

The land use redesignations of the Study lands will attract redevelopment and provide opportunities to expand the amount of parkland available to the surrounding community. On-site parkland dedication will be encouraged. The provision of parkland in the Study

area alongside a future pedestrian and cycling network and overpass of the railway corridor will provide a unique opportunity to create a park network emerging from the Downsview Park to the northwest and connecting to Ancaster Park to the east.

At present, the Study lands are exempt from the parkland dedication requirements of the Toronto Municipal Code as the lands are zoned for industrial use. Should the lands be redeveloped for mixed use or residential development, a parkland dedication will be required and as discussed, may be required on site.

### **Pedestrian and Cycling Overpass of the Railway Corridor**

A proposed pedestrian and cycling overpass of the Toronto-Barrie railway corridor has been well supported by the Ancaster community as well as the Wilson Village Business Improvement Association, and is recognized as a piece of infrastructure that will contribute towards the City's pedestrian and cycling network objectives.

The emerging residential community of Stanley Greene is located across the Toronto-Barrie railway corridor to the northwest. Located on the former Base Downsview lands, the community will eventually be comprised of 1,356 new residential dwellings, parks and open space and significant recreational uses. The most recent portion of the Stanley Greene district to receive draft plan of subdivision approval is known as Block G, which immediately abuts the railway corridor, to the west of the subject Study lands.

In keeping with the City Council approved objectives of the Downsview Area Secondary Plan, provision was made to ensure that a block of land on the west side of the Toronto-Barrie railway corridor will be conveyed to the City of Toronto for the future installation of a pedestrian and cycling overpass.

This is consistent with the policies of the Transportation Master Plan which was approved as part of the Downsview Area Secondary Plan. It is also consistent with the recommendations of the Stanley Greene District Plan and Urban Design Guidelines which placed a strong emphasis on providing easy and accessible pedestrian and cycling routes throughout the Stanley Greene and neighbouring residential communities and for pedestrian and cycling connectivity to allow easy access to Downsview Park.

A link to City Council's decision on the draft plan of subdivision and the report outlining the provision for the future pedestrian and cycling overpass can be found here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.NY16.40>

The Downsview Area Secondary Plan was approved by the Ontario Municipal Board on August 17, 2011. The Plan provides a comprehensive planning framework to direct the building of new neighbourhoods with complete communities that include streets and open spaces that have good connections to the surrounding streets, open spaces, and community services. As part of the Downsview Area Secondary plan, the Stanley Greene District plan set out development principles and guidelines to integrate new development with the surrounding lands, and existing communities and services.

Both the Stanley Greene District Plan and the Downsview Secondary Plan (Map 7.6 – Pedestrian Network Map) provide direction to the desired road and pedestrian network envisioned for the overall lands, and specifically to a future pedestrian and cycling overpass of the adjacent railway corridor.

A link to the approved Downsview Secondary Plan can be found at:  
<http://www.omb.gov.on.ca/e-decisions/pl110098-Aug-17-2011.pdf>.

A Transportation Master Plan (TMP) was also approved as part of the Downsview Area Secondary Plan, and provides for a transportation network that supports the land use and development envisioned in the Secondary Plan. The TMP also recommended an internal pedestrian and bicycle network to be integrated with the other existing and planned modes of transportation in the surrounding area.

A key element of the TMP within the Stanley Greene District is a multi-use pathway for pedestrians and cyclists with a future extension over the Toronto-Barrie railway corridor at the south-east corner of the lands.

The Downsview Area Secondary Plan Review - Transportation Master Plan Report can be accessed via the following link:  
[http://www.toronto.ca/planning/pdf/downsview\\_phase4\\_TMP\\_rep\\_jan10.pdf](http://www.toronto.ca/planning/pdf/downsview_phase4_TMP_rep_jan10.pdf).

The overpass would be a significant addition to advancing the City's pedestrian and cycling network, allowing access to major attractions at Downsview Park and connections to pedestrian and bicycle routes north and south. A multi-use trail along the west side of Murray Road will allow a connection for pedestrians and cyclists to Wilson Avenue, which has been identified in the 10-year Cycling Network Plan as a bike corridor linking Dufferin Street to Wilmington Avenue. Access to Dufferin Street will provide cycling connections underneath Highway 401, while across the railway corridor access would be provided through Downsview Park to point norths (see Attachment 5: Study Area Aerial Context).

The cycling and pedestrian connection is consistent with previous City Council direction for Downsview, but also fulfils the Official Plan objective to create viable and complete communities, with access and accessibility for all residents to local services, transit and recreational opportunities.

In recognition of the importance of the cycling and pedestrian bridge for both the local and wider community, the local Ward Councillor brought forward a motion at the September 12, 2016 Community Council meeting recognizing the importance of moving towards its construction. The Councillor's motion recognizes the cycling and pedestrian overpass as a key component to complete the City's cycling network in this area and to provide pedestrians and cyclists access to recreation, transit, commercial and retail opportunities and as a catalyst for streetscape improvements.

At the same Community Council meeting, the Wilson Village BIA also provided a letter of support for the pedestrian and cycling overpass.

