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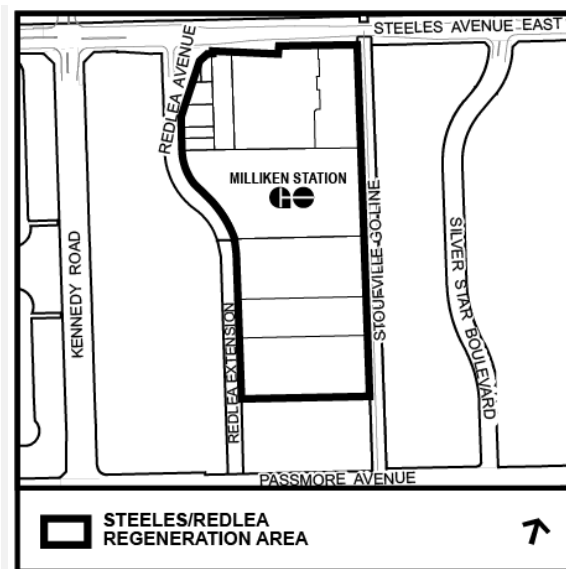
Steeles-Redlea Regeneration Area Study – Final Report, Draft Official Plan Amendment & Draft Urban Design Guidelines

Date:	August 31, 2015
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning Division
Wards:	Ward 39 Scarborough-Agincourt & Ward 41 Scarborough-Rouge River
Reference Number:	P:\2015\ClusterB\PLN\PGMC\PG15093 14 123169 ESC 39 TM

SUMMARY

This report presents the findings of the Steeles-Redlea Regeneration Area Study which includes lands south of Steeles Avenue East and east of Kennedy Road at the City's northern boundary with the City of Markham. The study area abuts the west limit of the Stouffville GO rail corridor and includes the Milliken GO Station site. These lands were redesignated as *Regeneration Areas* through the adoption of Official Plan Amendment No. 231 (OPA 231) which is now in force and effect as it relates to this Regeneration Area. OPA 231 also established a Site and Area Specific Policy No. 395 (SASP 395) for the area that states that development will proceed in accordance with a framework to be established through a study of the area that addresses specific matters. SASP 395 is also in force and effect. The Steeles-Redlea Regeneration Area Study was initiated to establish the required development framework for the study area and to determine future land use designations.

The study is now complete and this report includes a draft official plan amendment that



proposes to redesignate lands within the study area that front on the south side of Steeles Avenue East, and adjacent lands on the east side of Redlea Avenue, to *Mixed Use Areas* where development may occur generally in accordance with the Conceptual Masterplan contained within the Steeles-Redlea Urban Design Guidelines.

The balance of lands within the study area, including the Milliken GO Station lands, are proposed to be redesignated to *Employment Areas* and eventually to *General Employment Areas* (as proposed by OPA 231) upon approval of the latter designation at the Ontario Municipal Board. Anchor Shoring & Caissons Ltd., a long standing, successful industrial operator, who occupy ¼ of the *Regeneration Area* lands at the south portion of the study area, intend to maintain and grow their industrial operations as do many industrial operators in the surrounding Milliken Employment District. In order to minimize the potential for land use conflicts between existing and/or future industrial operations within and/or surrounding the *Regeneration Area*, it is recommended that only lands that front on Steeles Avenue, and adjacent lands on Redlea Avenue north of the Milliken GO Station lands, be redesignated to *Mixed Use Areas*. This provides an opportunity for new sensitive, namely residential uses to be considered. Site specific zoning by-law amendments will be required on individual development sites and amendments will only be considered after detailed environmental impact studies have been prepared, required mitigation measures are known, detailed plans implementing these measures have been prepared and legal agreements, if required, between developers and owners of industrial facilities have been entered into, all to the satisfaction of the City.

All of the study lands, with the exception of those owned and used by Anchor Shoring & Caissons Ltd., will be subject to an amended SASP 395 that requires office uses to be provided within any new development given the increased transit ridership opportunities they present within walking distance of the Milliken GO Station. SASP 395 also establishes a development framework for the lands within it, including obligations to provide new road, pedestrian and cycling connections to improve connectivity to the Milliken GO Station.

Draft urban design guidelines, including a Conceptual Masterplan, have been prepared which are intended to further inform this framework and to ensure appropriate development occurs within the SASP 395 area.

In order to better align existing land use permissions on lands outside of but close to the *Regeneration Area* with those proposed via OPA 231 and this study, the draft official plan amendment also proposes to delete SASP 104 on all lands located south of Steeles Avenue East and north of Passmore Avenue, between Kennedy Road and Midland Avenue which permits long term care facilities and places of worship, and to add a new SASP 497 to recognize four (4) existing places of worship located within this area.

Since June 2014, staff have held two community consultation meetings, a North Milliken Employment District Land/ Business Owner Stakeholder Meeting, three working group meetings and consulted with several City agencies and divisions and key stakeholders in the area. These include Metrolinx, Global Fortune Group, Splendid China Mall Condominium, industrial operators within the surrounding Milliken Employment District, Heathwood Ratepayers Association, City of Markham and York Region.

This report recommends that a public meeting to consider the proposed official plan amendment and urban design guidelines for the study be scheduled for the November 16, 2015 meeting of Planning and Growth Management Committee.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Planning and Growth Management Committee direct that this report dated August 31, 2015, containing proposed amendments to the Official Plan and urban design guidelines for the Steeles-Redlea Regeneration Area be distributed to the public and considered at a statutory public meeting to be held on November 16, 2015.
2. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

The Steeles-Redlea *Regeneration Area* Study is one of seven *Regeneration Areas* studies that resulted from City Council's adoption of OPA 231. Each *Regeneration Area* requires a tailor-made planning framework to help guide future growth that is informed by community consultation and a detailed planning study. A *Regeneration Areas* Studies Status Report was received by City Council in August 2014. The Status Report can be accessed at this link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG35.17>

Study Area Boundaries

The Steeles-Redlea *Regeneration Area* is bounded by Steeles Avenue East to the north, Redlea Avenue and its proposed extension to the south, the Stouffville GO Rail corridor to the east and the north boundary of lands on the north side of Passmore Avenue (see Attachment 1).

Regeneration Area Characteristics and Existing Uses

The Steeles-Redlea *Regeneration Area* is approximately 10 hectares (25 acres) in area and is comprised of 12 parcels of land as follows:

Parcel	Address	Lot Area m ² (hectares)	% Total Area	Owner (Use)
1	4675 Steeles Ave E	8,412.72 (0.84 ha)	8.2 %	TSCC 1858 (Splendid China) <i>2 storey commercial condominium</i>
2	4665 Steeles Ave E	15,701.68 (1.57 ha)	15.8 %	2321392 Ontario Limited ¹ <i>surface parking lot</i>
3	4631 Steeles Ave E	3,723.08 (0.37 ha)	3.7 %	592264 Ontario Inc. <i>2 storey medical building</i>
4	4611 Steeles Ave E	1,825.94 (0.18 ha)	1.8 %	City of Toronto <i>vacant (part of Redlea ROW)</i>
5	4621 Steeles Ave E	849.83 (0.08 ha)	0.9 %	City of Toronto <i>Vacant (part of Redlea ROW)</i>
6	0 Redlea Avenue	1,011.71 (0.10)	1.0 %	592264 Ontario Inc. <i>vacant</i>
7	53 Redlea Avenue	1,335.45 (0.13)	1.3 %	Hed Enterprises Ltd. <i>auto service (2 storey)</i>
8	47 Redlea Avenue	687.96 (0.07 ha)	0.7 %	Matharu Mobinder <i>metal fabricating (2 storey)</i>
9	0 Redlea Avenue	768.90 (0.07 ha)	0.8 %	592264 Ontario Inc. <i>vacant</i>
10	39 Redlea Avenue	26,223.43 (2.6 ha)	26.3 %	Metrolinx <i>Milliken GO Station & surface parking (completed 2005)</i>
11	3447 Kennedy Rd (rear)	14,851.85 (1.48 ha)	15.0 %	2321390 Ontario Limited ¹ <i>vacant</i>
12 (a)	0 Redlea Avenue	9,388.63 (0.93 ha)	9.4 %	Anchor Shoring & Caissons Ltd. ² <i>Industrial yard, outside storage, repair & maintenance</i>
12 (b)	0 Redlea Avenue	14,851.85 (1.48 ha)	15 %	2144821 Ontario Limited ² <i>Anchor Shoring industrial yard, outside storage, repair & maintenance</i>
Total		99,633.03 (9.96 ha)	100%	
Notes:				
¹ Global Fortune Real Estate Development Corporation				
² Anchor Shoring & Caissons Ltd. main office located at 3445 Kennedy Road				

The Milliken GO Station site (2.6 ha) is the largest property in the *Regeneration Area* with over ¼ of the land base. The combined area (2.4 ha) of the two abutting Anchor Shoring & Caissons' sites (Anchor Shoring) also represent approximately ¼ of the total study area.

Global Fortune Group Real Estate Development Corporation (Global Fortune), with the two sites at 4665 Steeles Avenue East and 3447 Kennedy Road (rear), have the largest combined ownership interest in the area with approximately 30.8% (3 ha) of the total study area.

Vacant land comprises just under 20% of the *Regeneration Area*. Although the lands at 4665 Steeles Avenue East are vacant, in the sense that they contain no buildings or structures, they contain required surface parking for the Splendid China Mall commercial condominium to the east. As a result, they have not been included in the calculation of vacant land. Similarly, the extensive surface parking lot for the Milliken GO Station is also not considered vacant land for the purposes of referencing existing uses.

Industrial yard lands utilized by Anchor Shoring are also not considered vacant lands per se given they are extensively used and are an integral part of the Anchor Shoring operations.

As noted in the table above, no existing buildings exceed two storeys in height.

Redlea Avenue currently terminates in a turning bulb at the south limit of the Milliken GO Station site.

STUDY AREA CONTEXT

The *Regeneration Area* is within the larger Milliken Employment District which is an area bounded by Steeles Avenue East to the north, Kennedy Road to the west, Midland Avenue to the East and Finch Avenue east to the south. Please see Attachment 1.

North: North of Steeles Avenue is the City of Markham. Immediately across Steeles Avenue East are Kennedy Corners, Pacific Mall and Market Village retail commercial establishments. No residential uses currently exist on these lands.

South: K-Line Insulators Limited, an industrial employment operator, abuts the south limit of the study area. Lands on both the north and south sides of Passmore Avenue, between Kennedy Road and Midland Avenue, are primarily used for industrial-commercial employment uses, with the exception of 3988 Midland Avenue which contains a place of worship use.

East: GO Transit Stouffville rail corridor, beyond which are retail-commercial, restaurant and industrial employment lands on Silver Star Boulevard.

West: Mix of one-two storey buildings with retail, office and industrial-commercial uses and two places of worship located on lands between Kennedy Road and Redlea Avenue and its proposed extension south to Passmore Avenue.

Lands west of Kennedy Road and east of Midland Avenue are generally considered to be stable residential areas, comprised primarily of grade related housing.

The Stouffville GO rail line crosses Steeles Avenue with an at-grade level crossing, mid-way between Redlea Avenue and Silver Star Boulevard and is currently a single track line only. The rail corridor is also the boundary between Wards 39 and 41.

Lands between Kennedy Road and Midland Avenue, along both sides of Steeles Avenue East, contain a wide range of commercial and office uses. These commercial uses include plazas, large enclosed commercial malls, low-rise office buildings, financial institutions, a large format grocery store and auto- related uses.

Within the City of Markham, a seven (7) storey, mixed use building is located at the north-east corner of Steeles and Midland Avenue (4600 Steeles Ave E). A senior's development (Mon Sheong) comprised of 4 buildings, ranging in height from 6 to 24 storeys, is under construction at Old Kennedy Road and Midland Avenue, just north of Steeles Avenue East.

RECOMMENDED LAND USE STRATEGY

Council, through the adoption of OPA 231 and the establishment of the Steeles-Redlea *Regeneration Area* and introduction of related SASP 395, has determined that opportunities may exist to redevelop lands on or within proximity to the Milliken GO Station site for some non-employment uses (i.e. residential). These opportunities will be determined through a detailed area study that takes into account the existing and likely future context for lands both within and surrounding the *Regeneration Area*. Further, that a development framework will be established which will serve to guide future intensification by this major transit station while, at the same time, acknowledging that these lands include and continue to be surrounded by viable employment uses, including industrial facilities.

This study recommends that lands at the north end of the *Regeneration Area* on or close to Steeles Avenue and north of the Milliken GO station site be considered for the introduction of new residential uses and be re-designated accordingly from *Regeneration Areas* to *Mixed Use Areas*. This represents approximately 1/3 of the lands within the *Regeneration Area*.

Intensification along the Steeles Avenue Corridor will provide an opportunity to improve the existing public realm by providing an enhanced streetscape and high quality pedestrian environment along Steeles Avenue and direct, attractive pedestrian and cycling connections to the Milliken GO station which will be improved in tandem with increased rail service levels on the Stouffville GO Transit rail line. Development on the south side of Steeles Avenue will also set the tone for future development anticipated on the north side in the City of Markham.

An evaluation of land use compatibility prepared on behalf of the City assessed air quality, odour, noise and vibration impacts from existing major facilities (Stouffville rail corridor and industry) and concluded that, generally, lands at the north limit of the *Regeneration Area* by Steeles Avenue had the least potential for land use planning conflicts with existing industry, should residential uses be introduced, as they are the furthest from existing impactful industries. Lands further south in the *Regeneration Area* have a greater potential for land use planning conflicts given they either contain existing industrial operations (Anchor Shoring & Caissons Ltd.) which generate impacts or are in proximity to nearby industry within the Milliken Employment District.

In order to further minimize potential future land use conflicts, any development proposing sensitive land uses on lands within the *Mixed Use Areas* designation will be required to demonstrate at the zoning approvals stage, through the submission of detailed feasibility/impact studies and development plans, how impacts will be mitigated.

Many existing industrial operators, both within and in proximity to the *Regeneration Area*, have provided insight into their operations and level of investment and have indicated their intention to remain and, in some cases, to expand operations. Further, new industrial operations are planned to move in. All have expressed concerns should new residential uses be introduced due to the anticipated nuisance complaints from new residents related to the environmental impacts their industrial operations do or may generate. Included among these are the Anchor Shoring operations who occupy the southerly ¼ of lands within the *Regeneration Area*.

Metrolinx has advised that they have no current intention to redevelop the Milliken GO site but acknowledge that intensification opportunities may exist on their lands in the future. They further acknowledge that this study is required to take all land use planning matters into account prior to City staff making informed recommendations to Council.

Accordingly, this study recommends that the balance of the lands within the *Regeneration Area*, being the Milliken GO site, abutting Global Fortune lands to the south and the Anchor Shoring lands be redesignated from *Regeneration Areas* to *Employment Areas* and eventually to *General Employment Areas* upon approval of the latter designation.

The *Mixed Use Areas*, *Employment Areas* and *General Employment Areas* designations all provide opportunities for employment intensification, particularly office uses, in support of public investment in Metrolinx GO Transit rail service and related improvements to the Milliken GO station. It is anticipated that the greatest opportunities for intensification of this nature will occur on lands north of the Anchor Shoring site.

A site and area specific policy (amended SASP 395), together with area urban design guidelines, establish the future development framework for all lands north of the Anchor Shoring industrial operations. Among other matters, new development will be required to provide office uses given the increased transit ridership opportunities they present. New public streets framing the Milliken GO station and new pedestrian and cycling connections will be required from Steeles Avenue to increase connectivity to the GO station and will be secured through development approvals where warranted as shown on the Conceptual Masterplan (see Attachment 6). It is acknowledged that development will occur incrementally and that these key elements will only be secured if development proceeds.

The study process undertaken to arrive at the recommended 'Land Use Strategy' is described herein and included collaboration between several City divisions including: City Planning; Economic Development & Culture; Engineering & Construction Services; Transportation Services; and Parks, Forestry and Recreation.

BACKGROUND

Official Plan – Municipal Comprehensive Review

The Official Plan was brought into force in June 2006 by the Ontario Municipal Board (OMB). Under Section 26 of the *Planning Act*, a municipality is required to review its Official Plan within five years of it coming into force. The City commenced an Official Plan Review in May, 2011 which included a comprehensive review of employment policies and lands designated *Employment Areas*.

The Municipal Comprehensive Review (MCR) examined the City's designated areas of employment and assessed how the Official Plan policies and designations were working. All municipal planning decisions are to implement the Provincial Policy Framework which via the Provincial Policy Statement (PPS) and Growth Plan for the Greater Golden Horseshoe (Growth Plan) provide for municipalities to only permit the conversion of lands within employment areas for non-employment purposes if it is established through a comprehensive review that a series of criteria are met.

As part of the MCR process, Global Fortune submitted a formal request to the City to redesignate the lands at 4665 Steeles Avenue East from *Employment Areas* to *Mixed Use Areas* in order to facilitate the redevelopment of the site for both residential and employment intensification. Rather than accommodating this site specific conversion request, City Planning recommended that a *Regeneration Area* be established for lands in proximity to the Milliken GO Station on the west side of the GO railway corridor, including the lands at 4665 Steeles Avenue East.

