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City of Toronto
City Hall - City Planning Department
100 Queen Street West, 12th Floor East
Toronto, Ontario
M5H 2N2

3 623

Attn: Ms. Jennifer Keesmaat, MCIP, RPP, Chief Planner

**Re: City of Toronto Official Plan Review & Municipal Comprehensive Review -
Proposed Economic Health Policies and Proposed Policies and Designations for
Employment Lands
City of Toronto**

We are writing with regard to the City of Toronto's Official Plan and Municipal Comprehensive Reviews on Employment Land policies. We thank you for the opportunity to participate in the above captioned review.

Further to our letter dated March 7, 2013, please accept our comments and recommendations regarding the Employment Land Policies per the draft Official Plan Amendment adopted by Planning & Growth Management Committee on September 12, 2013, attached as *Table 1: Comments & Recommendations on Selected Employment Land Policies as part of the City of Toronto Official Plan & Municipal Comprehensive Reviews*.

If you have any questions or further requirements, please advise.

Yours truly,
Pound & Stewart Associates Limited



Philip Stewart, MCIP, RPP

la/

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Attachment(s): Table 1: Comments & Recommendations on Selected Employment Land Policies as part of the City of Toronto Official Plan & Municipal Comprehensive Reviews

cc. Ms. U. Watkiss, City Clerk, City of Toronto
cc. Ms. K. Voumvakis, City of Toronto
cc. Mr. P. Bain, City of Toronto
cc. Ms. R. Condon, City of Toronto

POUND & STEWART ASSOCIATES LIMITED

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**TABLE 1: COMMENTS & RECOMMENDATIONS ON SELECTED EMPLOYMENT LAND POLICIES
AS PART OF THE CITY OF TORONTO OFFICIAL PLAN & MUNICIPAL COMPREHENSIVE REVIEWS**

PROPOSED OFFICIAL PLAN EMPLOYMENT POLICIES – SEPTEMBER 12, 2013 **COMMENTS & RECOMMENDATIONS**

A. CHAPTER 2 POLICIES	
<p>1. Delete Policy 2.1.3 and substitute the following:</p> <p>'3. Toronto is forecast to accommodate 3.08 million residents and 1.64 million jobs by the year 2031.'</p> <p>2. Delete Section 2.2.4 and replace it with the following:</p> <p><u>'2.2.4 Employment Areas: Supporting Business and Employment Growth</u></p> <p>Our <i>Employment Areas</i> are finite and geographically bounded. Given relative land values, residential lands are rarely converted to employment uses and there is little opportunity to create new employment lands. It is the City's goal to conserve our <i>Employment Areas</i>, now and in the longer term, to expand existing businesses and incubate and welcome new businesses that will employ future generations of Torontonians. Given the diminishing supply of vacant land in <i>Employment Areas</i>, new development in <i>Employment Areas</i> needs to take place in a more intensive physical form.</p>	<p>We note that City Staff is in the process of reviewing the Growth Plan, 2013 Office Consolidation forecasts for 2041, which provide for 3.40 million residents and 1.72 million jobs. The following policy should be revised to read: "Given the diminishing supply of vacant land in <i>Employment Areas</i>, new development in <i>Employment Areas</i> needs to take place in a more intensive physical form, while protecting the interests of existing businesses."</p>
<p>Maintaining <i>Employment Areas</i> exclusively for business and economic activities provides a stable and productive operating environment for existing and sensitive residential or institutional land uses into operations, particularly when the environmental certificates are lodged about adverse effects from industrial operations. Even where new sensitive land uses are located outside of, but in close proximity to, <i>Employment Areas</i>, they should be designed and constructed to prevent the residents or users from being affected by noise, traffic, odours or other contaminants from nearby industry.</p>	<p>The following policy should be revised to read: "Maintaining <i>Employment Areas</i> exclusively for business and economic activities provides a stable and productive operating environment for existing and expanding businesses that also attracts new firms. The introduction of sensitive residential—of—institutional land uses into <i>Employment Areas</i> can force industry to alter their operations, particularly when the environmental certificates are lodged about adverse effects from industrial operations. Even where new-sensitive-Land uses are located outside of, but in close proximity to, <i>Employment Areas</i>, they should be designed and constructed to prevent the residents or users from being affected by noise, traffic, odours or other contaminants from nearby industry."</p>
<p>Toronto's <i>Employment Areas</i> are important in providing good quality civic services to our residents and workers. The industrial and commercial properties are vital to maintaining a healthy civic tax base that pays for those services. Most of our City and transportation yards that maintain our civic infrastructure are located in <i>Employment Areas</i> and have limited alternative locations.</p>	<p>Recommend paragraph be re-written to clarify relationships.</p>
<p>2. <i>Employment Areas</i> will be used exclusively for business and economic activities in order to:</p> <p>a) retain sufficient availability of lands, for both current and future needs, for industrial functions such as manufacturing and warehousing which are permitted only within <i>Employment Areas</i> and <i>Regeneration Areas</i>;</p>	<p>The following policy should be revised to read: 2. a) retain sufficient availability of lands, for both current and future needs, for industrial functions such as manufacturing, and warehousing and distribution, which are</p>