Staff report for action – Final Report – Murray Road Regeneration and Land Use Study, City Initiated Official Plan and Zoning By-law Amendments, 10, 20, 48, 54 and 62 Murray Road

A link to the motions can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.NY16.40>

City Planning is supportive of the connection and have included the potential for a bridge in the draft policy. This can be further reviewed when the Ten Year Cycling Network Plan is updated 2018 by Transportation Services.

### **Land Use and Built Form**

The redesignation of the Study area, currently comprised of employment uses, will introduce new permissions for residential and employment uses into the area. It is important that a broad range and mix of residential, commercial and higher value employment uses are attracted and encouraged to ensure the vibrancy and activities necessary to create a unique new addition to the Ancaster community.

The recommended Murray Road SASP proposes a vision and policy framework for a connected community with a balanced mix of land uses that will attract new economic opportunities and allow for local business to thrive.

The vision presented through the SASP attached to this report envisions the bulk of the Study area as a mix of uses, with an employment transition at the north next to the City Transportation Yard and the Bombardier Aerospace facility. This approach closely mirrors one of the 3 modelling options that were presented at the Community Consultation meeting of August 17, 2017 (see Attachments 7 & 8).

The modelling envisioned a mix of uses in various building types within the 45 metre height restriction required by Zoning By-law #7625. A 30 metre setback from the railway corridor and a 45 degree angular plane from the residential designation to the east is also represented. New development in the Study area will respect existing residential uses along the east side of Murray Road by maintaining a similar 10 metre height along Murray Road. A setback at the 3<sup>rd</sup> floor of 2 metres will prevent overshadowing on the street. A new green space is located within the site and the west side of Murray Road demonstrates the improved public realm with new pedestrian and cycling connections.

With the understanding that the existing concrete batching plant is a legal use and cannot be compelled to relocate, the SASP and the modelling exercise attempt to provide and demonstrate the economic opportunity for the lands to transition to different uses.

The modelling demonstrates that the Study area has the ability to attract development on a scale that can achieve efficiency of scale, while being compatible with the surrounding area. As modelled, the scenario has a density of 1.2, which is very similar to the density permitted by the in-force Zoning By-laws. For flexibility, staff recommend that the SASP allow for a maximum density of 1.5 times the gross lot area, subject to review of the existing infrastructure and transportation capacity and determination of any improvements that may be required.

To ensure that a comprehensive and integrated redevelopment of the Study area occurs, the SASP also includes a holding provision (“H”) that prohibits any residential and sensitive non-residential uses until the existing concrete batching plant has ceased operations.

City Council enactment of Interim Control By-law #71-2016 on February 3, 2016, and Extension of Interim Control By-law #115-2017 on January 31, 2017 temporarily removed zoning permissions in the Study area for the following uses:

- concrete batching plants;
- a contractor’s establishment;
- motor vehicle body repair shop;
- transportation terminal; and
- plastic product manufacturing use.

These permissions are considered incompatible with the surrounding community. Given the emerging vision for the Study area as outlined in this report, the uses are recommended to be permanently removed as permitted uses from the Zoning By-laws. Removing these permissions will ensure that in the interim, as the Study lands transition to the range of future employment and residential uses as outlined in the SASP, conflict with the existing residential community caused by a new land use or impactful industry that might locate to the lands is avoided.

## **Transportation**

The Murray Road Study area is easily accessible by public transit along Wilson Avenue and is in close proximity to the University-Spadina subway line at Wilson Subway Station. Vehicular access to the City road network, Allen Road and Highway 401 is within a short distance. Access to the Study area is assisted by the traffic signal at Murray Road and Wilson Avenue. Certain movements are restricted through the neighbouring road network to accommodate rush hour traffic to and from the adjacent Bombardier Aerospace facility.

Future development in the Study area as anticipated by the recommendations in this report will provide significant opportunities to improve street connectivity, access to transit, and direct walking and cycling routes both towards Wilson Avenue and northwesterly into the Downsview community.

To assist in providing a safe and efficient pedestrian and cycling environment that ultimately will connect to the city’s broader cycling network, a 2 metre road widening along the west side of Murray Road is appropriate. This provides an appropriate width to introduce either standard bike lanes or a dedicated cycle track along Murray Road, ultimately connecting the future pedestrian and cycling overpass to points south along Wilson Avenue (see Attachment 6: Murray Road Sections – Options).

Through the review of development applications, appropriate integration of transportation and land use will also be guided by the principles of creating complete street right-of-way designs to ensure safety for all users and ages and to improve the public realm; providing

a street network and pedestrian and cycling paths that improves connectivity for pedestrians, cyclists and transit users, and by requiring travel and parking demand management programs and facilities for new developments. Detailed Transportation Services review of the local road network around the Study area will also occur through review of traffic and parking studies which are required as part of a Development Application submission.

## **Servicing**

City Engineering and Construction Services and Toronto Water staff have advised that there are presently sewer capacity issues surrounding the Study area. Specifically, under severe weather conditions the area is prone to flooding. See this link to see the City's "Completed Basement Flooding Environmental Assessment Studies" report:

<https://www1.toronto.ca/wps/portal/contentonly?vgnextoid=7d31a66bffa51410VgnVCM10000071d60f89RCRD&vgnextchannel=038a898df86e1410VgnVCM10000071d60f89RCRD>

Any future development of the Study lands will require the necessary technical review and assessment of existing and required infrastructure improvements that would be necessary to support development. Holding ("H") provisions may also be used to ensure that proper servicing infrastructure is provided which will support existing and future development, minimize impacts on air, water and the natural and built environment and help build a sustainable and resilient community.