Official Plan Amendment (OPA) 231

At its meeting on December 16-18, 2013, City Council adopted OPA 231 which amended Official Plan policies for economic health, employment lands and designations. At the same meeting, Council also considered 146 requests to convert employment lands to introduce additional uses beyond the permitted employment uses. The following is a link to OPA 231: <http://www.toronto.ca/legdocs/bylaws/2013/law1714.pdf>

In addition to the decisions on conversion requests, Council redesignated seven areas across the City as *Regeneration Areas* including the lands subject to this report. Site and Area Specific policies were also established for many of the *Regeneration Areas* (including the Steeles-Redlea *Regeneration Area*) which serve as guiding principles, in part, for the development frameworks required for each. Please refer to the 'Official Plan' section of this report for more specific information. The decision document can be accessed at this link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PG28.2>

OPA 231 was approved by the Minister of Municipal Affairs and Housing in July 2014 and that decision was subsequently appealed to the Ontario Municipal Board (OMB).

OPA 231 – Partial Approval

On June 22, 2015, the OMB issued an order partially approving OPA 231.

As a result, the *Regeneration Areas* designation for the Steeles-Redlea area is in effect as are the related SASP 395 policies (see Attachment 2).

Another policy of note that is relevant to this study and is also now in effect is Policy 3.5.1 (2)(a) which reads as follows:

"A multi-faceted approach to economic development in Toronto will be pursued that:

- a) Stimulates transit-oriented office growth in the *Downtown* and the *Central Waterfront*, the *Centres* and within walking distance of existing and approved and funded subway, light rapid transit and GO stations in other *Mixed Use Areas*, *Regeneration Areas* and *Employment Areas*."

Development Applications

There are two active zoning by-law amendment applications within the study area, both on the Global Fortune sites.

4665 Steeles Avenue East – Application: 13 273308 ESC 39 OZ

Revised development application plans were submitted in July 2015. Previously, two 39 storey residential towers and a 29 storey hotel were proposed. The Preliminary Staff Report describes the original plans which were filed in December 2013 and can be accessed at this link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG34.10>

The current proposal consists of a phased, mixed use development connected to the existing Splendid China Mall commercial condominium to the east. The proposed development consists of three residential condominium towers (28, 30 & 32 storeys in height) with a total of 777 dwelling units. A total of 14,720 m² (158,444 ft²) of retail/commercial floor space is proposed. The towers are connected by a 3 storey podium containing retail space and parking together with an extensive landscaped terrace on top. Residential and retail tenant parking is proposed in three levels of underground parking. It is not clear whether office uses are proposed. A revised Planning Rationale report has not been submitted by the applicant.

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

Submitted in March 2015, this mixed use development proposal consists of 25 & 29 storey residential condominium towers (750 m² floor plate) with a total of 600 dwelling units with a 6 storey podium. The podium is comprised of a 2 storey retail base with 4 levels of residential uses above. A 6 storey, above-grade parking garage is proposed on the eastern portion of the site, adjacent to the GO rail corridor. The ground floor is designed as a multi-tenanted mall. A food store use is proposed on the second level. A 0.08 ha (0.2 acre) public park is proposed along the proposed Redlea Avenue extension.

POLICY CONTEXT

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement 2014 (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS.

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

City Council's planning decisions are required by the *Planning Act*, to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The lands within the Study Area are designated *Regeneration Areas* (see Attachment 2) as noted earlier (previously designated as *Employment Areas*) and subject to Site and Area Specific Policy 395 (see Attachment 4). Lands within the *Regeneration Area*, together with additional lands, as described further below, are also subject to Site and Area Specific Policies 104 and 133 (see Attachment 4).

The Official Plan (The Plan) is available on the City's website at:
http://www.toronto.ca/planning/official_plan/introduction.htm

Official Plan Policies (In Force)

Regeneration Areas

Regeneration Areas is a land use designation that potentially provides for a broad mix of commercial, residential, light industrial, parks and open space, institutional, live/work and utility uses in an urban form to accommodate the increased job and population growth anticipated by the Official Plan. The *Regeneration Areas* designation is applied to areas with significant vacant lands and/or buildings in need of revitalization as a means of fostering growth and physical change.

As noted in the Official Plan, not all *Regeneration Areas* will have the same mix of uses or development policies. Each will differ in terms of its existing built context, character of adjacent areas and market opportunities for intensification. *Regeneration Areas* will need "tailor-made" strategies and frameworks for development, provided through a Secondary Plan, or in cases such as Steeles-Redlea, through an area study. Development should not proceed prior to approval of a Secondary Plan or study which will become the policy framework for reinvestment and new development.

Recommendations regarding future land use designations on lands within the *Regeneration Area* must also be approved.

Section 4.7 of the Official Plan contains the complete set of *Regeneration Areas* policies and the associated non-policy text.

Site and Area Specific Policy 395

Site and Area Specific Policy 395 applies to the entire Steeles-Redlea *Regeneration Area* and reads as follows:

- a) Development of the lands will proceed in accordance with a framework to be established through a study of the area that addresses the matters identified in Section 4.7.2 (*Regeneration Areas*) of the Official Plan and also the following matters:
- i) a land use buffer to appropriately separate residential and sensitive non-residential uses from nearby Employment Areas;
 - ii) appropriate separation to the GO Train corridor on the east boundary of the study area;
 - iii) the design of any sensitive uses and buildings containing residential and other sensitive uses to mitigate noise, vibration and other adverse effects from Employment Areas lands and the GO Train corridor;
 - iv) a street and block plan that includes the Redlea Avenue Extension and other appropriate connections;
 - v) a requirement that development of residential units also provide the gross floor area of office employment uses; and
 - vi) a requirement that Redlea Avenue is extended to Passmore Avenue prior to new development within the lands subject to Site and Area Specific Policy No. 395."

Site and Area Specific Policy 104

SASP 104 applies to much of the lands located within what is known as the Milliken Employment District which is bounded by Steeles Avenue East to the north, Finch Avenue East to the south, Kennedy Road to the west and Midland Avenue to the east. The Steeles-Redlea *Regeneration Area* is located entirely within this area (see Attachment 4).

SASP 104 permits: business and trade schools; libraries; fraternal organizations; long term care facilities; recreational uses; and places of worship.

This policy permission was established in the former City of Scarborough Official Plan and was carried over into the Toronto Official Plan.

Site and Area Specific Policy 133

SASP 133 applies to lands bounded by Steeles Avenue East, Kennedy Road, Passmore Avenue and Midland Avenue. The Steeles-Redlea *Regeneration Area* is located entirely within this area (see Attachment 4).

SASP 133 permits retail and service uses, including stand-alone retail stores and/or "power centres". Similar to SASP 104, this policy permission was established in the former City of Scarborough Official Plan and was also carried over into the Toronto Official Plan.

City Building Policies

The Plan contains many inter-related policies related to building an attractive, safe and successful City grounded in the principles of diversity and opportunity; beauty; connectivity; leadership and

stewardship and this report does not attempt to reiterate all of them, but rather to highlight those of particular relevance to this study. It is not to suggest that those not specifically referenced are not relevant.

Given this report is recommending that approximately one third of the lands within the *Regeneration Area* (lands south of Steeles Avenue East and north of the Milliken GO Station site) be re-designated to *Mixed Use Areas*, the following policies warrant highlighting.

Mixed Use Areas

A broad range of commercial, residential and institutional uses in single use or mixed-use buildings, as well as parks and open spaces and utilities are permitted within the *Mixed Use Areas* designation. The Official Plan recognizes that *Mixed Use Areas* achieve a number of planning objectives by combining a broad array of uses. The Plan notes that not all *Mixed Use Areas* will experience the same scale or intensity of development.

Section 4.5.2 of the Official Plan includes criteria for development in *Mixed Use Areas* to ensure, among other matters, that the location and massing for new buildings achieves transitions between areas of different development intensity and scale, adequately limits shadow impacts on adjacent *Neighbourhoods*, and frames the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces.

In addition, Section 2.2 refers to the increased integration of transportation and land use to avoid automobile trips for daily needs and increase non-automobile trips within the area.

Healthy Neighbourhoods

The Healthy Neighbourhoods policies of the Official Plan provide that development in *Mixed Use Areas and Regeneration Areas* that are adjacent or close to *Neighbourhoods* will:

- be compatible with the *Neighbourhood*;
- provide a gradual transition of scale and density;
- maintain adequate light and privacy for residents; and
- attenuate resulting traffic and parking impacts.

The Plan requires that intensification of land adjacent to neighbourhoods will be carefully controlled to protect these stable areas from negative impact.

The policies of Section 3.3 provide that new neighbourhoods should be planned in a comprehensive fashion and be viable as complete communities with a fine grain of interconnected streets and pedestrian routes that define development blocks, have community focal points, a mix of uses and a range of building types, and high quality parks, open spaces and community recreation facilities.

Land Use Compatibility

Section 3.4.21 of the Official Plan requires major facilities such as transportation/rail infrastructure and industries, and sensitive land uses such as residences and educational and health facilities to be appropriately designed, buffered, and/or separated from each other to prevent adverse effects from noise, vibration, odour and other contaminants, and to promote

safety. To assist in identifying impacts and mitigative measures, the proponent may be required to prepare studies in accordance with established guidelines. Proponents will be responsible for implementing any required mitigative measures.

Public Realm and Built Form

The public realm policies of Section 3.1.1 of the Official Plan recognize the essential role of our streets, open spaces, parks and other key shared public assets in creating a great City. These policies aim to ensure that a high level of quality is achieved in architecture, landscape architecture, and urban design in public works and private developments to ensure that the public realm is functional, beautiful, comfortable, safe and accessible.

The Official Plan recognizes that most of the City's future development will be infill and as such will need to fit in, respect and improve the character of the surrounding area. As a result, the built form policies of Section 3.1.2 seek to ensure that new development is located, organized and massed to fit harmoniously with the existing and/or planned context and will limit its impacts on neighbouring streets, parks, open spaces and properties. Among other things, this harmony is achieved by: massing new buildings to frame adjacent streets in a way that respects the existing and/or planned street proportion; creating appropriate transitions in scale to neighbouring or existing planned buildings; providing for adequate light and privacy; and adequately limiting any resulting shadowing of, and uncomfortable wind conditions on, neighbouring streets and properties.

Due to the larger civic responsibility and obligations associated with tall buildings, the built form policies of Section 3.1 provide additional design direction to ensure that they fit into the existing and planned context and limit local impacts. The Plan states that although tall buildings are desirable in the right places they do not belong everywhere and are only one form of intensification. Policy 3.1.3.2 requires new tall building developments to address key urban design considerations set out in the Plan.

Council Approved Official Plan Policies still under appeal (OPA 231)

OPA 231 contains, among other matters, new land use designations and related policies for employment lands. While acknowledging that they are still under appeal, it is important to reference them to understand the larger policy context within which this *Regeneration Area* is intended to be considered and in order to make recommendations for land use changes for lands currently designated as *Regeneration Areas* given it is considered an interim designation only.

OPA 231 proposes to designate all lands surrounding this *Regeneration Area* as *General Employment Areas*. Lands fronting only on the south side of Passmore Avenue are proposed to be designated as *Core Employment Areas*. Please see Attachment 3 to this report.

Core Employment Areas

Core Employment Areas are places for business and economic activities. Uses permitted in *Core Employment Areas* are manufacturing, warehousing, wholesaling, transportation facilities, offices, research and development facilities, utilities, industrial trade facilities, media facilities, and vertical agriculture.

Secondary uses, which support the primary employment uses set out above, permitted in *Core Employment Areas* are: hotels, parks, small-scale restaurants and catering facilities of a maximum size set out in the applicable Zoning By-law(s), and small-scale service uses that directly serve business needs such as courier services, banks and copy shops of a maximum size as set out in the Zoning By-law(s). Small scale retail outlets that are ancillary to and on the same lot as the principle use may be permitted up to a maximum size set out in the applicable Zoning By-law(s).

General Employment Areas

General Employment Areas are places for business and economic activities generally located on the peripheries of Employment Areas where, in addition to all uses permitted in a *Core Employment Area*, retail and service uses, restaurants, fitness centres and ice arenas may also be established.

There are also detailed policies related to major retail developments. For reference to the complete policies please see [OPA 231](http://www.toronto.ca/legdocs/bylaws/2013/law1714.pdf) (<http://www.toronto.ca/legdocs/bylaws/2013/law1714.pdf>).

Design Guidelines and Performance Standards

As noted earlier in this report, existing buildings on lands within the *Regeneration Area* do not exceed two storeys in height. In the City of Markham, a 7 storey building is located at Steeles and Midland and 6-24 storey buildings are under construction north of Steeles Avenue, between Midland and Old Kennedy. It is anticipated that both mid-rise and tall buildings will eventually develop on lands in Markham within the new Milliken Centre Secondary Plan Area, subject to available infrastructure. Policy directions have yet to be determined as Markham has just commenced their review.

The application at 4665 Steeles Avenue East, with three towers ranging in height from 28-32 storeys, proposes to transform part of what has historically been a low-rise employment area to a tall, mixed use, predominately residential area north of the Milliken GO Station. Accordingly, it is necessary to reference the City-Wide Tall Building Design Guidelines and the Performance Standards for Mid-rise Buildings. It also adds greater relevance to the aforementioned Official Plan policies related to Healthy Neighbourhoods, Public Realm and Built Form.

Tall Building Design Guidelines

In May 2013, Toronto City Council adopted the updated City-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure that they fit within their context and minimize their local impacts. The City-wide Guidelines are available at: <http://www.toronto.ca/planning/tallbuildingdesign.htm>

Policy 1 in Section 5.3.2, Implementation Plans and Strategies for City-Building of the Official Plan states that guidelines will be adopted to advance the vision, objectives, and policies of the Plan. Urban Design guidelines specifically are intended "to provide a more detailed framework for built form and public improvements in growth areas." The Tall Building Design Guidelines serve this policy intent, helping to implement Chapter 3.1 'The Built Environment' and other policies within the Plan related to the design and development of tall buildings in Toronto.

Performance Standards for Mid-rise Buildings

Adopted by Council in July 2010, the Avenues and Mid-rise Building Study includes a set of performance standards to guide the design of mid-rise buildings in a manner appropriate to the *Avenues*. Guided by the objectives to create healthy, liveable and vibrant main streets while protecting the stability and integrity of adjacent neighbourhoods, the mid-rise performance standards generally apply to segments of the *Avenues* that are designated for reurbanization and targeted for growth such as *Mixed Use Areas* with some exceptions, including portions of *Avenues* within Secondary Plan areas. The following is a link to the Avenues and Mid-rise Building Study:

<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=7238036318061410VgnVCM10000071d60f89RCRD>

Steeles Avenue is not identified as an *Avenue* on Map 2, Urban Structure to the Official Plan.

The Study sets out performance standards and recommendations for mid-rise on Avenues. The guidelines are also helpful to guide the review of midrise buildings not on Avenues. The mid-rise building guidelines can be used in assessing mid-rise development proposals within the study area.

ZONING

Existing zoning is an important component of the land use compatibility assessment undertaken as discussed further in this report. Also, as noted in the 'Planned & Anticipated Area Improvements' section of this report, the general premise of employment lands zoning is to allow for a range of employment uses and opportunities to provide employment landowners and operators the flexibility to respond to changing market conditions without being hindered by overly prescriptive zoning requirements.

Lands within the *Regeneration Area* are subject to the provisions of the Employment Districts Zoning By-law No. 24982, as amended, of the former City of Scarborough (Employment Districts By-law). City of Toronto Zoning By-law No. 569-2013 does not apply to any of the Milliken Employment District lands north of Passmore Avenue, including lands within the *Regeneration Area* (see Attachment 5).

Lands Within the Regeneration Area

The Splendid China Mall lands at 4675 Steeles, the Global Fortune lands at 4665 Steeles, the Milliken GO site and the Global Fortune lands at 3447 Kennedy (rear) are all zoned Special District Commercial Zone (SDC) under the Employment Districts By-law.

A wide range of uses are permitted on these lands including day nurseries, financial institutions, offices, personal service shops, restaurants, retail stores and vehicle service garages and stations. A Place of Worship use is only permitted as a sole use on a lot or in conjunction with a day nursery use and only on lands abutting Steeles Avenue. Residential uses are not permitted.

Site Specific Zoning Approvals

The lands at 4665 & 4675 Steeles Avenue East and the lands at 3447 Kennedy Road (rear) were previously rezoned to accommodate commercial developments, neither of which have proceeded.

4665 & 4675 Steeles Avenue East

Previously one site, prior to the registration of the Splendid China Mall commercial condominium (Phase 1 of the Splendid China Square Development), these lands were rezoned (OMB) to permit what was previously referred to as Phase 2 of the Splendid China Square Development. This proposal included a 3 storey addition to the west of the existing Splendid China Mall and an 8 level, above-grade parking structure on the west portion of the site. The maximum density of development permitted is 1.13 times the area of the lot. The following is a link to By-law 239-2010: <http://www.toronto.ca/legdocs/bylaws/2010/law0239.pdf>

Community space operated by the City or a non-profit organization is permitted as an additional use to the SDC uses noted above. A S. 37 community benefit package was secured as referenced in the by-law and, among other matters, requires the provision of community space and the conveyance of land for and the construction of the required Redlea Avenue extension south to Passmore Avenue.