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<p>b) protect and preserve <i>Employment Areas</i> for current and future business and economic activities;</p> <p>c) provide for and contribute to a broad range of stable full-time employment opportunities;</p> <p>d) provide opportunities for new office buildings, particularly in business parks along the Don Valley corridor and/or within walking distance to higher order transit;</p> <p>e) provide a stable and productive operating environment for existing and new businesses by preventing the establishment of sensitive land uses in <i>Employment Areas</i>.</p> <p>f) maintain and grow the City's business tax base;</p> <p>g) promote and maintain food security for the City's residents;</p> <p>h) maintain the market attractiveness of the <i>Employment Areas</i> for employment uses;</p> <p>i) provide prominent, accessible and visible locations and a wide choice of appropriate sites for potential new businesses;</p> <p>j) continue to contribute to Toronto's diverse economic base and support export oriented wealth creating employment;</p> <p>k) contribute to a balance between jobs and housing to reduce the need for long distance commuting and encourage travel by transit, walking and cycling; and</p> <p>l) provide work opportunities for residents of nearby neighbourhoods.</p>	<p>permitted only within <i>Employment Areas</i> and <i>Regeneration Areas</i>;</p> <p><u>Policy 2.1.m) should be added to read:</u> Ensure that the necessary infrastructure is provided to support current and future uses where practicable.</p>
<p>3. A more intensive use of lands in <i>Employment Areas</i> for business and economic activities will be encouraged to make better use of a limited supply of lands available for these activities.</p>	<p><u>The following policy should be revised to read:</u> "3. A more intensive use of lands in <i>Employment Areas</i> for business and economic activities will be encouraged to make better use of a limited supply of lands available for these activities, where public services and infrastructure permit."</p> <p><u>The following policy should be added:</u></p> <p>4. b) v. allow for the adaptive reuse of physical infrastructure to improve environmental conditions to support universal accessibility.</p>
<p>4. <i>Employment Areas</i> will be enhanced to ensure they are attractive and function well, through actions such as:</p> <p>a) permitting a broad array of economic activities that encourage existing businesses to expand or diversify into new areas of economic activity and facilitates firms with functional linkages to locate in close proximity to one another;</p> <p>b) investing in key infrastructure to support current and future needs, and facilitating investment through special tools, incentives including tax incentives, and other programs or partnerships, in order to:</p> <p>i. Promote the distinctive character or specialized function of an area to attract businesses within a particular targeted cluster of economic activity;</p> <p>ii. Facilitate the development of vacant lands and the adaptive reuse of vacant buildings for employment purposes;</p> <p>iii. Facilitate the remediation of brownfield sites to enable redevelopment for employment uses;</p> <p>iv. Address the absence of key physical infrastructure and amenities for workers, poor</p>	<p><u>The following policy should be added:</u></p> <p>4. b) v. allow for the adaptive reuse of physical infrastructure to improve environmental conditions to support universal accessibility.</p>