## **Provincial Policy Statement and Provincial Plans**

The key objectives of the PPS include: building strong communities; wise use and management of resources; and protecting public health and safety. The Provincial Policy Statement requires that the Official Plan is to direct development to suitable areas. The Provincial Policy Statement (PPS) contains policies related to managing and directing development. It requires that sufficient land be made available for intensification and redevelopment, that planning authorities identify and promote opportunities for intensification and redevelopment where this can be accommodated in built up areas.

Within this framework, the PPS recognizes that the Official Plan is the most important vehicle for implementing PPS requirements and that comprehensive, integrated and long term planning is best achieved through municipal official plans. The draft Site and Area Specific Policy (SASP) is consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. The draft Site and Area Specific Policy (SASP) conforms with the Growth Plan for the Greater Golden Horseshoe.

## CONCLUSION

The employment uses in the Study area have typically been industrial or manufacturing based. The opportunity to guide employment uses in the Study area towards more compatible uses is necessary given the residential nature to the east, and the land use incompatibility that heavy industrial uses that are presently permitted create with the surrounding community.

A local land use strategy compatible with the surrounding community will better align with the City's overall Official Plan policies. The new designations will guide a transition to allow for a broad range of commercial, residential and institutional uses that reduce automobile dependency and provide for the needs of the local community. New buildings will help provide a transition between different densities and scale, an opportunity to frame edges of streets and provide a safe and comfortable pedestrian environment.

The Zoning By-law amendments to remove provisions permitting concrete batching plants, a contractor's establishment, motor vehicle body repair shop, transportation terminal and plastic product manufacturing use is supportive of the proposed Official Plan redesignation (*General Employment* and *Mixed Use Areas*) for the Study area. These permissions were temporarily suspended through the enactment of Interim Control By-law 71-2016 on February 3, 2016 and Interim Control By-law 115-2017 on January 31, 2017. The recommended Murray Road SASP proposes a vision and policy framework for a connected community with a balanced mix of land uses that will attract new economic opportunities and allow for local business to thrive.

The recommended Official Plan Amendment provides a policy framework to unlock underutilized lands enabling a new mixed use neighbourhood to emerge that will capitalize on the proximity of recreational opportunities provided by Downsview Park, supports transit oriented redevelopment at appropriate heights and densities, and promotes increased local commercial activity. The recommended policies also provide for public realm improvements for the area by providing a key east-west pedestrian and cycling connection over the railway corridor.

The recommended Official Plan Amendment will re-designate the Study area from *Regeneration Areas* to *Mixed Use Areas* and *General Employment Areas*. The policies and guidelines will work together to support the development of a complete community which supports transit and improves connections to the broader community.

The recommended Zoning By-law Amendments remove certain non-compatible uses from the list of permitted uses in the Zoning for the Study area. Removing these non-compatible uses is supportive and consistent with the intent of the Official Plan Amendment and provide appropriate direction for the future of the Study area.

## **CONTACT**

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## **SIGNATURE**

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Gregg Lintern MCIP, RPP  
Acting Chief Planner and Executive Director  
City Planning Division

## **ATTACHMENTS**

Attachment 1: Boundary of the Murray Road Study Area  
Attachment 2: Draft Official Plan Amendment  
Attachment 3: Draft Zoning By-Law Amendment (By-law #7625)  
Attachment 4: Draft Zoning By-Law Amendment (By-law #569-2013)  
Attachment 5: Study Area Aerial Context  
Attachment 6: Murray Road Sections - Options  
Attachment 7: Potential Land Use Plan Option  
Attachment 8: Potential Redevelopment Option



# Attachment 1: Boundary of the Murray Road Study Area



**Attachment 2: Draft Official Plan Amendment**

Authority: North York Community Council Item ~ as adopted by City of Toronto Council on ~, 2017

Enacted by Council: ~, 2017

**CITY OF TORONTO**

**Bill No. ~**

**BY-LAW No. ~-2017**

**To adopt an amendment to the Official Plan  
for the City of Toronto  
respecting the lands known municipally in the year 2016, as  
10, 20, 48, 54 and 62 Murray Road**

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. 208 to the Official Plan is hereby adopted pursuant to the *Planning Act*, as amended.

ENACTED AND PASSED this ~ day of ~, A.D. 2017.

JOHN TORY,  
Mayor

ULLI S. WATKISS,  
City Clerk

(Corporate Seal)

City of Toronto By-law No. ~-2017

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**AMENDMENT NO. 208 TO THE OFFICIAL PLAN**

**LANDS MUNICIPALLY KNOWN IN THE YEAR 2016 AS**  
**10, 20, 48, 54 and 62 Murray Road**

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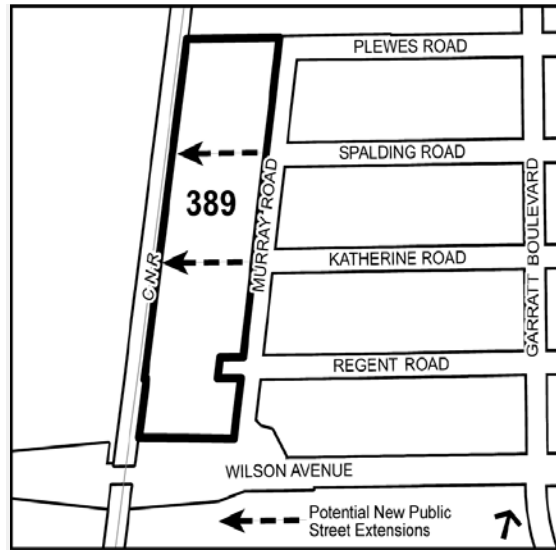
The *Official Plan* of the City of Toronto is amended as follows:

1. Map 16, Land Use Plan, is amended by re-designating the lands located west of Murray Road between Wilson Avenue and a line representing the westerly extension of Spalding Road known municipally in 2016 as 10, 20, and 48 Murray Road to *Mixed Use Areas* as shown on the attached Schedule 1.
2. Map 16, Land Use Plan, is amended by re-designating the lands west of Murray Road north from a line representing the westerly extension of Spalding Road known municipally in 2016 as 54, and 62 Murray Road to *General Employment Areas* as shown on the attached Schedule 1.
3. Schedule 1, “Existing Minor Streets with Right-of-Way Widths Greater than 20 Metres” is amended by adding the following:

<b>Street Name Way</b>	<b>From</b>	<b>To</b>	<b>Planned Right-of- Width</b>
Murray Road	Wilson Avenue	Plewes Road	22

4. Chapter 7, Site and Area Specific Policies, is amended by deleting the existing Site and Area Specific Policy No. 389 and replacing it with a new Site and Area Specific Policy No. 389 for the lands known municipally in 2016 as 10, 20, 48, 54 and 62 Murray Road, as follows:

## 389 The Murray Road Area



### 1. VISION

The Vision for the Murray Road Area is for a connected community with a balanced mix of land uses with opportunities for high value employment to attract new investment and support for local business. A green and animated public realm will provide safe and comfortable options for pedestrians and cyclists to get to and from local destinations and public transit, providing connectivity options and bringing together distinctive residential communities.

A new public park or publicly accessible open space that can be used by the community will provide additional green space and also create a series of green connections from Downsvie Park through the Ancaster community.

Development will be arranged so that massing and height is located primarily along the Wilson Avenue frontage and progressively scaled down northwards to respect the existing residential character of the Ancaster community. A 45 degree angular plane will also be required along the Murray Road frontage to minimize shadowing and create an appropriate pedestrian realm along the street.

### 2. LAND USE

- a) Within the Murray Road Area:
  - i. A minimum thirty (30) metre setback is required along the western edge adjacent to the Toronto-Barrie railway corridor. This area can be used for:
    - a. a public or private street;
    - b. accessory structures;
    - c. acoustic fencing;
    - d. landscaped space, and private or publicly accessible open spaces;
    - and
    - e. pedestrian and cycling facilities and related amenities.

- ii. Land uses within lands designated *General Employment Areas* will be located and designed to demonstrate compatibility with existing and planned residential development, and may be required to submit the appropriate noise, dust, air quality, vibration compatibility and traffic studies, where required. The cost of any compatibility studies and mitigation measures shall be borne by the developer, including the cost to peer review the studies.
  - iii. Concrete batching plants, a contractor's establishment, motor vehicle body repair shop, transportation terminal and plastic product manufacturing are prohibited uses.
- b) The following uses are prohibited throughout the Murray Road Area:
- i. Retail development with over 3,000 square metres of retail area.

### **3. PUBLIC REALM**

#### **Streetscape and Landscaping**

- a) Improvements to sidewalks and boulevards will include new sidewalks with a minimum width of 2.1 metres, installation of street furniture and tree plantings.
- b) Street trees will be planted both on the public right-of-way and on private lands, given the important role they play in creating a well-defined, comfortable and inviting pedestrian realm.
- c) On the boundaries of properties that contain employment uses and commercial areas, new development will provide enhanced landscaping, screening, lighting and noise attenuation/mitigation, where appropriate, to provide for safer movement along these edges and reduce conflicts with service areas.

#### **Public Parks and Other Open Spaces**

- d) Parkland dedication requirements for new residential and commercial development within the Murray Road Area will be satisfied through land conveyance secured through the development approval process and, where appropriate, S. 37 of the *Planning Act* for park improvements or over dedications to parkland. The size and configuration will be determined during the review of development applications.
- e) Lands conveyed as parkland will:
  - i. Serve as a focal point and be designed with high quality and sustainable materials; and
  - ii. Be linked by public streets, pedestrian and cycling connections and multi-use pathways to create a network of green space, pedestrian and cycling zones.

### **Privately Owned, Publicly Accessible Open Spaces (POPS)**

- f) POPS will be encouraged in new development and will be designed to extend and connect the public realm onto development sites in a way that is accessible to members of the public year-round. POPS will not be considered to satisfy any portion of the parkland dedication requirement for development approval.