3447 Kennedy Road (rear)

These lands were rezoned in 2013 to allow for what was previously referred to as Phase 3 of the Splendid China Square Development. The lands were proposed to be developed with a two storey retail mall and adjoining food store. This use permission conforms to the Official Plan SASP 133 policies as noted earlier in this report. In addition to the standard SDC uses noted above, a mall food court and grocery store use were added as additional uses and a density of development of 0.85 times the area of the lot permitted.

The lands were previously subject to a Holding (H) symbol which required access over the adjacent Metrolinx lands and the securing of required transportation improvements (including the extension of Redlea Avenue south to Passmore Avenue) to be provided to the satisfaction of the City. The following is a link to By-law 265-2013: <http://www.toronto.ca/legdocs/bylaws/2013/law0265.pdf>

The related Staff Reports and Council Decision Document can be accessed at this link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.SC19.24>.

The holding (H) symbol was subsequently lifted from the site upon the City being satisfied that all the conditions for removal had been met. The related staff report and By-law can be accessed at the following links:

<http://www.toronto.ca/legdocs/mmis/2013/cc/bgrd/backgroundfile-60268.pdf>

<http://www.toronto.ca/legdocs/bylaws/2013/law1024.pdf>

Other Lands

Lands at 4631 Steeles East, which contain a 2 storey medical office building, are zoned Community Commercial (CC), Employment (E) and Vehicle Service (VS). Only vehicle repair and service garages are permitted in the VS zone.

Lands on the east side of Redlea Avenue are zoned Industrial (M) and Vehicle Service (VS). A maximum of 0.50 times the lot area is permitted. All uses within an M zone shall be conducted wholly within an enclosed building.

Anchor Shoring lands

The Anchor Shoring lands are zoned Industrial (M), General Industrial (MG), Special Industrial Zone (MS) and Vehicle Service (VS) under the Employment Districts Zoning By-law.

M, MG and MS zones all permit industrial uses which are defined as follows:

"Industrial Use shall mean land, buildings or structures or parts thereof used for one or more of assembling, manufacturing, processing including computer and data processing, warehousing, recycling, research and development uses, and associated ancillary uses, excluding Municipally Prohibited Uses and Special Industrial Uses."

"Municipally Prohibited Uses" includes asphalt manufacturing or mixing, among other uses.

"Special Industrial Use" relates to chemical uses and metal, mineral or ore smelting.

Open storage is permitted in both the MG and MS zones. Office uses, excluding medical and dental offices, are permitted in all three zones as are day nurseries, educational and training facility uses and recreational uses.

Lands Outside the Regeneration Area

Lands outside the *Regeneration Area* and north of Passmore Avenue are only subject to the Employment Districts By-law as noted earlier.

Lands east of the Stouffville GO rail corridor and located on both sides of Silver Star Boulevard are zoned Mixed Employment (ME). The ME zone permits a broad range of industrial and commercial uses, including offices, retail stores and restaurant uses.

Many of the lands south of Passmore Avenue are subject to both the Employment Districts By-law and By-law 569-2013 (see Attachment 5). In the event of a conflict, the more restrictive zoning provisions apply. The following is a link to By-law 569-2013:

<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=2a8a036318061410VgnVCM10000071d60f89RCRD>

Generally, lands on both the north and south sides of Passmore Avenue and on both sides of the proposed Redlea Avenue extension south to Passmore Avenue are zoned to permit industrial uses with open storage. These include all of the industrial operators who have advised City Planning in writing of their concerns with respect to the introduction of residential uses within the *Regeneration Area* (as discussed in the 'Industrial Operators' section of this report) including K-Line Insulators, All-Weld Holdings, Trisan Construction, Costafam Holdings & AGF-CXT Inc., and D. Crupi & Sons Ltd. (Crupi) all of whom have either ownership interests in and/or industrial operations on Passmore Avenue.

Crupi's asphalt plant at 83-85 Passmore Avenue was established prior to the enactment of the Employment Districts By-law which considers such use a "Municipally Prohibited Use" as noted earlier.

The Employment Heavy Industrial Zone (EH), as the name of the zone category implies, permits a wide range of industrial employment uses with open storage and outside operations. The EH zone currently permits asphalt plants, however, City Council recently passed a technical

amendment (By-law 607-2015) to remove this permission. Crupi has appealed this By-law to the OMB. The following is a link to By-law 607-2015:

<http://www.toronto.ca/legdocs/bylaws/2015/law0607.pdf>

Lands zoned for what are appropriately considered "heavy industrial uses" are shown in grey tone on Attachment 5. In many cases, depending on their operations and outputs, these uses may be categorized as Class III industries as referenced in the Provincial D-6 Guidelines as discussed further in this report.

Concrete Batching Plants

Concrete batching plants are a permitted use within the MG and MS zones of the Employment Districts By-law and EH zone under Zoning By-law 569-2013. Open storage and outside operations within the EH zone are required to be fenced. This is particularly relevant given there is interest in locating a mobile ready-mix concrete batching plant on lands at 65 Passmore Avenue. These lands are zoned EH and located on the south side of the street, east of the GO rail corridor. Site plan approval is required and no application has been filed to date.

Crupi has advised of their desire to maintain the ability to locate a ready-mix concrete batching plant on the north half of their lands located at 70 Passmore Avenue. Fencing can be secured through the site plan approvals process. Please refer to the 'Industrial Operator Feedback' section of this report for more details.

PLANNED & ANTICIPATED AREA IMPROVEMENTS

A number of initiatives in the immediate study area, most of them transportation related, have the potential, both individually and collectively, to significantly change current conditions regardless of whether this study was initiated. All of them, however, are key considerations that factor into the overall planning assessment undertaken. These initiatives, which are discussed in more detail in this report, are as follows:

- Redlea Avenue extension;
- Metrolinx GO Stouffville Corridor Rail Expansion and Regional Express Rail (RER) program;
- Milliken GO Station Improvements;
- SmartTrack;
- Steeles Avenue East grade separation and widening; and
- Development proposals and Secondary Plan review in City of Markham.

In addition to the above, long standing zoning permissions on the employment lands that surround the *Regeneration Area* within the City of Toronto will remain in force and effect and are intended to provide flexibility and certainty for both existing and future employment operators in the North Milliken Employment District. It is expected that industrial operators may choose to invest and expand, as K-Line Insulators recently has, or new operators may choose to locate in the area, as evidenced by the interest in locating a mobile concrete batching plant in the area. Please refer to the 'Zoning' section of this report for more details.

Planned Transportation Improvements

Given the various transportation related initiatives underway in this area and the multiple government and agency stakeholders involved (City of Toronto, York Region, City of Markham, Metrolinx/GO Transit, TTC and YRT), significant coordination is required to ensure the area is planned for and designed accordingly.

Redlea Avenue Extension

In October 2007, the City of Toronto completed an Environmental Assessment (EA) for the extension of Redlea Avenue south from its present terminus at the Milliken GO Station to Milliken Boulevard, north of Finch Avenue.

The extension will occur in phases as follows:

- Phase 1: Milliken Boulevard north to McNicoll Avenue is currently under construction and the estimated completion is Fall 2015.
- Phase 2: McNicoll Avenue north to Passmore Avenue was recently tendered with construction scheduled to begin in the Fall of 2015 and completion expected by late Fall 2016.
- Phase 3: Current Terminus by Milliken GO Station south to Passmore is a development obligation for both 3447 Kennedy (rear) and 4665 Steeles. The necessary lands have been acquired and transferred to the City. Construction will occur when development proceeds on either of the Global Fortune sites.

When completed, Redlea Avenue and Milliken Boulevard will provide a continuous north-south road connection from Steeles Avenue to Finch Avenue. The configuration of the street will be in accordance with the approved Environmental Study Report, including a planned 23 metre wide right-of-way.

Metrolinx Stouffville GO Corridor Rail Expansion and Regional Express Rail

The Stouffville rail corridor currently provides weekday, peak-direction, peak-period service. Off-peak bus service is provided to Unionville GO Station and stations to the north.

In November 2012, Metrolinx announced the expansion of the Stouffville GO rail corridor as part of the “Next Wave” of Big Move projects. Guided by Metrolinx's Regional Transportation Plan, Metrolinx is proceeding to study and implement transit improvements which includes delivering Regional Express Rail (RER) to provide significant new travel choices including electrified, 15-minute service in core areas and two-way, all-day service on weekdays, during the evening and on weekends with a mix of all-stop and potentially limited stop service along the Stouffville rail corridor.

In July 2014, GO Transit completed the Stouffville Corridor Rail Service Expansion Class EA for the addition of a second track along the corridor, between Scarborough Junction and Unionville and improvements to Kennedy, Agincourt, Milliken and Unionville GO stations. The study evaluated alternative design concepts and assessed the preferred alternative, as documented in the Environmental Study Report (ESR). The following is a link to the ESR:

http://www.gotransit.com/public/en/improve/stouffville/Stouffville_Corridor_Rail_Service_Expansion_ESR-Main_Body.pdf

Milliken GO Station and Planned Improvements

The current Milliken GO Station was constructed in 2005 and was relocated from its original location, north of Steeles Avenue, in the former Town of Markham. The south end of the existing west rail side platform was extended in 2011 to accommodate a 12-car train. The station has 728 parking spaces. There are no immediate plans for expansion or redevelopment.

Currently, there are two vehicular access driveways from Redlea Avenue, one at the north end of the site and one at the south, neither of which is signalized. Redlea Avenue currently terminates by the south driveway access.

The GO station is not directly served by local bus service (TTC or YRT). TTC bus service is provided in the area on Steeles Avenue, Kennedy Road, Midland Avenue, Silver Star Boulevard and Passmore. York Regional Transit (YRT) bus service is available at the intersection of Steeles and Kennedy Road.

A separate, fenced pedestrian walkway is provided from Steeles Avenue, east of the Splendid China Mall, to the Milliken GO Station lands. There is also unrestricted pedestrian access across the Splendid China Mall parking lot to the GO Station site.

No pedestrian connections are provided to Kennedy Road or to lands east of the rail corridor on Silver Star Boulevard.

Following the completion of the Stouffville Corridor Rail Service Expansion Class EA, Metrolinx commenced the design of the Milliken GO Station upgrades as identified in the completed Class EA. Metrolinx has advised that Milliken Station will remain in its current location.

Proposed station upgrades at Milliken Station include: new second track, installation of a new east platform, upgraded west side platform, integrated full length canopies and snowmelt system, new rail platform tunnels, elevators/accessible ramps and stairs, shelters, pedestrian walkways and provision for future pedestrian access to the east platform from lands east of the rail corridor on Silver Star Boulevard.

Metrolinx advises that the final design will protect for a future grade separation at Steeles Avenue, including a potential pedestrian connection.

Discussions are ongoing regarding future station access needs and opportunities, particularly for TTC bus service integration directly into the station.

The draft urban design guidelines for this study incorporate the planned Milliken station improvements as presently known, while acknowledging that detailed design has yet to occur.

SmartTrack

The SmartTrack plan builds on the provincial RER initiative to advance regional transportation service through the GO Transit rail network. Key service enhancements are proposed along a 53 km rapid transit line, including the Stouffville GO rail corridor.

SmartTrack consists of 22 stations in total, including 9 existing GO transit stations (Milliken included) and 13 new stations. All-stop, two-way frequent service is proposed.

The SmartTrack plan requires approval from both City Council and the Province, as the line would be delivered and operated on the provincially owned GO Transit rail corridors. Toronto in partnership with Metrolinx and the TTC are undertaking a review of the SmartTrack plan as directed by Toronto City Council in February 2015. A joint review of the infrastructure requirements, planning, social, economic development considerations, and incremental costs of implementing the SmartTrack plan is being undertaken through several phases of work. The following is a link to the Council Decision:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX2.2>

Steeles Avenue Grade Separation and Widening EA

The Transportation Services Infrastructure Planning Unit has issued a Request for Proposal (RFP) to carry out an EA for the Steeles Avenue grade separation of the Stouffville GO Transit Rail Corridor and the widening of Steeles Avenue East (4 to 6 lanes) from Kennedy Road to Midland Avenue.

The EA will build upon the Environmental Study Report (ESR) for the Steeles Avenue East/CN Rail Grade Separation, dated May 1994, as well as, the subsequent EA Addendum, dated October 2004. The EA will contemplate changes in the area that have occurred since 2004, as well as changes as a result of approved development conditions and government initiatives within the study area. The scope of the EA will also consider a grade separation which may include pedestrian and cycling access across Steeles Avenue East.

The grade separation has long been planned and protected for by the City of Toronto. The previous EAs have examined both overpass & underpass options. In 2004, City Council adopted the Works Committee recommendation that an underpass grade separation and associated design elements, as detailed in the October 2004 Addendum report be constructed. A road widening along the frontage of Steeles Avenue East and a required construction and maintenance easement for the grade separation has previously been secured in development approvals for the 4665 and 4675 Steeles Avenue East lands. The following is a link to the Council Decision:

<http://www.toronto.ca/legdocs/2005/agendas/council/cc050201/wks1rpt/cl003.pdf>

Properties fronting on Steeles Avenue East may be required to convey to the City lands, in addition to what has already been conveyed, for the purpose of the future Steeles Avenue grade separation. Additional lands may be required as result of new infrastructure components being contemplated as part of the EA study and changes in the area since 2004 (i.e. pedestrian and cycling access across Steeles Avenue East, additional utility relocation requirements etc.). During the zoning amendment and/or site plan approvals process for any development on Steeles Avenue, the City will work with applicants to identify any additional land requirements.

The planned Metrolinx rail corridor improvements and ongoing development interests on both sides of Steeles Avenue have elevated the need and importance of this grade separation.

KEY STUDY STAKEHOLDERS

As a result of the public outreach associated with this study and the issues involved, the key stakeholders that have been identified are as follows (not in order of importance):

- Metrolinx
- City of Markham
- Global Fortune Real Estate Development Corporation
- Splendid China Mall Condominium Corporation
- Heathwood Ratepayers Association
- Industrial Operators within the North Milliken Employment District

Metrolinx

Metrolinx is a key stakeholder given they are both a regional transit provider and a landowner within *the Regeneration Area*. The Milliken GO Station and associated surface parking lot are located on the largest site within the *Regeneration Area*.

As noted earlier, multiple initiatives related to Stouffville GO service level and Milliken station improvements are underway. The ongoing expansion of Stouffville GO Train service is a key driver of both infrastructure changes and assessment of development opportunities in the Milliken GO Station area.

The Milliken GO Station is appropriately considered a "*major transit station area*" as defined by the Growth Plan and the presence of the GO station was one of the key determining factors for the creation of the Steeles-Redlea *Regeneration Area*. The opportunity to provide increased transit ridership and to plan and protect for future reinvestment in the immediate area, through a determination of appropriate intensification opportunities, is the main reason for this study being conducted. The key is to find the right balance between growth opportunities this public transit asset presents with the obligation to preserve and protect existing and long term employment opportunities on nearby employment lands.

Milliken Station is not identified as a 'Mobility Hub' in Metrolinx's 'The Big Move'.

City of Toronto planning staff have met with Metrolinx staff on multiple occasions during the course of this study to discuss the various Metrolinx / GO Transit initiatives underway as well as matters related to the proposed Steeles Avenue grade separation and proposed development in both Toronto and Markham. Both municipalities and Metrolinx have identified the need for the rail-road grade separation on Steeles Avenue East and the need for the various parallel initiatives to be properly designed and integrated as much as possible.

Development Opportunities on the Milliken GO Station Lands

Metrolinx advises that they do not intend to develop their lands at present as their understanding of current market conditions and underlying property valuations do not support the the cost of building structured parking to release parcels for development.

They have expressed concern about existing industrial land use permissions which apply to lands adjacent to the Milliken GO site and the potential emissions and impacts that could result, including those related to a possible ready-mix concrete batching plant on lands at 70 Passmore Avenue, and the restrictions it may impose on their future ability to intensify for mixed-use development. However, they also appreciate the legal considerations that must be given to existing land use rights and future land use compatibility as part of the study. Metrolinx also advises that concentrated employment uses can be significant generators of ridership.

Metrolinx has participated in discussions with both the City and Global Fortune to enhance prospects for redeveloping the GO site and adjacent lands. The proposed conceptual master plan within the urban design guidelines for the study (see Attachment 9) proposes new pedestrian and public road connections which improve connectivity to the GO site and which will also create parcels for redevelopment, over time, on the Milliken GO lands. A multi-level parking structure, adjacent to the rail corridor, on the GO site is a presumed and reasonable pre-requisite to the comprehensive redevelopment of the site.

Metrolinx has also advised that, despite not having any current intention to redevelop the Milliken GO site, that they understand that potential exists for intensification, employment or otherwise, on their lands but that the City led *Regeneration Area* study is required to take all land use planning matters into consideration and that opportunities to re-visit redevelopment scenarios will occur in the future when land values warrant. As plans for RER are refined, they expect that development interests around the Milliken GO site will increase. Metrolinx will monitor the evolving landscape to determine whether it will request a conversion request for its landholdings in the future.

Metrolinx has also indicated that they are supportive of a development framework that includes new public streets extending east of Redlea Avenue, and partially on their lands, to improve public and integrated transit access to the Milliken GO station and to allow for future redevelopment opportunities on both theirs and adjacent lands. These future road connections are shown in both the draft official plan amendment and draft urban design guidelines attached to this report (Attachments 9 & 10).