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<p>environmental conditions or poor accessibility;</p> <ul style="list-style-type: none"> c) encouraging and supporting business associations that promote and provide a voice for businesses within <i>Employment Areas</i>; d) establishing a connected network of public streets for use by trucks, automobiles, transit, bicycles and pedestrians; and e) promoting a high quality public realm and creating comfortable streets, sidewalks, parks and open spaces for workers and landscaped streetscapes to promote pedestrian/ transit use and attract new business ventures. 	<p><u>General Recommendation:</u></p> <p>Phasing is not referenced in any of the proposed Employment Areas policies to assist business investment timing. A policy should be introduced acknowledging that the urban form envisioned by the Plan will take time to realize and therefore development may be phased in a manner that ultimately contributes to the achievement of the City's policies and economic sustainability. It would be necessary for a proponent to demonstrate the importance of phasing in supporting business operations and future development.</p> <p>The following policy should be revised to read:</p> <p>8. b) encouraging new employment development to take place in a form and density that supports transit and discourages large areas of surface parking, where practicable;</p> <p>How will these MCR matters be measured or graded to satisfy the City's planning justification?</p>
<ul style="list-style-type: none"> 8. Transit service and use to and from <i>Employment Areas</i> will be enhanced by: <ul style="list-style-type: none"> a) investing in improved levels of service to <i>Employment Areas</i>, particularly from nearby residential areas and mixed commercial-residential areas; b) encouraging new employment development to take place in a form and density that supports transit and discourages large areas of surface parking; c) creating safe and comfortable pedestrian conditions between places of work and transit stops; and d) encouraging travel demand management measures. <p><u>Conversion and Removal Policies for <i>Employment Areas</i></u></p>	<p>Phasing is not referenced in any of the proposed Employment Areas policies to assist business investment timing. A policy should be introduced acknowledging that the urban form envisioned by the Plan will take time to realize and therefore development may be phased in a manner that ultimately contributes to the achievement of the City's policies and economic sustainability. It would be necessary for a proponent to demonstrate the importance of phasing in supporting business operations and future development.</p> <p>The following policy should be revised to read:</p> <p>8. b) encouraging new employment development to take place in a form and density that supports transit and discourages large areas of surface parking, where practicable;</p> <p>How will these MCR matters be measured or graded to satisfy the City's planning justification?</p>
<p>12. During a Municipal Comprehensive Review, the City will assess requests to convert lands within <i>Employment Areas</i>, both cumulatively and individually, by considering matters such as whether:</p> <ul style="list-style-type: none"> a) there is a demonstrated need for the conversion(s) to meet population forecasts allocated to the City in the Growth Plan for the Greater Golden Horseshoe; b) the City will meet the employment forecasts allocated to the City in the Growth Plan for the Greater Golden Horseshoe; c) there is a demonstrated need for the conversion(s) to mitigate existing and/or potential land use conflicts; 	<p>Phasing is not referenced in any of the proposed Employment Areas policies to assist business investment timing. A policy should be introduced acknowledging that the urban form envisioned by the Plan will take time to realize and therefore development may be phased in a manner that ultimately contributes to the achievement of the City's policies and economic sustainability. It would be necessary for a proponent to demonstrate the importance of phasing in supporting business operations and future development.</p> <p>The following policy should be revised to read:</p> <p>8. b) encouraging new employment development to take place in a form and density that supports transit and discourages large areas of surface parking, where practicable;</p> <p>How will these MCR matters be measured or graded to satisfy the City's planning justification?</p>