## **4. MOVEMENT**

Transit, walking and cycling are interrelated components and together with new street extensions, will contribute to the provision of a range of sustainable travel options. The public streets, parks and open spaces, and development in the Murray Road Area, will be designed to be consistent with the following transit-supportive policies:

### **Public and Private Streets**

- a) New public and/or extension of existing public streets will be:
  - i. Secured through the development approvals process to provide access and address to development parcels and parks. The location and configuration of streets will be subject to detailed planning, transportation and engineering studies conducted in relation to the approval of development applications;
  - ii. A 2 metre road conveyance will be required along the west side of Murray Road to secure a 22 metre right of way width sufficient to accommodate public realm improvements including sidewalks, pedestrian amenities and bicycle lanes or paths; and
  - iii. Designed and constructed to City standards and consistent with Council approved guidelines.
- b) New streets should be public streets. Where private streets are deemed appropriate by the City, they will be designed to function as a component and extension of the existing and planned public street network, and will include walkways, cycling routes, landscaping, traffic calming measures, and lighting and pedestrian amenities, as required by the City. Full public access easements along these private streets will be secured through development approvals.
- c) Facilities for pedestrians, cyclists, transit and shared mobility users will be improved as the space within the planned right-of-way of existing and new streets is reorganized and constructed with development. The organization of space within the planned right-of-way will be guided by Complete Street principles.

### **Pedestrians, Cyclists and Transit**

- d) The public street, parks and open space network will be designed to provide pedestrians and cyclists with direct, convenient and attractive connections to transit options and other key destinations.

- e) Cycling infrastructure, including, but not limited to, physically separated bicycle lanes, standard (i.e. painted) bicycle lanes, signed routes and off-street multi-use trails, will be encouraged within the Murray Road Area to facilitate increased cycling safety and ridership.
- f) Infrastructure for bicycles, including weather protected and easily accessible visitor bicycle parking, will be required in all new development.
- g) Development shall be coordinated with the potential for a pedestrian and cycling overpass of the Toronto-Barrie railway corridor as identified in the adjacent Downsview Secondary Plan, to provide connectivity between the Stanley Greene and Ancaster communities and to connect the City cycling network.

#### **Traffic Demand Management (TDM), Parking and Access**

- h) Quantitative multimodal transportation assessments and site-related mitigation measures will be required for new development applications and:
  - i. will demonstrate that sufficient and safe transportation infrastructure exists within the Murray Road Area to support new development, and
  - ii. will outline the TDM measures proposed on site.
- i) New vehicular parking facilities will be provided below-grade as part of new development.
- j) On street parking will be permitted, where appropriate, to enhance street activity, serve at-grade retail uses, provide a buffer between vehicular traffic and sidewalks and contribute to creating a desirable pedestrian environment.
- k) Zoning By-laws implementing the Murray Road SASP may reduce parking requirements for development in exchange for dedicated car-sharing and/or bike sharing facilities or other sustainable mobility facilities.

#### **5. BUILT FORM AND BUILDING HEIGHT**

- a) The height of development will be guided by the following principles:
  - i. a 2 storey base building expression along Murray Road to match the built form and scale of the residential community on the east side of Murray Road;
  - ii. a 2 metre stepback above the 2nd floor for building frontages on Murray Road;
  - iii. a maximum height of 45.72 metres;
  - iv. a 45 degree angular plane facing a *Neighbourhoods* designation; and
  - v. a 6 metre setback inclusive of any road widening from the Murray Road property line.
- b) Development in the Murray Road Area will protect for the current and future operations of the Downsview Airport. The implementing Zoning By-law(s), and/or Minor Variance(s), will restrict the height of buildings and structures in consideration of the operational requirements of the airport.

- c) New buildings within the Murray Road Area should include uses on the ground floor which animate the public realm and create places for the public that adds to the vitality of the streetscape. Pedestrian entrances to new development should provide direct access from the sidewalk.

## **6. DENSITY**

- a) New development will be permitted at a level that is supportable and appropriate for the comprehensive planning framework and is balanced with the timely provision of physical and social infrastructure, but shall not exceed a maximum density of 1.5 times the area of the lot.

## **7. INFRASTRUCTURE**

- a) The Murray Road Area will be enhanced to ensure it is attractive and functions well, to support current and future residents, through investments in key infrastructure such as parks, sidewalks and cycling trails, street trees and the pedestrian and cycling overpass of the Toronto-Barrie railway, as outlined in this policy document.
- b) New development will include approaches to mitigate stormwater management as necessary and consistent with the Wet Weather Flow Guidelines and Infrastructure and Basement Flooding Studies related to the Murray Road Area, as appropriate.

## **8. ENVIRONMENT**

- a) New development will be encouraged to meet the Tier 2 Standards of the City of Toronto Green Development Standards and incorporate sustainable building and landscape design in development.
- b) Proponents of development containing sensitive uses will be required to demonstrate the proposed development meets all provincial guidelines and their successor guidelines, related to noise, air quality and soil contamination to ensure compatibility with surrounding land uses, to the satisfaction of the City and where necessary, the Province.

## **9. IMPLEMENTATION**

### **Zoning By-laws, Minor Variance and Consent**

- a) Zoning By-laws, minor variance, consent, or any other public action will implement the Vision of the Murray Road SASP.

### **Plan of Subdivision, Consent or Conveyance**

- b) Any division of land will be in conformity with the Murray Road SASP and will create land parcels that facilitate development consistent with the intent of the SASP.