Development Opportunities in proximity to the Milliken GO Station

Metrolinx advises, in their comments on both the Global Fortune applications, that they are generally supportive of mixed-use development on lands close to the Milliken GO Station as it would result in land use intensification and an increased critical mass of people living, working and shopping within close proximity to higher-order transit. The design and planning of pedestrian networks to provide safe, attractive and direct routes between the GO station and nearby development is a key concern. Development in proximity to the railway corridor must comply to their standard requirements for adjacent development, including proper noise and vibration mitigation.

Metrolinx has also cautioned both the City and Global Fortune against relying on assumptions that Metrolinx has, or will agree to easements or open boundary agreements providing access across the Metrolinx-owned property to facilitate any vehicular movements.

City of Markham

The City of Markham (Markham) is considered a key stakeholder in the *Regeneration Area* Study given the significant development potential that exists on lands north of Steeles Avenue and the applications either approved or proposed in the area. City of Toronto planning staff have met or liaised with their Markham counterparts throughout the course of the study to remain aware of existing or emerging issues on either side of Steeles Avenue. To date, Markham has not provided any written comments to the City of Toronto on this study.

Markham advises that it is commencing work on a new Milliken Centre Secondary Plan which will include the existing Milliken Main Street Secondary Plan (OPA 144) and additional lands west of the GO rail corridor both east and west of Kennedy Road. City of Toronto Planning staff will monitor the Secondary Plan review process and will provide comments when the opportunity arises.

Lands West of the GO Rail Corridor

Lands on the north side of Steeles Avenue in Markham, and directly across from the *Regeneration Area*, contain commercial uses that are a regional draw. The area is bounded by Steeles Avenue to the south, Kennedy Road to the west and the GO train rail corridor to the east and north (see Attachment 1).

These lands contain Kennedy Corners Country Shoppes, Pacific Mall and Market Village Markham (Market Village) shopping centres. Pacific Mall is a commercial condominium development, similar to Splendid China Mall.

The existing Markham Official Plan (OP) designates these properties as "Major Commercial Area". Lands in this designation are intended to be developed with large scale multi-purpose centres or areas offering a diverse range of retail, service, community, institutional and recreational uses serving a major portion of the municipality or a broader regional market. This designation is also intended to accommodate medium and high density housing at appropriate locations. The new Markham Official Plan (under appeal) designates these lands as "Mixed Use Mid Rise".

The existing zoning permits a broad range of commercial uses including retail stores, restaurants, personal service shops and office uses. A hotel is also permitted on the Pacific Mall lands. Residential uses are not permitted.

The Remington Group (owner of Market Village) submitted a site plan application in 2007 proposing to demolish the existing Market Village and replace it with a new 2 storey shopping centre known as the "Remington Centre". There is no residential component to this proposal.

A seven (7) level parking structure is proposed along the east site boundary by the GO train rail corridor. An 'entry plaza' by Steeles Avenue with a large reflecting pond and the ability to become an ice rink in the winter, is proposed. The draft urban design guidelines for this study have, in part, taken into consideration the proposed plaza given the public function it will serve. Markham endorsed this application in principle in 2011 with conditions of approval to be established once issues related to transportation, parking, drainage and sewer capacity are

Staff Report for Action – Final Report – Steeles-Redlea Regeneration Area Study

satisfactorily resolved. The City of Toronto must review and accept any proposed vehicle access from Steeles Avenue East given it is entirely under the City's jurisdiction. Markham has advised that a revised site plan submission addressing outstanding matters has not been filed.

Pacific Mall submitted a site plan application in 2010 proposing to expand and renovate the existing centre, including below and above grade parking. This application was withdrawn in 2014.

Potential Future Phases of Development

Both Pacific Mall and Remington Centre have previously prepared concepts and/or models that propose significant high density residential development and /or hotel uses on each of the sites as potential future phases of development. As noted above, the existing application for the Market Village site does not include residential uses.

The Global Fortune application on the 4665 Steeles Avenue East site has been designed, in large part, in anticipation of these future applications being filed, particularly on the Remington Centre lands.

Lands East of the GO Rail Corridor

Lands east of the GO Train corridor are designated as 'Community Amenity Area – Steeles Avenue' in Markham's Milliken Main Street Secondary Plan and are intended to develop with retail and office uses along Steeles Avenue East. Medium and high density residential uses are permitted subject to a site specific development application and zoning amendment.

As previously noted, a development containing four seniors' residential buildings (Mon Sheong Court) is approved and under construction north and east of the intersection of Old Kennedy Road and Steeles Avenue East and west of the proposed Midland Avenue extension, north of Steeles Avenue. The development consists of a 6 storey long term care facility, a 6 storey assisted living centre, and two independent living buildings 8 and 24 storeys in height.

A seven (7) storey mixed use residential building which incorporates the old Milliken public school façade is at the north east corner of Steeles and Midland Avenues.

Global Fortune Real Estate Development Corporation

Global Fortune is a key stakeholder given they have the largest combined ownership interest in the *Regeneration Area* and have submitted development applications, proposing significant redevelopment, on both of their sites (see Attachment 1). Global Fortune and their consultants have been involved in the study from the outset and have participated in all consultation events. As noted earlier, it was the Global Fortune conversion request on the 4665 Steeles Avenue East lands that resulted in the establishment of the *Regeneration Area*.

Details related to their applications and history of previous approvals are contained under the 'Development Applications' and 'Zoning' sections of this report.

Global Fortune Vision

In order to assist the City in advancing the study, and by default, the assessment of their zoning application at 4665 Steeles Avenue East, Global Fortune developed a vision for the Steeles-Redlea area referred to as the 'Milliken Area Study, May 2014' (the vision). The vision covers an area more than double the size of the *Regeneration Area* (22.25 ha vs. 10 ha) and includes lands bounded by Steeles Avenue East, Passmore Avenue, Kennedy Road and the Stouffville GO corridor (see Attachment 7).

Reference to this vision is required as it forms the basis for detailed transportation and servicing assessments as well as air quality, noise and vibration impact studies undertaken by Global Fortune's consultants at their own cost. It should be noted that studies of the same nature, but to a lesser scope as it relates to transportation impacts and servicing, were required to be filed in support of both Global Fortune applications. City Planning provided feedback to Global Fortune on the vision early on in the process, however, the original vision has not been revised. The subsequent submission of the zoning application on the 3447 Kennedy Road (rear) lands in March 2015 and the amendments to the 4665 Steeles Avenue East application submitted at the end of July 2015 (incomplete) are considered by City Planning to be de facto changes to this vision.

The 'Milliken Area Study' is divided into ten blocks. Lands within the Steeles-Redlea *Regeneration Area* are identified as Blocks 1A, 1B, 2, 3 and 4. Two scenarios were developed for Block 4 which are the Anchor Shoring lands. Scenario 1 applies to the north half only (as shown on Attachment 6) and Scenario 2 applies to the entire site. Block 5 are the K-line Insulator lands to the south of the *Regeneration Area* and Blocks 6-10 are to the west of the *Regeneration Area* on lands used for various employment related uses. Blocks 5-10 are currently designated as *Employment Areas* in the Official Plan and OPA 231 proposes to designate them as *General Employment Areas*, as noted elsewhere in this report.

The vision assumes, among other matters, the extension of Redlea Avenue south to Passmore Avenue, a Steeles Avenue widening and underpass grade separation along with four (4) additional east-west street connections to Kennedy Road (between Steeles and Passmore). Employment related intensification is assumed on Blocks 5-10 with mixed use intensification envisioned on Blocks 1A, 1B, 2, 3 and 4. Above-grade parking structures are shown adjacent to the Stouffville GO rail corridor as well as on most of the employment blocks.

The vision assumes that Anchor Shoring will eventually cease operations on their lands in the long term. A central park, described as a significant open space, is shown west of Redlea Avenue on employment lands and outside of the *Regeneration Area*. The Milliken GO Station lands are shown to be extensively redeveloped for mixed use purposes as are both Global Fortune sites. Within the *Regeneration Area*, office uses are only assumed on the Metrolinx lands. The vision appears to assume status quo with respect to the Splendid China Mall lands.

Based upon a review of the related transportation and servicing assessments, the estimated number of dwelling units proposed within the 'Milliken Study Area' ranges from approximately 2,500 to 2,600, based upon assumptions made related to average dwelling unit size.

Splendid China Mall Condominium (TSCC 1858)

The Global Fortune Group lands at 4665 Steeles Avenue East and the Splendid China Mall lands at 4675 Steeles Avenue East are intrinsically linked and have a long history of association as described in the 'Zoning' section of this report.

The lands were previously owned by Splendid China Square Inc. and consisted of one site containing a two storey, retrofitted commercial building along with approximately 370 surface parking spaces. Prior to a planned redevelopment proposal (see Decision History in Preliminary Report for 4665 Steeles Avenue East application) which did not proceed, the commercial building was multi-tenanted and registered as a commercial condominium (TSCC 1858). The two parties entered into an easement and operating agreement in 2007. The condominium registration divided the lands upon which the Splendid China Mall sits from the lands to the west where most of the required surface parking (over 300 spaces) is located. This renders TSCC 1858 almost entirely reliant on 4665 Steeles Avenue East for vehicular access and required parking. Given this reliance, it is imperative that any development approvals, of any sort, on the Global Fortune lands are required to legally accommodate the Splendid China Mall lands as it relates to required parking, vehicular & pedestrian access, maintenance and servicing. The amended SASP 395 which is part of the draft Official Plan amendment includes this obligation.

Representatives of TSCC 1858 have participated throughout the study, including attending all working group and community consultation meetings, and will continue to have the ability to be part of any future discussions related to the ongoing assessment of the zoning application at 4665 Steeles Avenue East.

Heathwood Ratepayers Association

Representatives of the Heathwood Ratepayers Association, which covers the predominately residential area from Steeles Avenue south to McNicoll Avenue and from Kennedy Road west to Birchmount Road, have participated throughout the study, including attendance at all working group and community consultation meetings.

The association has expressed concerns about significantly increased traffic volumes in the general area and traffic infiltration into their community which, in large part, is due to people attempting to avoid the congested Kennedy and Steeles intersection. Pacific Mall and Market Village are existing regional draws and there is a concern among residents that should the Remington Centre commercial redevelopment proceed that traffic volumes will exceed the capacity of the local road network. It is also felt that increased service on the Stouffville GO line and the completion of the planned Redlea Avenue extensions will add to the existing traffic infiltration due to expected increased traffic volumes and accessibility.

At the request of the local Ward Councillor, City traffic operations staff have initiated a traffic infiltration study for the area with a report expected in October 2015.

Concerns have also been raised with respect to the level of redevelopment proposed on the Global Fortune lands at 4665 Steeles East and the demand it will place on area services and facilities, including parks and schools. There is also a desire to see bona fide employment opportunities provided, including general and medical office uses, within any redevelopment proposed in the *Regeneration Area*. City Planning staff have confirmed that employment uses,

and particularly office uses, will be required to be provided as part of any development approvals.

Concerns about the possible new concrete batching plant(s) on Passmore Avenue and resulting noise and dust impacts have also been raised. This view appears to be informed by past experiences with Lafarge Cement who previously had a large scale operation on lands south of Steeles Avenue where Silver Star Boulevard currently exists.

Industrial Operators Within the North Milliken Employment District

Lands both within and surrounding the Steeles-Redlea *Regeneration Area* have historically been part of the Milliken Employment District (the District) which is bounded by Steeles, Finch and Midland Avenues and Kennedy Road.

The Toronto Employment Survey (2014) indicates that the District accounts for 2% (8,030) of jobs found in the City's Employment Districts and that it recorded an increase of 480 jobs or a 6.4% increase from 2013. The District experienced a 12.5% increase in jobs from 2009-2014 (890 jobs).

The Office sector is the largest employment sector in the District and, in the past year, recorded the largest employment increase. Sector breakdowns, in terms of total employment, for the District are as follows: Office 44.8%; Service 18.2%; Retail 15.6%; and Manufacturing 12%. Manufacturing sector employment has decreased by 61% since 1989 in the District but has remained relatively stable for the past 4 years. 100 manufacturing jobs were added in 2014.

The number of jobs within an Employment District is not the sole determinant of its health or importance. Some uses are reliant on warehousing and/or have significant outside storage and operations, which on to themselves may not generate much employment, but are crucial to the existing and long term needs of the employment operators.

For the purposes of this report, lands extending from Steeles Avenue south to McNicoll Avenue are considered to be the 'North Milliken Employment District'. Within this area, input received and impact assessments conducted have focused on the employment lands in the vicinity of Passmore Avenue which is located mid-way between Steeles and McNicoll Avenues.

Industrial Owner/Operator Outreach

As discussed under 'Study Process', the City hosted a number of public consultation meetings on the study, including the North Milliken Employment District Stakeholder Meeting. City Planning and Economic Development staff also met individually with seven (7) industrial operators who agreed to meet as part of the ongoing work related to the study. These operators are as follows: Anchor Shoring & Caissons Ltd.; K-Line Maintenance & Construction Limited; All-Weld Company Ltd.; Structform Group of Companies; D. Crupi & Sons Limited; Commonwealth Brick & Century Concrete Block; and Gengroup Inc.

Industrial Owner/Operator Feedback

The City has received numerous written submissions from industrial owners and operators in the area related to both the study and the Global Fortune applications. The location of these 'Key Industrial Operators' is shown on Attachment 8 to this report. It is not meant to imply that

industrial operators who have not participated in the study and are not identified on the map are not important to this study. An overview of the written submissions received from each industrial land owner/operator is provided below:

Anchor Shoring & Caissons Ltd.

Anchor Shoring & Caissons Ltd. (Anchor Shoring) is a construction company with their main office, shop and yard located at 3445 Kennedy Road and on lands located to the rear (east) on the proposed Redlea Avenue extension and adjacent to the GO rail corridor. The acquisition and transfer of lands to the City required for the Redlea Avenue extension south to Passmore Avenue divided their holdings.

The lands east of the proposed Redlea Avenue extension are located within the *Regeneration Area* as noted earlier. Anchor Shoring advises that they have been at this location for over 40 years, that they continue to expand their operations and have approximately 180 employees. The shop and yard area perform many functions (day & night) such as crawler cranes and trucks used to fabricate and move materials, welding operations, and equipment repairs and maintenance.

Anchor Shoring have expressed concern about the Global Fortune applications and the proximity of residential units proposed to their operations which produce noise, odours and vibration and which generate significant truck activity. Further, Anchoring Shoring advises that it is not viable to move their operation to another location as they require large acreage, open storage, close proximity to job sites, highways and roads and public transit.

A representative of Anchor Shoring attended both the North Milliken landowner consultation meeting and the second Community Consultation Meeting held on the study. They have not expressed any concerns with City Planning's intention to place their 'Redlea' lands into a *General Employment Areas* designation.

OPA 231 already proposes to designate their 3445 Kennedy Road lands as *General Employment Areas*.

K-Line Maintenance & Construction Limited

K-Line Maintenance & Construction Limited (K-Line) is located at 50 Passmore Avenue, just south of the *Regeneration Area*. K-Line advises that they chose this location as it was a strictly industrial area, removed from existing residential areas.

Representatives of K-Line attended both Community Consultation Meetings, the North Milliken landowner consultation meeting and the third Working Group meeting.

K-Line is a manufacturer of polymer insulators and has a large global customer base, including all electrical utilities in Ontario, including Toronto Hydro and Hydro One. K-Line advises that they currently directly employ 220 employees (along with related sub-contractor jobs) and that they expect to hire more by the end of 2015.

The lands at 50 Passmore Avenue, which they have owned since 1989, contain their corporate office, laboratory and manufacturing facilities. They have spent an estimated 6 million dollars in

renovations. A one million dollar expansion is currently underway which will add approximately 1,000 m² (11,000 ft²) to their existing, approximately 4,900 m² (53,000 ft²) facility.

K-Line has expressed concerns about the possible introduction of residential uses into the *Regeneration Area* as it will, among other matters, result in future nuisance complaints, possible difficulties in obtaining future Environmental Compliance Approvals (ECA) and visual overlook impacts. K-Line has an ECA (air & noise).

OPA 231 proposes to designate these lands as *General Employment Areas*.

D. Crupi and Sons Limited

D. Crupi and Sons Limited (Crupi) and D.C.M. Holdings Limited have multiple ownership interests in the North Milliken Employment District all on or in close proximity to Passmore Avenue.

Crupi has been operating a hot-mix asphalt plant and associated uses in the area since 1969. They have over 100 construction related companies working as sub-contractors and use over 1,000 suppliers throughout the GTA. Capital investment in equipment and facilities is extensive, numbering in the multi-millions of dollars. They have also advised of their desire to maintain the ability to locate a ready-mix concrete batching plant on the north half of their 70 Passmore Avenue lands. Over 300 employees work at the Passmore Avenue sites.

Representatives of Crupi attended all public consultation events held, with the exception of the second Working Group meeting. City staff have also met with them numerous times to further understand their operations and future intentions and to discuss their concerns about the possibility of introducing new sensitive use permissions into the *Regeneration Area*. Generally, they wish to maintain and grow their operations in the area without the fear of being impacted by the introduction of sensitive, namely high-density residential uses.

Crupi, through their legal counsel, have made extensive written submissions to the City. These submissions detail their existing operations and investment in the area, possible future operations and emissions and potential impacts related to both existing and future uses of their lands.