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<p>d) the lands are required over the long-term for employment purposes;</p> <p>e) the conversion(s) will adversely affect the overall viability of the <i>Employment Area</i> and maintenance of a stable operating environment for business and economic activities with regard to the:</p> <ul style="list-style-type: none"> i. compatibility of the proposed land use with existing employment uses or employment uses permitted in the zoning by-law in the <i>Employment Area</i>; ii. interference with the function of existing employment uses by affecting Environmental Compliance Certificates of industries and their renewal, or complaints of adverse effects to the Ministry of Environment under the Environmental Protection Act which could require changes to industrial operations or restrict operating hours; iii. ability to provide appropriate buffering of employment uses from sensitive residential and institutional uses; iv. implementation of the Ontario Ministry of the Environment D series guidelines for compatibility between industry and sensitive uses or any successor guidelines; v. impact on the affordability of property or building leases or land purchase costs for employment uses and tax assessments in the <i>Employment Area</i>; vi. reduction or elimination of visibility of, and accessibility to, employment lands or uses; vii. impact upon the capacity and functioning of the transportation network and the movement of goods for existing and future employment uses; viii. removal of large and/or key locations for employment uses; and ix. maintenance of the identity of the <i>Employment Area</i>. <p>f) the existing or planned sewage, water, energy and transportation infrastructure can accommodate the proposed conversion(s);</p> <p>g) in the instance of conversions for residential purposes, sufficient parks, libraries, recreation centres and schools exist or are planned within walking distance for new residents;</p> <p>h) land already appropriately designated and zoned for the proposed non-employment use(s) is available outside of <i>Employment Areas</i>;</p> <p>i) new residents or institutional users on lands in <i>Employment Areas</i> would be adversely affected by noise, vibration, odours and other air emissions, dust and other particulates or other contaminants;</p> <p>j) the ability to provide opportunities for the clustering of similar or related employment uses is maintained;</p> <p>k) a sufficient supply of optimum-sized land parcels is maintained in the <i>Employment Area</i> for the range of permitted <i>employment uses</i>;</p> <p>l) employment lands proximate to essential linkages, such as supply chains, service providers, markets, and necessary labour pools are preserved;</p> <p>m) employment lands are strategically preserved near important transportation infrastructure</p>	<p>The following policy should be revised to read:</p> <p>12. e) the conversion(s) will adversely affect the overall viability of the <i>Employment Area</i> and maintenance of a stable operating environment for business and economic activities to assess with regard to the:</p> <p>The following policy should be revised to read:</p> <p>12. e) iv. Implementation of the Ontario Ministry of the Environment D-Series Guidelines for compatibility between industry and sensitive land uses / receptors or any successor guidelines;</p>
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<p>such as highways and highway interchanges, rail corridors and airports to facilitate the movement of goods;</p> <p>n) the proposal(s) to convert lands within an <i>Employment Area</i> will maintain and grow, or potentially diminish the City's tax base;</p> <p>o) the proposal(s) to convert lands in an <i>Employment Area</i> will help to maintain to a diverse economic base accommodating and attracting a variety of employment uses and a broad range of stable full-time employment opportunities in Toronto;</p> <p>p) the conversion(s) will retain work opportunities for residents of nearby neighbourhoods; and</p> <p>f) cross-jurisdictional issues have been considered.</p>	<p>The following policy should be revised to read: Toronto's <i>Employment Areas</i> have great potential for additional employment growth through the incubation of new business, the nurturing of start-up businesses, and support for a full range of business scales and models, small business to become large business; attracting new and expanding employment clusters, and intensifying the form and function of development in our employment lands. To grow investment employment and investment the Plan promotes, and the City currently provides, both tax incentives and priority processing for new and expanding office buildings and industries through Community Improvement Plans (CIPs), among others. These incentives augment the supports for economic growth in Toronto already provided by: a well-educated and skilled labour force, access to financial capital, a strong research and development sector, advanced communications networks, a dynamic business climate, and an enviable quality of life in safe, congenial and inclusive neighbourhoods.</p>
<p>1. CHAPTER 3 POLICIES</p> <p>'3.5.1 CREATING A STRONG AND DIVERSE CIVIC ECONOMY</p> <p>Toronto's <i>Employment Areas</i> have great potential for additional employment growth through the incubation of new business, the nurturing of small business to become large business, attracting new and expanding employment clusters, and intensifying the form of development in our employment lands. To grow investment employment and investing the Plan promotes, and the City currently provides, both tax incentives and priority processing for new and expanding office buildings and industries. These incentives augment the supports for economic growth in Toronto already provided by: a well-educated and skilled labour force, access to financial capital, a strong research and development sector, advanced communications networks, a dynamic business climate, and an enviable quality of life in safe, congenial and inclusive neighbourhoods.</p>	<p>The following policy should be revised to read: 3. b) reduce the need for vehicular long-distance commuting and lessen regional road congestion; and</p>
<p>3. A balanced growth of jobs and housing across the City will be pursued to:</p> <p>a) maintain a complete community;</p> <p>b) reduce the need for long distance commuting and lessen regional road congestion; and</p> <p>c) increase the proportion of travel by transit, walking and cycling.</p> <p>4. Programs and incentives will be established to grow employment and investment consistent with the policies of this Official Plan, particularly targeting key economic clusters and the development of office buildings and industries. These programs will include both fiscal incentives and the priority processing</p>	<p>The following policy should be revised to read: 4. Programs and incentives will be established to grow employment and investment consistent with the policies of</p>