### **Holding 'H' By-laws**

- c) Holding (H) By-laws pursuant to the *Planning Act* will be considered during the processing of each application for rezoning received for lands within the Murray Road Area. Holding (H) provisions may be applied when land use, built form and density have been determined; however the following matters are required to be resolved prior to development proceeding:
- i. Residential and sensitive non-residential uses will only be permitted on the *Mixed Use Areas* once the existing concrete batching plant has ceased to operate within the Murray Road Area.
  - ii. The submission of traffic impact studies and functional servicing and stormwater management reports, to the satisfaction of the City that demonstrate sufficient transportation and servicing capacity exists to accommodate the proposed development and/or identify necessary infrastructure improvements to City infrastructure at the cost of landowner(s), including any necessary cost-sharing agreement between landowners.
  - iii. The submission of studies to the satisfaction of the City that address the extent of any noise, dust, vibration and exposure from existing non-residential uses and mitigation measures required to the satisfaction of the City and in accordance with Provincial Guidelines.
  - iv. The implementation of any required noise attenuation or other mitigation strategies will be secured by an appropriate legal binding agreement or agreements between the City and the proponent.
  - v. New public streets or public street extensions and infrastructure improvements are secured by an appropriate legal binding agreement or agreements between the City and the proponent.

# Schedule 1



## Official Plan Amendment 389

Revisions to Land Use Map 16 to redesignate lands from Employment Areas to Mixed use Areas

## Murray Road Regeneration Study

File # 16 115948 NNY 09 0Z



↑  
Not to Scale  
12/18/2013

**Attachment 3: Draft Zoning By-Law Amendment (By-law #7625)**

**BY-LAW No. ~-2017**

**To amend the former City of North York Zoning By-law No. 7625, as amended,  
with respect to the lands municipally known as,  
10, 20, 48, 54 and 62 Murray Road**

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; and

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. Schedules B” and “C” of by-law #7625 of the former City of North York are amended in accordance with Schedule “1” of the By-law.
2. Section 64.31 of By-law #7625 is amended by adding the following subsection:  
“64.31 ( ) M2 ( )

**PERMITTED USES**

The permitted uses are as listed in the Zoning By-law except for the following:

A concrete batching plant, a contractor’s establishment, motor vehicle body repair shop, transportation terminal and plastic product manufacturing use are not permitted.

3. Within the lands shown on Schedule “~” attached to this By-law, no person shall use any land or erect or use any building or structure unless the following municipal services are provided to the lot line and the following provisions are complied with:
  - (a) all new public roads have been constructed to a minimum of base curb and base asphalt and are connected to an existing public highway, and
  - (b) all water mains and sanitary sewers, and appropriate appurtenances, have been installed and are operational.
4. By-law No. 71-2016 being “A By-law to effect interim control for lands generally bounded on the west side of Murray Road, immediately north of Wilson Avenue and south of Plewes Road” is hereby repealed upon the coming into force of this by-law”

ENACTED AND PASSED this ~ day of ~, A.D. 2017.

JOHN TORY,  
Mayor

ULLI S. WATKISS,  
City Clerk

**Attachment 4: Draft Zoning By-Law Amendment (By-law #569-2013)**

**CITY OF TORONTO**

**Bill No. ~**

**BY-LAW No. [XXXX- 2017]**

**To amend Zoning By-law No. 569-2013, as amended, with respect to the lands municipally known in the year 2017 as 10, 20, 48, 54 and 62 Murray Road.**

Whereas Council of the City of Toronto has the authority pursuant to Section 34 of the *Planning Act*, R.S.O. 1990, c. P. 13, as amended, to pass this By-law; and

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*; and

The Council of the City of Toronto enacts:

Zoning By-law No. 569-2013, as amended, is further amended by amending Article 900.21.10 Exception Number 26 so that it reads:

Exception EL 26

The lands, or a portion thereof as noted below, are subject to the following Site Specific Provisions, Prevailing By-laws and Prevailing Sections:

Site Specific Provisions:

- (A) Despite the uses listed in Article 60.10.20, a **contractor's establishment**, a **plastic product manufacturing use** and a **concrete batching plant** are not permitted uses.

Prevailing By-laws and Prevailing Sections:

- (A) Schedule 'D' Airport Hazard Map from City of North York Zoning By-Law 7625.

Enacted and passed on **month ##, 2017**.