They also have expressed concerns with respect to the 'City of Toronto Steeles - Redlea Regeneration Area: Noise, Odour, Vibration and Air Impact Study' prepared by Golder Associates for the City and the various reports prepared by Novus Environmental on behalf of Global Fortune. All of the studies and assessments prepared by Novus Environmental on behalf of Global Fortune pertaining to Noise and Vibration and Air Quality have been shared with Crupi. Golder's report is posted on the study website.

Crupi Operational Overview, Emissions & Potential Impacts

An overview of Crupi's operations, based upon their written submissions, is as follows:

70 Passmore Avenue

This 3.2 ha (8 acre) parcel is the closest of their operations to the *Regeneration Area*. Since 1998, it has been used for outdoor storage and both indoor and outdoor repair of vehicles and equipment. Heavy trucks and equipment move from the site at all times of the day, seven days a week. The site also contains an enclosed quality control lab for testing asphalt.

Emission sources and impacts relate mainly to noise and visual impact. Noise is primarily related to regular truck, vehicle and equipment movement, operations and repair on site. Visual impacts result from the extensive outdoor storage and repair on site. Existing operations are considered to be Class 2 industries under the Ministry of the Environment and Climate Change (MOECC) Guideline D-6.

Crupi has also indicated a desire to maintain their ability to locate a ready-mix concrete batching plant on the north half of the site (due to lab and repair facility on the south half of site) and view it as a 'natural extension' of their operations as a supplier of road building materials. A detailed process description of what a 'typical' ready-mix concrete batching plant would consist of as well as required crushing operations and other operational matters have been provided. Site specific plans and details have not been provided.

Emission sources and potential impacts typically relate primarily to noise, dust and visual impacts. These type of operations are considered to be a Class 3 industry under MOECC Guideline D-6. OPA 231 proposes to designate these lands as *General Employment Areas*.

0 Passmore Avenue

These lands are approximately 1.8 ha (4.5 acres) in size and located on the north side of Passmore Avenue. The site was purchased in 1975 and is used as a storage yard for vehicles and machinery and the continual seasonal storage of aggregate. Crupi also leases approximately 3 acres of the lands to Trisan Construction as discussed further below. Portable crushers (with third party ECAs) are used on a temporary, as needed basis to crush aggregate and asphalt materials.

Emission sources and impacts from crushing operations relate primarily to dust, noise (vehicle and crushing) and visual impacts (outside storage). These operations generally are considered to be Class 3 industries under MOECC Guideline D-6, however, in recognition of the limited crushing operations permitted on site due to existing zoning restrictions, the site operations are considered to be Class 2 industries under MOECC Guideline D-6. OPA 231 proposes to designate these lands as *General Employment Areas*.

83-85 Passmore Avenue, 3800 & 3820 Midland Avenue

A hot-mix asphalt plant has operated from the 83-85 Passmore Avenue lands since 1969 with associated outdoor aggregate stockpiles, equipment maintenance and storage on these and the Midland Avenue sites. The Passmore Avenue lands are approximately 1.8 ha (4.5 acres) in size. Crushing and outdoor storage also occur on portions of the 3800 and 3820 Midland Avenue sites. A detailed description of all the related processes has been provided to planning staff.

The hot-mix asphalt plant operates 24 hours a day, 7 days a week from April to December. Heavy truck and equipment movements related to material delivery, storage and processing are constant. Elevated storage silos and aggregate bins are used. Outdoor crushing is conducted on the west half of the 3800 Midland Avenue lands to support the hot-mix asphalt plant. The crusher unit typically consists of a hopper, crusher, several conveyors and one or more diesel generators.

Information related to emission sources and impacts was provided by Crupi's air quality consultant, BCX Environmental (BCX), and is referenced in the written correspondence prepared by Crupi's legal counsel.

Emission sources and impacts pertain primarily to noise, odour, dust and visual impacts. It is noted that the location and extent of fugitive dust, odour and noise impacts depends on a number of factors including the orientation of the plant and location of emission sources, presence of intervening structures between the plant and sensitive receptors, and seasonal wind speed and direction.

Hot-mix asphalt plants emit a variety of organic chemicals as well as combustion gases, dust, odour and noise and must comply with MOECC air quality limits at the closest point of impingement which is typically the property line. Hot-mix asphalt plants are required by the MOECC to implement detailed fugitive dust management plans.

Noise sources include vehicles and machinery, crusher and associated diesel-fired generators. Except for emissions from an elevated dryer stack, odour emissions are generally fugitive in nature and from sources such as the delivery, loading and transport of asphalt. Odour sources include a strong tar-like smell from the dryer stack and 'perceived toxic fumes' may generate complaints but do not pose a health risk. Dust is mostly fugitive in nature and mitigated through a best practices / maintenance plan filed with MOECC.

Visual impacts result from outdoor storage and crushing operations, vapour plumes from the plant stack and overlook from nearby residential development.

A hot-mix asphalt plant is considered to be a Class 3 industry under MOECC Guideline D-6. Crupi has an ECA (air & noise) and have advised that they recently obtained an amended ECA allowing for 24 hour operations and 3 additional hot mix storage silos. OPA 231 proposes to designate the Passmore lands as *Core Employment Areas* and the Midland lands as *General Employment Areas*.

Crupi's Concerns with Golder and Novus Reports

Crupi's legal counsel and environmental consultants have expressed concerns with respect to the studies prepared by both Golder (City) and Novus (Global Fortune).

Generally their concerns and conclusions are that the Golder Report and Novus Reports:

- do not show that the introduction of sensitive lands uses in the *Regeneration Area* will not adversely affect the viability of the employment area that surrounds it;
- fail to provide an opinion as to whether the introduction of sensitive land uses in the *Regeneration Area* will not negatively impact Crupi's existing industrial uses and the future industrial uses of the Crupi lands;
- do not demonstrate that residential uses, if permitted in the *Regeneration Area*, would be appropriate and compatible with employment land uses in the vicinity; and
- do not identify what at-source and/or at receptor mitigation is necessary to achieve compatibility between residential uses proposed in the *Regeneration Area* and employment uses in the vicinity.

It should be noted that there appears to be consensus among all the environmental consultants as to how the various industrial operations in the area, including Crupi's lands, are classified under MOECC Guideline D-6.

Crupi's legal counsel and environmental consultants have made a number of written submissions expressing concerns related to the various Novus reports (methodology, data used, conclusions etc.) submitted on behalf of Global Fortune. As it relates to noise assessments, Novus reports assume a "Class 4" area under MOECC Guideline NPC-300 for the entire *Regeneration Area*. Crupi has raised concerns about this assumption given the City is the one to make this determination and have not indicated an intention to do so.

Trisan Construction

Trisan Construction leases approximately 3 acres of the 4.5 acre 0 Passmore Avenue site from Crupi for storage purposes. They have done so for the past 10 years and have approximately 46 employees on site. They operate heavy equipment and move construction materials from the site which generate noise, with much of their operations occurring at night and on weekends. They are concerned about the introduction of sensitive residential development into the *Regeneration Area*.

All-Weld Company Ltd.

All-Weld Company Ltd. (All-Weld) operates two plants in the area at 14 & 49 Passmore Avenue. They chose to locate in the Milliken area as they required both open storage and room to expand.

All-Weld are heavy metal fabricators, specializing in large pressure vessels such as heat exchangers and reactors. Employment fluctuates from 65-95 persons along with related sub-contractor jobs. They advise that they have been at the 49 Passmore site since the early 1980's and have added on to the plant twice. In 2004, they purchased the 14 Passmore site for their second plant. The two plants total approximately 6,689 m² (72,000 ft²) in size and operate both day and night shifts. Additional space is also leased periodically from other sites on Passmore Avenue.

A representative of All-Weld attended the second Community Consultation Meeting held on the study. All-Weld has expressed concerned about possible nuisance and compatibility complaints that may arise should residential uses be introduced into the *Regeneration Area*. They advise that they have experienced these types of objections previously when they expanded operations in the early 2000's in Durham County.

OPA 231 proposes to designate the lands at 14 Passmore Avenue as *General Employment Areas* and the lands at 49 Passmore Avenue as *Core Employment Areas*.

Costafam Holdings Inc. (AGF C&T Inc.)

Costafam Holdings Inc. (Costafam) leases the lands and buildings at 93 & 95 Passmore Avenue (one site) to AGF C&T Inc. (reinforcing steel manufacturers). They currently operate 20 hours a day, with constant machinery and truck movements.

In addition to having 91 direct employees there are also many related industrial supplier jobs. A representative of Costafam attended both the North Milliken landowner consultation meeting and the second Community Consultation Meeting held on the study.

They indicate that increased traffic volumes in the area already impact their truck operations and they are concerned about the noise and nuisance impact complaints that may arise should residential uses be introduced into the *Regeneration Area*.

OPA 231 proposes to designate these lands as *Core Employment Areas*.

Edzar Investments Limited (Structform)

Edzar Investments Limited owns the lands at 84 Passmore Avenue which they purchased in 1973. Their basic business is concrete forming through their associated companies in the 'Structural Group'.

The site contains an approximately 1,858 m² (20,000 ft²) facility. They employ approximately 30 people at their head office on-site plus over 400 employees on job sites. Their large format printing business (Citimark Group) recently moved into the premises from Markham. They also provide equipment rental and rely on open storage.

A representative of Structform attended both the North Milliken landowner consultation meeting and the second Community Consultation Meeting held on the study. They have expressed concern about possible future noise, nuisance and visual overlook complaints resulting from residential development proposed in the *Regeneration Area*.

OPA 231 proposes to designate these lands as *General Employment Areas*.

STUDY PROCESS

Study Website

Staff initiated the study in 2014 and created a study website that contains background information about the Steeles-Redlea Regeneration Area Study including copies of the City presentations made at both Community Consultation Meetings, Working Group agendas and meeting notes. Consultant studies have been posted on the website, with the exception of the Servicing reports.

The following is a link to the study website:

<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=89808ed6e1c86410VgnVCM10000071d60f89RCRD&vgnextchannel=202452cc66061410VgnVCM10000071d60f89RCRD>

Community Consultation and Public Outreach

Community consultation and public outreach has occurred in the form of two community consultation meetings, three working group meetings and a North Milliken Employment District Land / Business Owner Stakeholder Meeting. City Planning staff, in tandem with Economic Development Culture (EDC) staff, also met individually with numerous industrial operators in the general area in order to grow awareness of the study, to build rapport and to gain further insight into their operations and intentions.

Community Consultation Meetings

Two community consultation meetings were held. Each had a formal presentation by City Planning staff which was preceded by an Open House that allowed for one-on-one dialogue with

Staff Report for Action – Final Report – Steeles-Redlea Regeneration Area Study

City staff. Approximately 50 people attended each meeting with close to 5,000 notices sent out in each case.

The first meeting was held on June 18, 2014 and functioned as a joint community meeting on both the study and the zoning amendment application for 4665 Steeles Avenue East. In terms of the study, this meeting functioned as a formal study kick-off to explain the origins, purpose and objectives of the study, to advise of key matters that need to be addressed and the study timeline. The public was also canvassed about issues that they feel are important and individual interest in participating in study related working group sessions.

The second community meeting was held on June 23, 2015 and presented findings of the study to date related to key topics as community services and facilities, transportation, servicing, land use compatibility and urban design guidelines. Options being considered by the City with respect to future land use designations on all lands within the *Regeneration Area* were presented. This included the extent to which lands may be deemed appropriate to consider re-designating to *Mixed Use Areas* and which lands should be redesignated to *General Employment Areas*. City Planning's draft direction to place the Anchor Shoring lands into the *General Employment Areas* was presented. No comments or opposition to this draft direction were raised.

City Planning's draft intentions on how to address official plan policy inconsistencies in this area related to OPA 231, SASP 104 and existing places of worship were also presented. No opposition to this approach was raised.

Working Group Meetings

Working group meetings, facilitated by City Planning, were held in July and November 2014 and May 2015. The groups consisted of local residents from the Heathwood Ratepayers Association west of Kennedy Road, industrial landowners, the Global Fortune Group and their consultants, representatives of the Splendid China Condominium Corporation, representatives from both the Ward 39 and 41 Councillor's offices and the general public. Economic Development and Parks staff attended as warranted.

Working group topics started with an assessment of existing conditions (assets & liabilities), and a general discussion on matters related to movement, land use, built form and public realm and grew to include conversations on community services and facilities, parks and open space, transportation related matters and land use compatibility. An average of 15 people (non-staff) attended each session although the contact list consisted of approximately 25 persons. Working group agendas and notes have been posted on the Study website.

North Milliken Employment District Land / Business Owner Stakeholder Meeting

This meeting, which was held on April 16, 2015, provided an opportunity for people with an interest in the employment lands located in the North Milliken Employment District (lands from Steeles Avenue East south to McNicoll Avenue and between Kennedy Road and Midland Avenue) to learn more about the study and to hear about the Golder Associates findings related to air, odour, noise and vibration. The Golder report was posted on the study website two weeks prior to the meeting. Approximately 30 people attended the meeting representing close to a dozen employment landowner interests.

Consultant Studies

In order to inform key elements of the study, the City retained consultants to conduct a Community Services and Facilities Assessment; a Noise, Odour, Vibration and Air Impact Study, including peer reviews of related submissions in support of the Global Fortune applications and vision for the area; and a peer review of the Transportation Assessment prepared on behalf of Global Fortune in support of their area vision and a separate supplementary analysis. All of these are discussed separately in this report.

Global Fortune also retained a consultant to prepare Servicing reports for the study area and, as discussed further in this report, these have and continue to be reviewed by Development Engineering and Toronto Water staff.

Community Services & Facilities Assessment

Community services and facilities (CS&F) are a vital part of neighbourhoods in the City, contributing to the quality of life for residents and creating liveable communities. CS&F include: non-profit child care centres; community recreation centres; pools and arenas; parks; public libraries; public schools; and human services. These services and facilities provide opportunities for recreational, leisure and educational activities, and contribute to the social interaction that takes place in a community to support and build the linkages among groups and individuals that promote vibrant communities.

R.E. Millward Associates Ltd. were retained by the City to prepare a Community Services and Facilities Assessment and to prepare a Strategy and Implementation Plan in order to assess how to best respond to the gaps and priorities for services and facilities to serve a growing population.

Given the location of this *Regeneration Area*, the CS&F Study Area boundary is a broader catchment area that includes lands in both the Cities of Toronto and Markham. The catchment area extends from 14th Avenue to Sheppard Avenue East and from Warden Avenue to Middlefield Road.

Phase One work consisted of preparing a Profile of the area in order to inform the required Strategy and Implementation Plan and includes a demographic profile and inventory of current and planned community facilities. The following is a link to the profile:

<http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/Community%20Planning/Files/pdf/S/Steeles-Redlea-CSF-Phase1-March-Technical-Amendments-March26-Final.pdf>

There are no City of Toronto Neighbourhood Improvement Areas within the CS&F study area.

Demographic data for the CS&F Study Area, compared to the Cities of Toronto and Markham as a whole, indicate a growing population (8.5% increase 2006-2011 in the Toronto portion vs. 4.5% City-wide); similar age distribution to that of Toronto and Markham as a whole with slightly higher proportions over age 60 and slightly lower aged 0-9; larger sized households; greater proportions of recent immigrants; and a high incidence of Cantonese and Mandarin Chinese and Tamil spoken at home.

Places of Worship were also specifically canvassed to find out more about the programs they offer and the type of facilities they make available to the community and to identify CS&F priorities for the area from their perspective. Responses from places of worship indicate that they play an essential role by not only providing faith based programs, services and meeting spaces but also by often playing a key role as locations for community based organizations to run programs and services for child care centres, food and clothing banks and ESL, recreational and seniors' programs, among other matters.

In addition to addressing the demographic characteristics of the Study Area, the CS&F Assessment undertook an inventory of existing facilities located within and servicing the study area. Generally, the 49 elementary and 12 secondary schools in the area are close to or at capacity and subsidized child care is lacking. The Agincourt District Library branch is the busiest district branch in the City and the Bridlewood Library is the busiest neighbourhood branch in the City.

The demographic characteristics of the study area, along with the projected future residential growth for the large catchment area and the possible growth within the *Regeneration Area*, point to a number of CS&F priorities as identified in the Strategy and Implementation Plan.

The following is a link to the Strategy and Implementation Plan:

<http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/Community%20Planning/Files/pdf/S/Steeles%20Redlea%20CSFSteeles-Redlea-April30-FinalReport.pdf>.

Some of the priorities identified include:

- The need for additional child care spaces. Efforts to secure a child care centre on new development sites or funds towards the upgrading of existing facilities nearby;
- Capital funding for libraries that serve the area (Agincourt, Bridlewood, Goldhawk and Steeles branches);
- The provision of community agency and cultural space to run local programs and services such as settlement services, employment training, parenting and youth programs in visible locations such as storefronts;
- Improvements to L'Amoreaux, Stephen Leacock and Milliken Park Community Recreation Centres for youth programming, splash pads, playgrounds, basketball courts, gymnasium etc.; and
- Investigating the use of the hydro corridor by McNicoll Avenue for community gardening and active recreation.

The draft amended SASP 395 identifies a number of the community services and facilities identified in the CS&F Study as priorities for Section 37 community benefits in the area.

Noise, Odour, Vibration and Air Impact Study

Golder Associates (Golder) were retained by the City to prepare a Noise, Odour, Vibration and Air Quality Impact Study to help inform the study and to assist in determining whether it is appropriate to consider introducing additional sensitive land uses on lands within the *Regeneration Area* which were previously designated as *Employment Areas*.