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<p>of development applications for targeted office buildings and industries.</p>	<p>this Official Plan, particularly targeting key economic clusters and the development of office buildings and / or industries. These programs will include both fiscal incentives and the priority processing of development applications for targeted office buildings and industries.</p>
<p>6. New office development will be promoted in <i>Mixed Use Areas</i> and <i>Regeneration Areas</i> in the <i>Downtown and Central Waterfront</i> and <i>Centres</i>, and all other <i>Mixed Use Areas</i>, <i>Regeneration Areas</i> and <i>Employment Areas</i> within 500 metres of an existing or approved and funded subway, light rapid transit or GO station. Secondary Plans and Site and Area Specific Policies may establish policies providing for minimum standards for commercial development within 500 metres of an existing or approved and funded subway, light rapid transit or GO station.</p> <p>7. Major freestanding office buildings with 10,000 square metres or more of gross floor area, or the capacity for 500 jobs or more, should be located in <i>Mixed Use Areas</i>, <i>Regeneration Areas</i> and <i>Employment Areas</i> within the <i>Downtown and Central Waterfront</i> and the <i>Centres</i>, and/or within 500 metres of an existing or an approved and funded subway, light rapid transit or GO station.</p>	<p>Clarification is required with respect to Policies 6 & 7, where Policy 6 refers to the promotion of new office development, whereas Policy 7 prescribes major freestanding office in these same designations and areas.</p>
<p align="center">3. CHAPTER 4: EMPLOYMENT POLICIES</p>	
<p><u>Core Employment Areas</u></p>	
<p>1. <i>Core Employment Areas</i> are places for business and economic activities. Uses permitted in <i>Core Employment Areas</i> are manufacturing, warehousing, wholesaling, transportation facilities, offices, research and development facilities, utilities, post-secondary trade schools, media facilities, and vertical agriculture.</p>	<p>The following policy should be revised to read:</p> <p>1. <i>Core Employment Areas</i> are places for business and economic activities. Uses permitted in <i>Core Employment Areas</i> are manufacturing, warehousing, wholesaling, distribution of goods, transportation facilities, offices, research and development facilities, utilities, post-secondary trade schools, media facilities, and vertical agriculture, and their ancillary uses.</p>
<p><u>Policies for All Employment Areas</u></p>	
<p>6. Development will contribute to the creation of competitive, attractive, highly functional <i>Employment Areas</i> by:</p> <ul style="list-style-type: none"> a) supporting the existing and planned function of the <i>Employment Area</i>; b) encouraging the establishment of key clusters of economic activity with significant value-added employment and assessment; c) providing a high quality public realm with a connected, easily understood, comfortable and safe network of streets, parks and accessible open spaces; d) integrating the development into the public street network and systems of roads, sidewalks, walkways, bikeways and transit facilities, and establishing new segments where appropriate; 	<p>The following policy should be revised to read:</p> <ul style="list-style-type: none"> l) ensuring that where the zoning by-law(s) permit open storage and outdoor processing of goods and materials, the open storage and processing is: <ul style="list-style-type: none"> i. Limited in extent to the needs of the business operation in keeping with planned function and the scale of the manufactured product;

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<p>e) limiting or mitigating the effects of traffic generated by the development within the <i>Employment Area</i> and adjacent areas;</p> <p>f) providing adequate parking and loading on-site;</p> <p>g) sharing driveways and parking areas wherever possible;</p> <p>h) avoiding parking between the public sidewalk and retail uses;</p> <p>i) mitigating the effects of noise, vibration, dust odours or particulate matter that will be detrimental to other businesses or the amenity of neighbouring areas;</p> <p>j) providing landscaping on the front and any flanking yard adjacent to any public street, park and open space to create an attractive streetscape, and screening parking, loading and service areas;</p> <p>k) treating the boundary between Employment Areas and residential lands with landscaping, fencing, or other measures to provide a buffer and minimize adverse impacts; and</p> <p>l) ensuring that where the zoning by-law(s) permit open storage and outdoor processing of goods and materials, the open storage and processing is:</p> <ul style="list-style-type: none"> i. limited in extent; ii. generally located at the rear of the property; iii. well screened by fencing and landscaping where viewed from adjacent streets, highways, parks and neighbouring land uses; and iv. not adversely affecting existing and planned neighbouring land uses in terms of dust, noise and odours. 	<p>As the Provincial Policy Statement, 2005 (PPS) is currently under review. This policy addition needs to be more flexible to account for possible changes as a result of the PPS review underway.</p>
<p>11. Add the following sidebar to Section 4.6:</p> <p>'SENSITIVE LAND USES</p> <p>For the purposes of this Plan the term 'Sensitive land uses' shall have the same meaning as in the Provincial Policy Statement. In the Provincial Policy Statement (2005) the term Sensitive land use means: buildings, amenity areas, or outdoor spaces where routine or normal activities occurring at reasonably expected times would experience one or more adverse effects, as defined in the Environmental Protection Act, from contaminant discharges generated by a nearby major facility. Sensitive land uses may be a part of the natural or built environment. Examples may include, but are not limited to: residences, day care centres, and educational and health facilities.'</p>	<p>Proposed text to be deleted is crossed out. Proposed text to be added is in bold.</p>