**Name,**  
Speaker

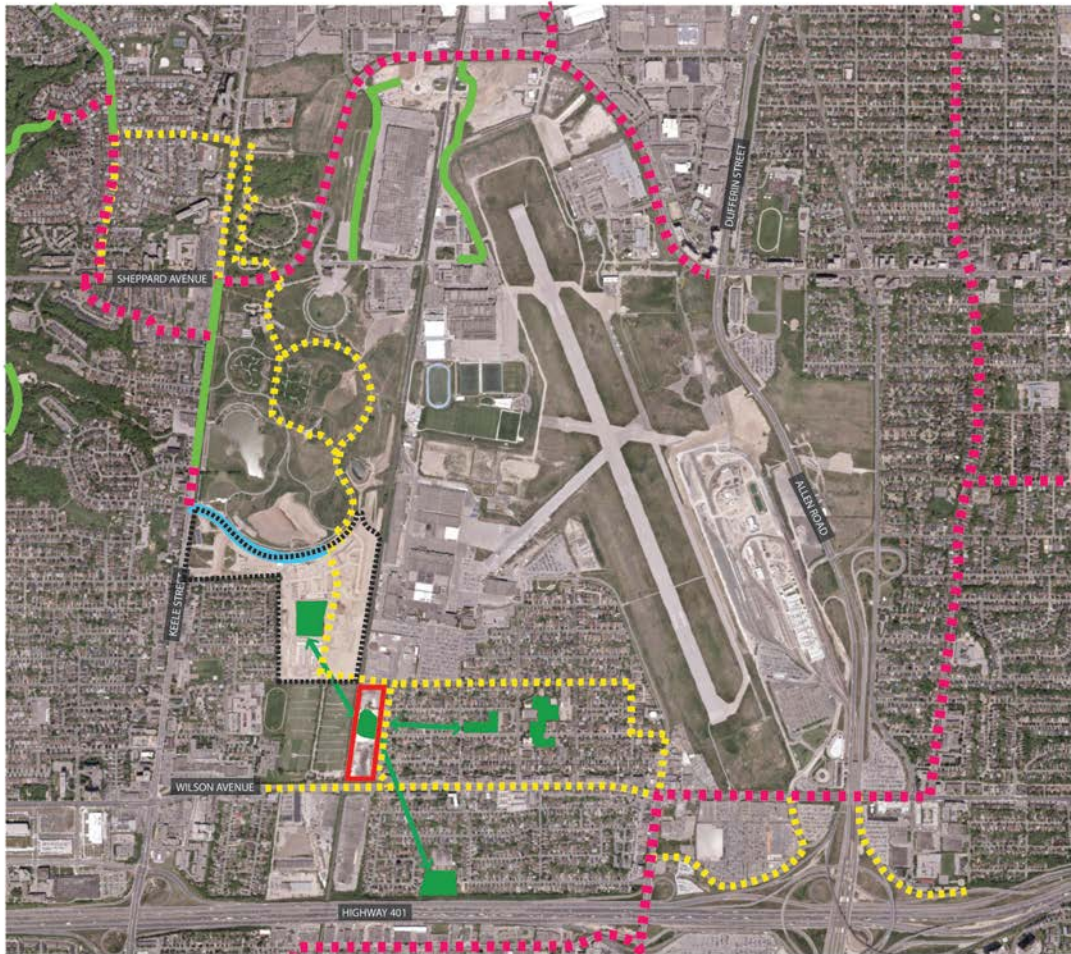
Ulli S. Watkiss,  
City Clerk

(Seal of the City)

## Attachment 5: Study Area Aerial Context

### MURRAY ROAD REGENERATION AND LAND USE STUDY

#### Context Plan



#### Legend

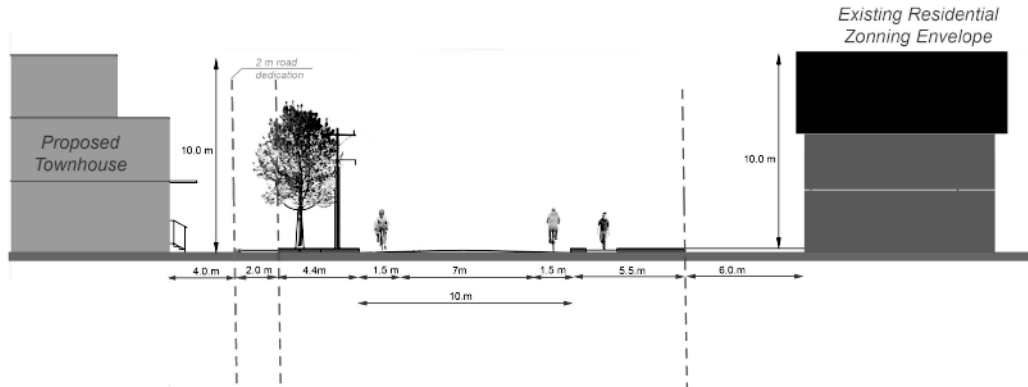
- |  |                                  |  |                         |
|--|----------------------------------|--|-------------------------|
|  | Existing Cycling Network         |  | Stanley Greene District |
|  | Bikeways Under Construction      |  | Study Area              |
|  | Planned Bikeways                 |  |                         |
|  | Proposed New Cycling Routes      |  |                         |
|  | Connections                      |  |                         |
|  | Open Space (Existing / Proposed) |  |                         |