Lands both within and surrounding the *Regeneration Area* are predominately used for employment purposes, including industrial-commercial and industrial manufacturing and open storage operations. The *Regeneration Areas* and SASP 395 Official Plan policies provide for a broad mix of uses, including residential uses, subject to a study being undertaken that, among other matters, address land use compatibility issues between sensitive uses and nearby employment uses and the adjacent GO rail corridor. Work undertaken by Golder is an important component of the study that serves to inform the future planning framework for the area and recommendations related to future land use designations on lands within the *Regeneration Area*. For detailed descriptions, data, explanations and rationale that informed the assessments conducted by Golder, please refer to the complete study which is posted on the *Regeneration Area* study website:

<http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/Community%20Planning/File/s/pdf/S/Steeles-%20Redlea%20Air,%20Odour,%20Noise%20and%20Vibration%20Study.pdf>

Golder's evaluation of land use compatibility considered air quality, odour, noise and vibration separately and from a combined perspective on order to determine if lands within the *Regeneration Area* are suitable for residential development and could co-exist with nearby industrial facilities.

Scope of Work

To meet the objectives of the study, the following work was carried out by Golder:

- Phase 1: Review of applicable regulations and guidelines;
- Phase 2: Existing conditions analysis within and surrounding the *Regeneration Area*, including document review, desktop analysis and field reconnaissance with the purpose of identifying atmospheric emission sources;
- Phase 3: Conduct air quality, odour, noise and vibration assessments; and
- Phase 4: Selection of a preferred hypothetical development scenario and recommendations based on the information and findings of the study.

Golder also conducted Peer Reviews of two reports prepared by Novus Environmental on behalf of Global Fortune - *Environmental Noise & Vibration Feasibility Study (March 5, 2014)* prepared in support of the 4665 Steeles Avenue East zoning application and *Global Fortune Air Quality Review of Area Plan: Lands Bounded by Kennedy Road, Steeles Avenue, Midland Avenue and Passmore Avenue (October 23, 2014)*.

Existing zoning on lands within or surrounding the *Regeneration Area* was not factored into their assessment, however, City Planning has done so as discussed further in this report. Golder did not consider whether existing businesses may leave or new ones move in under existing zoning permissions.

Phase 1 - Regulations and Guidelines

Applicable Regulations and Guidelines include the following:

- Ontario Environmental Protection Act (EPA) and Environmental Compliance Approvals (ECA);
- Ontario Regulation 419/05(Air Quality & Odour);
- Ministry of the Environment (MOECC) D-Series Guidelines: Land Use Compatibility Guideline D-1 and Guideline D-6 Compatibility Between Industrial Facilities and Sensitive Land Uses;
- Ministry of the Environment (MOECC): Environmental Noise Guideline: Stationary and Transportation Sources – Approval and Planning – Publication NPC-300;
- City of Toronto Noise By-law (Chapter 591 of the Toronto Municipal Code); and
- Railway Association of Canada (RAC) Guidelines.

In addition to the above, there are publications, guidelines, manuals and specific rail requirements related to vibration, including Canadian National (CN) Principal Main Line Requirements and GO Transit Principal Main Line Requirements. Please refer to the Golder Report for details on all the above.

A brief overview of Key Regulations and Guidelines is below.

Ontario Environmental Protection Act (EPA) and Environmental Compliance Approvals (ECA)

The EPA is legislation to provide for the protection and conservation of the natural environment. The EPA regulates the discharge of contaminants into the natural environment and is regulated by MOECC. Contaminates are considered to cause an adverse effect if they result in the loss of enjoyment of a person's property.

"Contaminant" means any solid, liquid, gas, odour, heat, sound, vibration, radiation or combination of any of them resulting directly or indirectly from human activities that causes or may cause an adverse effect".

"Adverse effect" means one or more of:

- a) impairment of the quality of the natural environment for any use that can be made of it;
- b) injury or damage to property or plant or animal life;
- c) harm or material discomfort to any person;
- d) an adverse effect on the health of any person;
- e) impairment of the safety of any person;
- f) rendering any property or plant or animal life unfit for human use;
- g) loss of enjoyment of normal use of property; and
- h) interference with normal conduct of business."

Generally, under the EPA, industries that produce an emission are required to obtain an Environmental Compliance Approval (ECA) before installation or modification of all atmospheric emission sources (ie. air, odour, noise and vibration). A facility is responsible for keeping their ECA up to date, however, this may not prevent nuisance complaints. New industrial operations are required to meet the regulatory requirements including obtaining an ECA and demonstrating compliance with the regulatory standards starting at the edge of the property for air quality, and at a point of reception for noise and vibration.

Ministry of the Environment Land Use Compatibility Guidelines

During the land use planning process for proposed land uses, the MOECC has recommendations described in a set of D-Series Guidelines which are intended to prevent or minimize future land use problems due to the encroachment of sensitive land uses and industrial uses on one another.

Guideline D-1 Land Use Compatibility:

Guideline D-1 provides recommended separation distances and other control measures for land use planning approvals, which have the potential to involve encroachment of incompatible land uses. The guideline is intended to apply only when a change in land use is proposed. The objective of this guideline is to minimize or prevent, through the use of buffers, the exposure of any person or property to adverse effects associated with a facility, including stationary sources such as industrial facilities and transportation uses such as roads and railways. Buffers (ie. separation distance, berms, walls, fences, building orientation) are to be used to minimize or prevent potential adverse effects caused by land use changes. Definitions of 'adverse effects' and 'fugitive emissions' are provided, among others.

The guideline does not apply to situations where incompatible land uses already exist.

Guideline D-6 Compatibility Between Industrial Facilities and Sensitive Land Uses

Guideline D-6 discusses the applicability of Guideline D-1 for industrial facilities. This guideline is intended to be applied to prevent or minimize future land use problems due to the encroachment of sensitive land uses and industrial uses on one another, due to possible adverse effects on sensitive land uses created by industrial operations.

Sensitive uses may include a building or amenity area associated with uses such as but not limited to, residences, senior citizen homes, schools, day nurseries and churches.

Guideline D-6 provides potential influence areas and recommended minimum separation distances for three different classes of industrial uses as generally described below:

- Class I: Light industrial - small scale, self contained, no outside storage, daytime operations. Minimal noise, dust and odour impacts and no ground borne vibration.
- Class II: Medium industrial - outside storage and operations, shift operations, frequent truck and equipment movements. Occasional off-site noise, frequent and occasionally intense dust and odour impacts and possible on-site ground borne vibration.
- Class III: Heavy industrial - outside storage raw and finished product, large production levels, open processes and operations, shift operations, continuous truck and equipment movements with high probability of fugitive emissions. Frequent off-site noise, persistent and intense dust and odour impacts and frequent off-site ground borne vibration.

Summary of MOECC Areas of Influence and Recommended Separation Distances:

Designation	Potential Influence Areas (metres)	Actual Influence Areas (metres)	Minimum Distance Separation (metres)
Class I (light)	70	Site specific	20
Class II (medium)	300	Site specific	70
Class III (heavy)	1000	Site specific	300

Industrial facilities have the possibility of lowering their category classification by applying mitigation measures at the source of emissions, which would allow for a reduction in the minimum separation distance.

When a change in land use is proposed within an actual or potential influence area of one of the three classes of industry noted above, a proposed sensitive land use should not be permitted unless evidence can prove there are no compatibility issues due to the possibility of adverse effects.

If a new land use meets the minimum separation distance but is within the area of influence (potential impact), the Guideline requires detailed studies to be undertaken.

Ontario Regulation 419/05(Air Quality & Odour)

In addition to Guideline D-6, the assessment of air quality and odour must consider the requirements set out in the EPA. Generally, in terms of air quality, an approval must be obtained before installation or modification of all atmospheric emission sources. This involves obtaining an ECA from MOECC. Dispersion modelling is required. A facility must be in compliance at or beyond the property line. Compliance must also be met at any on-site receptors such as daycares.

Odour is regulated primarily on the basis of complaints to the MOECC given there are no regulatory standards for odour. Complaints relate to the odour that results from all compounds present, which is referred to as 'whole odour'. An assessment of odour, generally, involves dispersion modelling as well to predict odour at odour sensitive off-property receptors. Generally, if it can be demonstrated that the facility can meet the odour guidelines then it is unlikely that the facility will result in odour complaints.

Environmental Noise Guideline: Stationary and Transportation Sources – Approval and Planning – Publication NPC-300

This new noise guideline was published in late 2013 and consolidates and replaces previous related guidelines.

In part, the guideline provides sound level limits that are applied by MOECC to stationary sources such as industrial and commercial establishments and auxiliary transportation facilities. Compliance with the sound level limits is required for existing, planned or modified stationary sources of sound through an ECA obtained by MOECC.

The guideline also provides advice, sound level limits and guidance that may be used when land use planning decisions are made under the *Planning Act*. It is intended to minimize the potential conflict between noise sensitive land uses and sources of noise emissions.

The guideline states that feasibility and/or detailed noise impact studies should be submitted to the land use planning authority. Generally, the proponent of a new noise sensitive land use is responsible for ensuring compliance with applicable sound level limits. This includes determining the feasibility of the project, assessing indoor and outdoor acoustical environments, investigating feasible means of noise impact mitigation and ensuring proper installation and maintenance of required noise control measures.

Sound level limits are defined in NPC-300 for four (4) acoustical environment Area Classifications. Class 1 applies to this area and is defined as follows:

"means an area with an acoustical environment typical of a major population centre, where the background sound level is dominated by the activities of people, usually road traffic, often referred to as "urban hum".

Class 4 is a new class and is defined as follows:

"means an area or specific site that would otherwise be defined as Class 1 or 2 and which:

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

Additionally, areas with existing noise sensitive land use(s) cannot be classified as Class 4 areas".

Class 4 allows for 'relaxed' (higher) daytime and night time sound level limits from that permitted in a Class 1 Area, for both indoor and outdoor areas.

Areas with existing noise sensitive land use(s) cannot be classified as Class 4 areas. Class 4 areas require formal confirmation of the classification by the land use planning authority.

Once an area is classified, the same classification and related sound level limits apply to the land use planning approval of the noise sensitive land use as well as to the MOECC approval of the stationary source (industry). Given this inter-relationship, the guidelines state that a cooperative effort between the proponent of a new noise sensitive land use and the stationary source owner is desirable.

MOECC Complaint Process

MOECC is obligated to respond to complaints and if they are considered valid then the MOECC will require the industry causing the adverse effect to manage/mitigate the adverse effect at the company's expense.

Warning clauses in development agreements, although often used, are not considered suitable measures for addressing adverse impacts and will not protect an industry from possible

prosecution by the MOECC. As noted earlier, a facility with an ECA may still receive nuisance complaints.

Phase 2 – Existing Conditions Analysis

The second phase of the study was to develop an understanding of existing conditions within and surrounding the *Regeneration Area* with the purpose of determining key atmospheric emission sources to be further assessed in accordance with Guideline D-6. These were determined by a review of: the ESR for the Metrolinx Stouffville GO rail corridor expansion; Environmental Reports prepared by Novus Environmental in support of the Global Fortune application at 4665 Steeles Avenue East; existing facilities regulatory permits and reporting programs, including existing Environmental Compliance Approvals (ECAs); review and application of the City's online resources along with the completion of an existing land use desktop analysis and field reconnaissance survey (October 2014) within 2 km of the *Regeneration Area*.

Existing industrial facilities on lands primarily outside of the *Regeneration Area* were classified in accordance with Guideline D-6 and the potential influence areas and recommended minimum separation distances were mapped to show how they impact the *Regeneration Area* (refer to Figure 10 in The Golder Report). The figure indicates potential conflicts with a number of existing industrial uses over the south half of the *Regeneration Area* (Global Fortune & Anchor Shoring lands) and some potential for conflict on the north half of the *Regeneration Area* and mainly on the Milliken GO site.

Summary of Industrial Facility Classifications:

- Class 1: 19, none of which overlap the *Regeneration Area*.
- Class 2: 12, four of which overlap the *Regeneration Area* (Anchor Shoring, Crupi Passmore, K-Line & All-Weld).
- Class 3: Two (2) both of which overlap the *Regeneration Area* (Commonwealth Brick/Century Concrete Block & Crupi asphalt).

Phase 3 – Land Use Compatibility Assessments Overview

The following is an overview of Golder's assessments:

Air Quality:

- Multiple sources of potential air emissions;
- 35 sources that would result in plumes close to the ground;
- One elevated plume source being the dryer stack at Crupi asphalt plant (have ECA); and
- Air modelling concluded that air emissions from the asphalt plant would likely continue to comply with regulatory limits even with the introduction of tall buildings in the *Regeneration Area*.

Noise:

- Noise prediction modelling undertaken & noise measurements at selected locations;
- Key sources are existing & future road and rail traffic & existing industrial sources;
- Indoor & outdoor noise level predictions;
- Building & suite layouts are influencing factors; and
- Detailed noise assessments are required to identify required mitigation measures to ensure compliance for existing industrial facilities.

Odour:

- No regulatory standards for odour;
- Considered an "adverse effect" under EPA;
- Many potential low level sources & one potential elevated source (Crupi dryer stack);
- Field check identified odours and likely sources; and
- Potential for future odour complaints (if new residents introduced).

Vibration:

- GO rail corridor primary source;
- Detailed studies required at development approval stage (residential development within 300 m of rail corridor); and
- 30 metre setback from rail corridor.

Golder's Overall Findings

The above assessments indicate that lands at the north limit of the *Regeneration Area* along Steeles Avenue, given they are furthest from existing industrial operations, are generally the least impacted and clear of land use planning conflicts with existing industrial facilities. In the case of future new development, however, overall final building design will need to be verified to ensure that there is compliance with applicable guidelines for air quality, noise and vibration.

Golder has concluded that since the *Regeneration Area* is located in a high ambient noise environment and meets the requirement of the Class 4 classification as defined in NPC-300 that it is appropriate to consider the Class 4 classification. They also state that from a noise perspective, detailed noise assessments of any proposed development are required and are expected to include mitigation measures to address noise levels as required by NPC-300. Further, that discussions should take place between developers of any proposed residential developments within the *Regeneration Area* and the adjacent industries in order to reach an agreement on how to address potential future concerns and conflicts and how required mitigation measures are to be implemented as recommended in the provincial NPC-300 guidelines.

Phase 4 – Development Scenarios

Using data collected, Golder modelled expected adverse impacts on five hypothetical development scenarios provided by the City (one of which was the Global Fortune vision) on lands within the *Regeneration Area*. Each scenario makes certain assumptions as to which lands are included, use and built form (phasing was not included). The scenarios are available in The Golder Report. The selection of a preferred scenario does not mean that there will be no impacts but that the 'preferred scenario' will have a lower likelihood of impacts relative to other scenarios.

Transportation Assessment

On behalf of Global Fortune, MMM Group Limited (MMM) prepared a Transportation Assessment for the Steeles-Redlea Regeneration Area Study based on Global Fortune's vision for the area. The MMM Transportation Assessment has been peer reviewed by LEA Consulting Ltd. (LEA) on behalf of the City. The peer reviewer also tested three additional land use scenarios, developed by City staff, for input into the *Regeneration Area* Study. The MMM study and the LEA Peer Review and Supplementary Analysis are all posted on the Study website. The following are links to the MMM and LEA reports:

MMM report:

[http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/Community%20Planning/Files/pdf/S/Steeles-Redlea%20Transportation%20Assessment%20-%20Final%20\(10.17.2014%20\).pdf](http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/Community%20Planning/Files/pdf/S/Steeles-Redlea%20Transportation%20Assessment%20-%20Final%20(10.17.2014%20).pdf)

LEA report:

http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/Community%20Planning/Files/pdf/S/Steeles_Redlea_Review-%20updated%20July%2016th,%202015.pdf

Transportation Assessment, MMM Group Limited (October 2014)

Global Fortune's 'land use scenario' (vision) extends beyond the *Regeneration Area*, as noted earlier, to include the area bounded by Steeles Avenue to the north, Kennedy Road to the west, Stouffville GO rail corridor to the east and Passmore Avenue to the south. The MMM report expects the proposed land use scenario to be built out in 10-20 years, when more favourable transit and roadway infrastructure may be in place. The MMM report assumes full build-out by 2019 which they consider to be the ultimate 'worse-case' scenario.

The MMM assessment assumed the following major infrastructure improvements to be in place under future conditions:

- The southerly extension of Redlea Avenue to connect to Milliken Boulevard;
- The extension of Midland Avenue, north of Steeles Avenue to connect to Old Kennedy Road;
- Steeles Avenue grade-separation and widening as identified in the 2004 EA;
- Exclusive westbound right-turn lane at Steeles-Kennedy intersection;
- Exclusive westbound and eastbound right-turn lanes at Steeles-Redlea intersection;
- Southbound through movement prohibition at Steeles-Redlea intersection;
- Four additional east-west street connections to Kennedy Road (assumed as unsignalized intersections at Kennedy Road);
- Two east-west streets framing the Milliken GO station to be signalized at Redlea Avenue (extensions of two of the four aforementioned roads); and
- Northbound double-left turn lane configuration at Steeles-Redlea intersection.

The study concludes that with the inclusion of the above infrastructure improvements and the proposed 'land use scenario', the road network would be able to accommodate the anticipated traffic. The study acknowledges that while some movements may operate near capacity or exceed the available storage queue lengths during the busiest periods of the peak hours, drivers would adapt to the improved network and opt for routes that result in lower delays and shorter queues.

City Peer Review and Supplementary Analysis by LEA Consulting Ltd.

The MMM report was reviewed by City staff. It was also circulated to and reviewed by Metrolinx, City of Markham and York Region. The Request for Quotations (RFQ) for the Peer Review included the review of the MMM report and the assessment of three additional land use scenarios, developed by City staff, for input into the *Regeneration Area Study*.

The analysis by both consultants reveals that there are existing capacity constraints in the road network. Capacity constraints at the existing major intersections of Steeles/Kennedy,

Staff Report for Action – Final Report – Steeles-Redlea Regeneration Area Study

Steeles/Redlea and Kennedy/Passmore pose the largest constraint to future development potential in the area. Some of these intersections have traffic movements operating at or close to capacity during peak hours (AM, PM or Saturday peak).

The Peer Review concluded that under the Global Fortune 'land use scenario', more movements at specific intersections appear to operate at or near capacity than identified by MMM.

Future vehicular access to the study area will be via the Steeles/Redlea and Redlea/Passmore intersections (assumes Redlea Avenue extension south to Milliken Boulevard).

An assessment of the two primary intersections of Steeles/Redlea and Redlea/Passmore, during various peak periods, concluded that some residual capacity is available. The Peer Review also identified the need for new road links to address future traffic generated from each of the development scenarios.

Given that each type of use (residential, retail, industrial etc.) results in a very different trip distribution pattern (some uses peak in the AM, PM or Saturday), it is not possible to specifically identify the overall level of development which can be sustained. Traffic impact studies are required to be submitted in support of individual development applications.

Servicing

An assessment of servicing capacity (water and sewer) and any required upgrades is required in order to inform a future development framework for the *Regeneration Area*. Functional Servicing and Stormwater Management Reports have been filed in support of both Global Fortune zoning applications, however, a broader analysis is required. Global Fortune retained Cole Engineering (Cole) to prepare reports in support of both their development applications and 'vision' for the area.

Cole has prepared a 'Preliminary Servicing Report' based upon a conceptual block plan for the area. This block plan is essentially the Global Fortune vision known as the 'Milliken Area Study' as referenced earlier. It is also appropriate to consider it a 'worse case scenario', similar to the Transportation Assessment prepared for the same study area.

The Servicing Report consists of a Block Servicing and Stormwater Management Assessment as well as additional technical reports related to Sanitary Capacity Assessment and Water Servicing Analysis. The purpose of these reports is to provide an analysis of the existing infrastructure's ability to support the conceptual block plan with respect to storm drainage, sanitary sewerage and water supply. Although there is no block-level phasing plan for the 'Milliken Area Study', Cole anticipates that development of Block 1B on Steeles Avenue will occur first (see Attachment 7).

Cole's conclusions as it relates to the conceptual block plan, generally, are as follows:

Sanitary Sewer: Minor capacity upgrades required. An internal sewer network is proposed to collect flows generated within the development.

Water: Existing water distribution network is suitable and no modifications are required. Construction of additional watermains internal to the development will provide a net benefit to the existing external network by providing additional looping.

Stormwater Management: No modifications to existing systems are required. Proposed stormwater management is in compliance with the City's Wet Weather Flow Management Guidelines. Detailed design relies on site level controls (private lands) to meet water balance, quality and quantity controls to compensate for control on the proposed new streets.

Cole's assessments have and continue to be reviewed by Development Engineering and Toronto Water staff, including matters related to future cost sharing opportunities related to required system improvements and chronic basement flooding given the *Regeneration Area* is part of Basement Flooding Area 31.

COMMENTS

Provincial Policy Statement and Provincial Plans

Provincial Policy Statement (2014)

The key objectives of the PPS include: building strong healthy 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 land use, including accommodating an appropriate range and mix of residential (including affordable housing), employment (including industrial and commercial), park and open space to meet long-term needs. Among other matters, it seeks to avoid development and land use patterns which may cause environmental or public health and safety concerns. Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated, while avoiding or mitigating risks to public health and safety. Further, that transportation and land use considerations shall be integrated at all stages of the planning process.

The PPS contains policies related to Employment and the promotion of economic development and competitiveness by, among other matters, providing for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses and taking into account the needs of existing and future businesses.

The PPS also states that *major facilities* and sensitive land uses should be planned to ensure they are appropriately designed, buffered and/or separated from each other to prevent or mitigate *adverse effects* from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term viability of *major facilities*.

Definitions that warrant specific reference relate to "*major facilities*", "*sensitive land uses*" and "*adverse effects*".

Major facilities is defined as follows:

"Means facilities which may require separation from *sensitive land uses*, including but not limited to airports, transportation infrastructure and corridors, rail facilities, marine facilities, sewage treatment facilities, waste management systems, oil and gas pipelines, industries, energy generation facilities and transmission systems, and resource extraction activities."

Sensitive land uses is defined as follows:

"Means buildings, amenity areas, or outdoor spaces where routine or normal activities occurring at reasonably expected times would experience one or more *adverse effects* 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."

The PPS contains the same definition of "adverse effect" as contained in the Environmental Protection Act.

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 Official Plan Amendment attached to this report provides for appropriate development opportunities within the study area and is consistent with the PPS.

Growth Plan

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. Similar to the PPS, it references the need to protect and preserve employment areas and to meet long term needs. It also refers to intensification by major transit station areas.

Definitions that warrant specific reference relate to "Employment Area", "Major Transit Station Area", and "Higher Order Transit".

Employment Area is defined as:

"Areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities."

Major Transit Station Area is defined as:

"The area including and around any existing or planned higher order transit station within a settlement area, or the area including and around a major bus depot in an urban core. Station areas generally are defined as the area within an approximate 500m radius of a transit station, representing about a 10-minute walk."

Higher Order Transit is defined as:

"Transit that generally operates in its own dedicated right-of-way, outside of mixed traffic, and therefore can achieve a frequency of service greater than mixed-traffic transit. Higher order

transit can include heavy rail (such as subways), light rail (such as streetcars), and buses in dedicated rights-of-way."

The Milliken GO station is considered to be a "Major Transit Station Area" and the Stouffville GO rail service is considered to be "Higher Order Transit" as defined in the Growth Plan.

The draft Official Plan Amendment attached to this report conforms and does not conflict with the Growth Plan. The draft policies provide for increased intensification by a major transit station area while protecting and preserving the existing employment area for current and future employment uses.

Transportation

Some of the road and transit infrastructure improvements planned in the area will create opportunities for future development. New public road linkages, connecting the *Regeneration Area* to the outlying arterial road network, will also assist in the distribution of traffic to and from the area.

The planned increase in transit service levels along the Stouffville GO rail corridor, together with the potential for internal trips resulting from future mixed use development on lands north of the Milliken GO Station, create the potential for a substantial increase in pedestrian activity in the area. In this respect, the boulevard space for pedestrian movement in the area should be enhanced to ensure connections and a safe/comfortable pedestrian environment is achieved. Further, direct and attractive connections should be secured in any development approvals where warranted.

The creation of two new public streets east of Kennedy Road, each with a minimum 20-23 metre right-of-way width, and as shown in the Conceptual Masterplan (see Attachment 6) found within the Urban Design Guidelines, will provide direct access to the GO station, improve the local road network and enhance the connectivity for all modes of transportation (pedestrian, cycling, transit, and vehicular). Further, a new public street at the north limit of the Milliken GO lands provides an opportunity to create additional public street frontage, address and access for lands to the north, namely the Global Fortune and Splendid China Mall lands. Both road links will be secured incrementally as a condition of development approval on affected lands.

The new road links are shown in the Conceptual Masterplan and Urban Design Guidelines recommended for the Steeles-Redlea area and are proposed to be added to Schedule 2 of the Official Plan. SASP 395, as amended, also references the need for a 20-23 metre right-of-way for both links (see Attachment 9).

A multi-purpose (pedestrian/cycling) link across Steeles Avenue, connecting directly to the Milliken GO Station is strongly desired. As noted earlier, the scope of the EA for the Steeles Avenue grade separation may include pedestrian and cycling access across Steeles Avenue.

Individual development proposals are required to submit a traffic impact study in support of the proposal.

Land Use Compatibility

Lands within the proposed *Mixed Use Areas* designation are located beyond the minimum distance separation recommended by the provincial D6 Guidelines for all but one existing industrial facility in the area based upon their industrial classification under the D6 guidelines. The one exception is Commonwealth Brick / Century Concrete Block where the recommended minimum 300 metre distance separation, measured from the closest part of the property line, extends onto the south-east portion of the Splendid China Mall site. However, the adjacent Stouffville GO rail corridor and the presence of many intervening buildings on Silver Star Boulevard must be taken into account. Further the 300 metre infringement area is within the required 30 metre setback area from the rail corridor where residential uses will not be permitted. It should also be noted that the Mon Sheong development under construction in Markham is a similar distance away and there are long established residential neighbourhoods on the east side of Midland Avenue directly across from these operations.

Staff rely on the various assessments conducted by Golder and their evaluation of land use compatibility as it relates to existing industrial operations.

Further, staff have considered existing zoning on employment lands in the area and acknowledge that it is fair to assume that future medium to heavy industrial uses, which are reasonably expected to have contaminant emissions, may choose to locate on nearby lands zoned for such uses, as evidenced by the recent interest in locating or protecting for ready-mix concrete batching plants in the immediate area.

The possible mobile ready-mix concrete batching plant at 65 Passmore Avenue (see Attachment 8) is approximately 460 metres from the south property limit of lands proposed to be designated as *Mixed Use Areas*. As noted earlier, site plan approval will be required for this facility. It appears that the intention is to utilize state of the art technology which results in much of the operations being self-contained and enclosed, thereby reducing the resultant noise and dust impacts typically associated with such operations. This will need to be verified when a site plan application has been filed. An ECA is required from the MOECC before operations can commence. The MOECC advises that acoustic modelling and an Emission Summary Dispersion Modelling Report (ESDM) will be required, among other matters.

Crupi, as noted earlier, has indicated that they wish to maintain their ability to locate a ready-mix concrete batching plant on the north portion of their lands at 70 Passmore Avenue (see Attachment 8). These lands are approximately 180 metres from the Global Fortune lands at 4665 Steeles Avenue where residential uses are proposed. The Stouffville GO rail corridor is located between the two properties and double tracking and all day rail service is proposed. As noted earlier, no specific plans or operational details have been provided. Regardless, existing zoning permits the use and outdoor storage and operations can be required to be fenced through the site plan approvals process. It appears that Crupi has the opportunity to minimize dust and odour impacts through the use of advanced technology, as proposed on the 65 Passmore Avenue lands, and through exercising several options including, but not limited to, maximizing separation distances to sensitive points of reception, use of acoustic barriers and optimizing building locations and layouts to minimize impacts.

The north half of Crupi's 70 Passmore Avenue lands (see Attachment 8) abut the Stouffville GO Train rail corridor and are directly across from the Milliken GO Station. Given the provincial investment related to the expansion of Stouffville GO Train rail service and planned improvements to the Milliken GO Station site, including a new east platform and related pedestrian connections, including the possibility of direct connections on lands east of the rail Corridor to Silver Star Boulevard, it is fair to presume that Crupi, as a long standing industrial operator in this area, will strive to minimize off-site impacts by employing some of the options noted above.

Future concrete batching plants will be required to meet provincial regulatory requirements, including obtaining an ECA from MOECC, as noted earlier, and to demonstrate compliance with the regulatory standards starting at the edge of the property for air quality, and at a point of reception for noise and vibration.

Staff note that none of the written submissions by industrial operators in the area acknowledge that sensitive land use permissions (long term care facility and places of worship) are currently provided for in the Official Plan on all lands north of Passmore Avenue via SASP 104. Further, staff are not aware of any instances where this long standing policy permission has curtailed an industrial operator's ability to operate and/or secure an ECA from the MOECC (previously a Certificate of Approval). Regardless, as noted elsewhere in this report, staff are recommending that SASP 104 be deleted from lands north of Passmore Avenue and only existing places of worship be permitted.

Golder has stated that since the *Regeneration Area* is located in a high ambient noise environment and meets the requirements of the Class 4 classification as defined in NPC-300 that it is appropriate for the City to consider the Class 4 classification.

Legal agreements for noise mitigation between proponents of a noise sensitive land use and owner(s) of industrial facilities (stationary sources as defined) are strongly encouraged prior to a Class 4 classification being considered. These agreements should outline the framework for co-operation among the parties, including related costs, and are intended to provide protection for both the stationary (industrial) source and the noise sensitive land use.

In terms of the NPC-300 Guidelines, Council is considered the land use planning authority.

Industrial facilities are required to demonstrate compliance with the applicable sound level limits at the surrounding points of reception when an application for an ECA is submitted to the MOECC. As a result, the consideration of a Class 4 confirmation is most appropriately done at the zoning by-law amendment stage, after a detailed noise impact assessment has been done and a detailed review of all development plans has confirmed that the required mitigation measures have been identified and can be implemented.

Office Uses

It is an important economic development objective of the City and policy directive of the Official Plan to encourage transit-oriented office growth within walking distance of an existing GO Station on lands designated *Mixed Use Areas* and *Employment Areas*.

New development should support investment in transit improvements. Generally, office development generates greater ridership than the same area of residential GFA. The City provides incentives to promote office space near rapid transit. A report to Council that refers to existing and potential incentive programs can be found at this link:
<http://www.toronto.ca/legdocs/mmis/2013/cc/bgrd/backgroundfile-64864.pdf>

Existing SASP 395 includes a requirement that development of residential units must also provide office employment uses.

In keeping with this City-wide and Site and Area Specific policy directive, a specific obligation has been established in the amended SASP 395 that requires lands that are designated as *Mixed Use Areas* to provide a minimum of 15 percent of total non-residential gross floor area within any mixed use development that includes residential uses be for office uses and in no case shall be less than 2,000 m² in size (approx. 21,500 ft²) and must be provided within the first phase of development. For lands designated as *General Employment Areas*, a component of total gross floor area must be provided for office uses and within the first phase of development.

Affordable Housing

Creating and maintaining affordable housing is one of the City's key priorities. Despite there being no large sites (5 ha) in the Study Area, the introduction of residential uses within even a portion of the Study Area presents an opportunity to secure affordable housing to allow for choice in housing tenure and/or affordability in close proximity to a GO station. The draft Site and Area Specific Policy (SASP 395 amended) encourages the provision of affordable housing on the lands proposed to be re-designated to *Mixed Use Areas*.

Public Art

High quality public art is important to the enhancement of Toronto's urban fabric and contributes to the identity and character of many of neighbourhoods and districts. Public art contributions will be encouraged at key locations to enhance the emerging character of and to define the public realm structure of the area and where appropriate, will be secured through S. 37 as noted below. The draft urban design guidelines attached identify possible locations for public art.

Section 37

Section 37 provisions of the Official Plan will continue to apply to the redevelopment of lands in the Study Area. Section 37 of the *Planning Act* authorizes a municipality with appropriate Official Plan provisions to pass Zoning By-laws involving increases in the height and/or density not otherwise permitted by the Zoning By-law in return for the provision of community benefits by the owner.

No discussions regarding S. 37 community benefits have been held between City Planning staff and the Global Fortune Group on either application as the focus has been on determining appropriate land use designations and developing a future development framework for the study area. Once this has been established, the recommendations within the Community Services and Facilities Strategy and Implementation Plan will be used to inform negotiations with the applicants as will key elements of the urban design guidelines related to securing public access over private lands as warranted (i.e. publicly accessible open space) and other City priorities such

as, but not limited to, affordable housing, public art and the requirement for the Redlea Avenue extension south to Passmore Avenue.

IMPLEMENTATION

Draft Official Plan Amendment 321

Proposed Official Plan Amendment No. 321 is included as Attachment 9 to this report.

The *Regeneration Areas* designation is proposed to be deleted from all lands as the study is now complete and this designation is no longer warranted. Lands fronting on Steeles Avenue and adjacent lands on Redlea Avenue north of the Milliken GO site are proposed to be designated as *Mixed Use Areas*. The balance of the lands, which include the GO site, Global Fortune lands at 3447 Kennedy (rear) and Anchor Shoring lands are proposed to be designated as *General Employment Areas*. As noted earlier, OPA 231 proposes to designate surrounding employment lands north of Passmore Avenue as *Employment Areas* and eventually to *General Employment Areas* upon approval of the latter designation.

Draft Official Plan Amendment 321 also proposes to amend Site and Area Specific Policies (SASP) 104 and 395 and add a new SASP 497 as discussed further below.

SASP 395 (Amended)

SASP 395 is proposed to be amended to exclude the Anchor Shoring lands which are actively used for industrial uses. As noted earlier, Anchor Shoring is a well established industrial operator with extensive outdoor operations. They have indicated that they intend to remain in their current location and continue to expand their operations. As noted earlier, these lands are proposed to be designated as *Employment Areas* and are not viewed as being part of a future development framework for the area.

An amended SASP 395 is proposed to apply to the balance of the lands currently designated as *Regeneration Areas*. There are no active industrial uses on these lands and the most impactful uses are limited to vehicle repair and service on small lots on the east side of Redlea Avenue.