Not To Scale

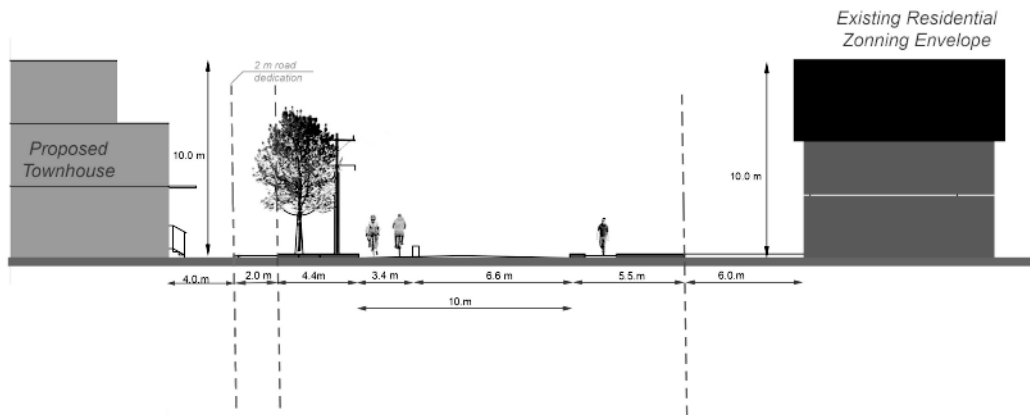


**Attachment 6: Murray Road Sections - Options**

**Murray Road Sections - Options**



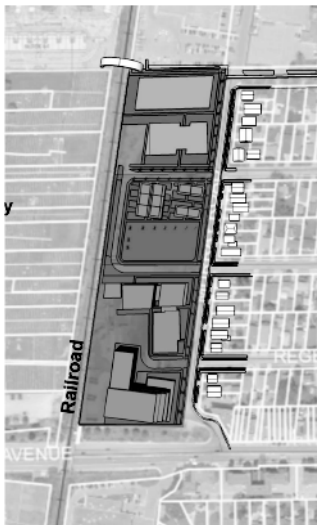
**Section 1 - Standard Bike Lane west and east sides of Murray Road**



**Section 2 - Cycle Track west side of Murray Road**

## Attachment 7: Potential Land Use Plan Option

### Potential Land Use Plan Option - Mixed Use and Employment



#### Site Statistics Scenario

Split Land Use Option	
Site Area	38400 m2
Proposed land use	Employment
Proposed height	Min 10m Max 45 m
Proposed number of storey	Min 2 storey Max 10 storey
GFA	47183m2
Min FSI	1.2

#### Potential Land Use Modelling and Site Statistics; Split Use

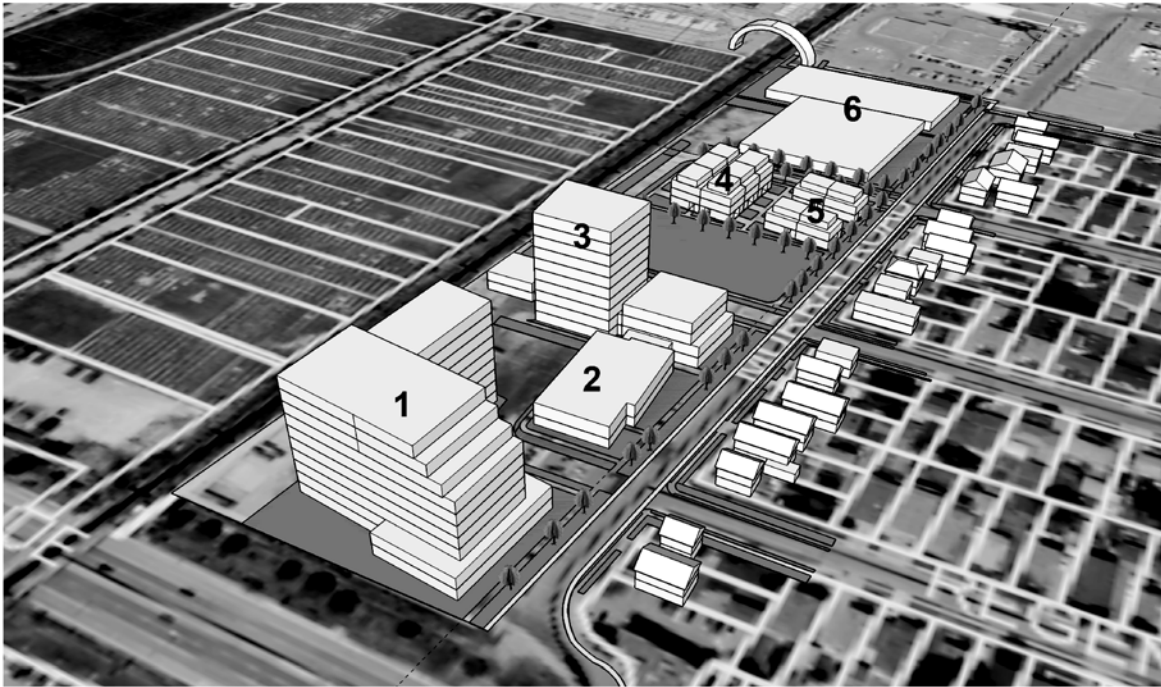
- General Employment
- Mixed Use Areas

#### Murray Road Regeneration Study

File # 16 115948 NNY 09 02

## Attachment 8: Potential Redevelopment Option

### Potential Redevelopment Option - Mixed Use and Employment



#### Site Statistics - Possible Scenarios

Split Land Use Option				
Site Area	Uses	Area GFA	Height ( story) (m)	Units #
		38400 m <sup>2</sup>	2-10 story	
Block 1	Office	23726 m <sup>2</sup>		
Block 2	Office	2478 m <sup>2</sup>	2 story (10 m)	
Block 3	Office	10354 m <sup>2</sup>	2-10 (10m – 45m)	
Block 4	Stackhouses	3024 m <sup>2</sup>	4 (12 m)	24
Block 5	Townhouses	1344 m <sup>2</sup>	3(10m)	8
Block 6	Warehouse	6257m <sup>2</sup>	1story (4m)	
<b>Summary</b>		<b>47183m<sup>2</sup></b>	Min 1 (4m)– Max 10(45m)	32

#### Building Transition to Existing Neighbourhood