SASP 395 requires development to be generally in accordance with the Conceptual Masterplan contained within the Urban Design Guidelines prepared for this area. Improved pedestrian, cycling, public transit and vehicular connectivity to the Milliken GO Station is crucial in order to improve accessibility and connectivity and key links will be secured as a condition of development approval, where warranted.

Two east-west streets framing the Milliken GO site are required to be provided, along with a new direct, north-south mid-block pedestrian/cycling connection from Steeles Avenue (see Attachment 6). These required connections are also shown in the proposed official plan amendment (see Attachment 9).

Office uses are required as part of any new development on all lands. SASP 395 also establishes community benefit priorities for the area.

Obligations to provide office uses as part of any development proposed on lands to be designated as *Mixed Use Areas* have been established given the lands proximity to the Milliken GO Station. Further, any development proposing sensitive land uses (i.e. residential) will be required to submit detailed Land Use Compatibility and Impact Assessments prior to any zoning by-law amendments being considered. Any new development on the 4665 Steeles Avenue East lands will be required to provide a direct mid-block connection from Steeles Avenue to the Milliken GO site and to provide required parking for the Splendid China Mall Condominium Corporation and any necessary easements and rights-of-way for parking, vehicular, pedestrian access, servicing and maintenance.

SASP 104 (Amended)

As it relates to lands located north of Passmore Avenue, OPA 231 proposes to designate all lands, with the exception of the *Regeneration Area*, into a *General Employment Areas* designation. This designation permits, among other uses, industrial trade schools and fitness centres. Long term care facilities, libraries, places of worship and fraternal organizations are not accommodated and none currently exist within this area with the exception of four (4) places of worship which City Planning recommends be permitted through the addition of a new SASP 497 as further discussed in the section below.

In order to better align the land use permissions of the *General Employment Areas* designation with the proposed official plan policies resulting from this *Regeneration Area* study, it is proposed that SASP 104 be deleted in its entirety from lands north of Passmore Avenue.

It is recommended that the balance of SASP 104, south of Passmore Avenue, be reviewed by City Planning after the outstanding appeals on the new *Employment Areas* policies adopted by City Council via OPA 231 have been resolved.

SASP 133 (Retain)

It is recommended that existing SASP 133 retail and service use permissions be reviewed by City Planning after the outstanding appeals on the new *Employment Areas* policies adopted by City Council via OPA 231 have been resolved.

SASP 497 (New)

There are four (4) existing places of worship within the Milliken Employment District, north of Passmore Avenue. Two are located on Kennedy Road and two on Midland Avenue. The specific places of worship and their respective addresses are as follows:

- Maitreya Great Tao Hep Kwong Temple Inc. - 3471 Kennedy Road (Ward 39)
- Living Stone Assembly - 3501 Kennedy Road (Ward 39)
- Toronto Chinese Seventh Day Adventist Church - 3988 Midland Avenue (Ward 41)
- Chung Wah Tao Tak Tong - 4220 Midland Avenue (Ward 41)

Staff recommend that a new Site and Area Specific 497 policy be added to Chapter 7 of the Official Plan to permit a place of worship use at each of the four locations where they currently exist.

This draft official plan policy direction was presented at the Community Consultation Meeting held on June 23, 2015. No opposition was raised to this approach.

Urban Design Guidelines

Urban Design Guidelines have been prepared that are intended to establish a development framework and principles for redevelopment for lands in the study area and to complement and further articulate the policy directives of the Official Plan and Site and Area Specific Policy 395 (see Attachment 10). Consultation during the study with key stakeholders such as Metrolinx, local residents, and employment land owners and operators has contributed to the development of these guidelines.

Planned changes in the area, as noted earlier in this report, both individually and collectively, will change existing conditions regardless of whether this study was undertaken. Accordingly, the guidelines include reference to planned Milliken GO Station improvements and the Redlea extension south to Passmore Avenue. The guidelines assume an underpass option for the planned Steeles Avenue / GO Transit Rail grade separation as a likely future condition and design details from the 2004 Council approval applied. It is acknowledged, however, that a new EA for the grade separation and Steeles road widening will commence later this year. If warranted, the design guidelines will be updated to reflect the recommendations of the new EA.

The proposed service improvements on the Stouffville GO rail line, including double tracking, together with the planned improvements to the Milliken GO Station create expectations and present opportunities to better connect this public asset not only to adjacent lands but to the lands within the larger area, including the Heathwood Community west of Kennedy Road and lands north of Steeles Avenue in Markham.

Based upon specific principles for redevelopment, a Conceptual Masterplan (the Masterplan) has been prepared to demonstrate what elements are needed to establish the future development framework and how it can be achieved. These elements include:

- New Public Streets, Blocks and connections (pedestrian & cycling);
- Focus Area and Open Spaces;
- Public realm improvements (Steeles & Redlea included); and
- Built Form.

Please refer to Attachment 10 for complete details.

The Conceptual Masterplan includes new public streets and smaller block sizes which will facilitate public transit and vehicular, pedestrian and cycling access within the immediate and surrounding areas.

New Streets & Blocks

The proposed street network includes two new, east-west public streets that are intended to, over-time, connect Kennedy Road to the Milliken GO Station (Streets A & B) along the north and south limits of the GO Transit site. The expectation is that these important road connections will be secured incrementally and as a condition of development approvals on lands both within the *Regeneration Area*, including the Metrolinx GO site itself, and the adjoining Global Fortune

lands to the north and south, as well as on lands outside the *Regeneration Area*, between Kennedy Road and Redlea Avenue, when the opportunity arises. These streets are intended to accommodate public transit, given integrated TTC bus service is desired, along with dedicated cycling lanes, and enhanced boulevards with sidewalks and tree planting.

Draft OPA 321 attached proposes to amend the Official Plan to establish the City's authority to secure these new roads as a condition of development approval.

Should the Milliken GO Station site redevelop in the future, an additional north-south, preferably public street, should be provided to improve connectivity and to create future development opportunities on smaller blocks.

Pedestrian & Cycling Connections

Improvements to the Milliken GO Station, as discussed earlier in this report, are required to accommodate the planned rail corridor and service level expansion. Pedestrian and cycling connectivity to the existing station will be improved and these improvements are reflected in the guidelines. Among these improvements is a pedestrian/cycling bridge across Steeles Avenue to mitigate for the planned Steeles/GO rail grade separation. Metrolinx, the City of Toronto and City of Markham all acknowledge the value of this connection, however, details and logistics are subject to the findings of the EA for the Steeles grade separation.

Metrolinx initiatives related to double tracking and a new east platform present an opportunity to provide pedestrian connections to lands east of the rail corridor on Silver Star Boulevard as shown in the guidelines.

A future, north-south, mid-block pedestrian (possibly cycling as well) connection through the Global Fortune lands (Block 1) to the Milliken GO station site is shown and is required by Metrolinx, as noted in their comments on the 4665 Steeles Avenue zoning application. This provides an opportunity to create a direct, safe and attractive connection from Steeles Avenue to the Milliken GO Station. This mid-block connection also has the opportunity to dovetail with the north-south street connection desired on the Metrolinx lands as noted above.

Focus Areas & Open Space

Opportunities for focus areas and open space, including privately accessible open spaces (POPS) have been identified at select locations, including along Steeles Avenue and the proposed new public streets framing the Milliken GO Station site. Enhanced streetscapes, view terminus and public art are encouraged. All of these matters will be secured as conditions of development approval where warranted.

There are challenges to securing new public parkland given the presence of industrial operations in the area and the potential for land use conflicts, the expected public realm changes on Steeles Avenue associated with the Steeles Avenue / GO rail corridor grade separation and the uncertain timing related to the securing of new public streets to frame the Milliken GO Station site. This places greater importance on the need to secure POPS, enhanced streetscapes, and safe and attractive pedestrian and cycling connections to ensure a healthy living environment on the proposed *Mixed Use Areas* lands by Steeles Avenue. Appropriate locations for and design elements related to future open space will be informed by the environmental impact studies required to support any application for residential development.

Public Realm Improvements

Improvements to the Steeles Avenue streetscape, from Kennedy Road to Midland Avenue, have been identified based, in part, upon design details from the 2004 Steeles grade separation EA. Ultimately, the new EA will make recommendations regarding detailed design elements which will then serve to inform the future streetscape details. Given Steeles Avenue is entirely under the jurisdiction of the City, these streetscape details will also be applied to lands on the north side in the City of Markham.

Built Form

Building height and massing transition is required to be provided to the south, east and west of the proposed *Mixed Use Areas* lands north of the Milliken GO Station, given surrounding lands within the City of Toronto are planned to remain as employment lands. The tallest buildings shall be located on lands fronting on Steeles Avenue and north of the Milliken GO Station site. Heights are to transition downwards to Steeles Avenue to ensure adequate massing and sunlight provisions and to lower scaled buildings to the south and east as shown in the draft Urban Design Guidelines.

Lands to the south and south-east, on the planned Redlea Avenue extension, Passmore Avenue and Silver Star Boulevard, as described in detail in this report, are predominantly used for industrial operations and zoned accordingly. As noted in the Official Plan, development proposing sensitive land uses will be required to be appropriately designed, buffered, and/or separated from industrial uses and the rail corridor to prevent adverse effects from noise, vibration, odour and other contaminants, and to ensure public safety. Development proponents will be responsible for implementing required mitigative measures to accommodate sensitive land uses.

Zoning By-law Amendments

Zoning By-law Amendments are required to implement the proposed draft Official Plan policies and related Urban Design Guidelines.

As discussed in the 'Zoning' section of this report, no lands in the area are currently zoned to permit residential uses. The transition to a mixed-use development form on lands north of the Milliken GO Station is anticipated to occur over time. As a result, Planning staff recommend that zoning by-law amendment applications, such as that at 4665 Steeles Avenue East, be considered on a site-specific basis to ensure appropriate mitigation measures are designed and can be implemented and to secure, among other matters, S. 37 community benefits in exchange for the height and/or density permitted.

Holding (H) zones may also be used to define and include conditions required to be met prior to the removal of the 'H' symbol. These conditions may pertain to matters such as, but not limited to: conveyance of required lands and/or easements for the purpose of the future Steeles Avenue grade separation and/or Steeles Avenue widening; and submission and acceptance of additional servicing and transportation assessments.

CONCLUSION

Lands within the Steeles-Redlea *Regeneration Area* include a range of uses, including the Milliken GO station lands along the Stouffville GO line which is part of the regional transportation system operated by Metrolinx, and a successful, space extensive industrial operator (Anchor Shoring) to the south. Development applications proposing significant and tall mixed use, predominately residential, development on lands owned by Global Fortune fronting on Steeles Avenue East and lands located between the Milliken GO site and the Anchor Shoring lands intend to transform the existing landscape. Intensification by a major transit station such as the Milliken GO station is both a provincial and City policy directive as is the protection and preservation of employment areas for long term employment needs.

Land use permissions north of Steeles Avenue, in the City of Markham, are presently under review but it is reasonable to expect that the existing landscape there will change over time, subject to available infrastructure, from a lower scale commercial context to a higher, denser, mixed use context. This transition has already begun to emerge near Steeles and Midland Avenues where 6-24 storey predominately residential development has been built or is under construction.

The Steeles-Redlea *Regeneration Area* Study has included significant public outreach and consultation with key stakeholders and has been informed by Environmental Impact, Transportation, Servicing and Community Services and Facilities Assessments.

Urban Design Guidelines have been prepared which, together with draft OPA 321, serve to establish a future development framework that strikes an appropriate balance between protecting the health and viability of the lands within the Milliken Employment District while creating an Official Plan policy permission which provides an opportunity for sensitive, mixed use development on lands north of the Milliken GO site. The proposed official plan amendment and urban design guidelines, if adopted, position lands fronting on or near Steeles Avenue to redevelop and capitalize on investment in this regional transit asset and to inform, in part, the anticipated emergence of a mixed use community north of Steeles Avenue in the City of Markham.

The proposed *Mixed Use Areas* designation comes with specific obligations related to the introduction of sensitive land uses and the need to demonstrate land use compatibility with nearby industrial employment uses. Further, the provision of office space and the securing of new road and pedestrian connections to the Milliken GO Station, the public asset upon which the original request to consider conversion at 4665 Steeles Avenue East lands is mainly predicated on, is also required.

An *Employment Areas* designation on the balance of the lands provides for intensification opportunities on or abutting the Milliken GO site, including office employment uses, and provides for the continuation of industrial operations on the Anchor Shoring lands.

Existing zoning will remain in effect. Pre-zoning of lands, even with a Holding (H) symbol, is not appropriate at this time given the implications it poses to nearby industrial operators when seeking approvals from the MOECC. Rezoning applications seeking sensitive land use permissions on lands proposed to be designated as *Mixed Use Areas* will only be considered on a

site specific basis and must demonstrate land use compatibility and include detailed mitigation measures demonstrating how impacts will be addressed.

Developers are encouraged to enter into discussions with industrial land owners and/or operators wherever possible to address issues of individual or mutual concern related to possible land use conflicts and to enter into legal agreements, if required, to ensure mitigation of adverse effects to the greatest degree possible.

This report recommends that a public meeting on the proposed official plan amendment and draft Steeles-Redlea Urban Design Guidelines be scheduled for the November 16, 2015 meeting of Planning and Growth Management Committee.

CONTACT

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E-mail: dmuirhe@toronto.ca

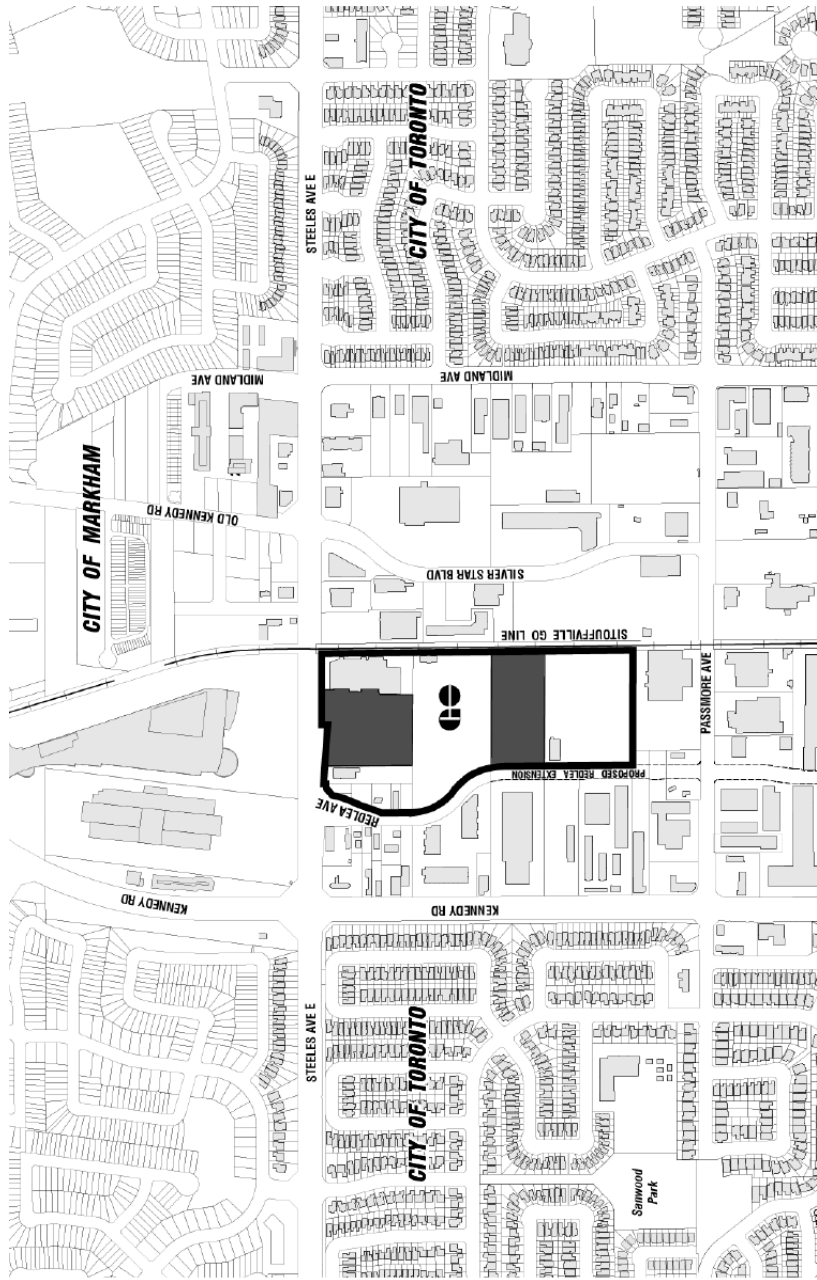
SIGNATURE

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

ATTACHMENTS

Attachment 1: Context Plan
Attachment 2: Official Plan (In Force)
Attachment 3: Official Plan as Amended by OPA 231
Attachment 4: Official Plan – SASP 104, 133 & 395
Attachment 5: Zoning
Attachment 6: Conceptual Masterplan
Attachment 7: Global Fortune Vision
Attachment 8: Key Industrial Operators
Attachment 9: Draft Official Plan Amendment
Attachment 10: Steeles-Redlea Urban Design Guidelines

Attachment 1: Context Plan



Steeles-Redlea Regeneration Area Study

Global Fortune Lands

File # 14 123169 ESC 39 TM

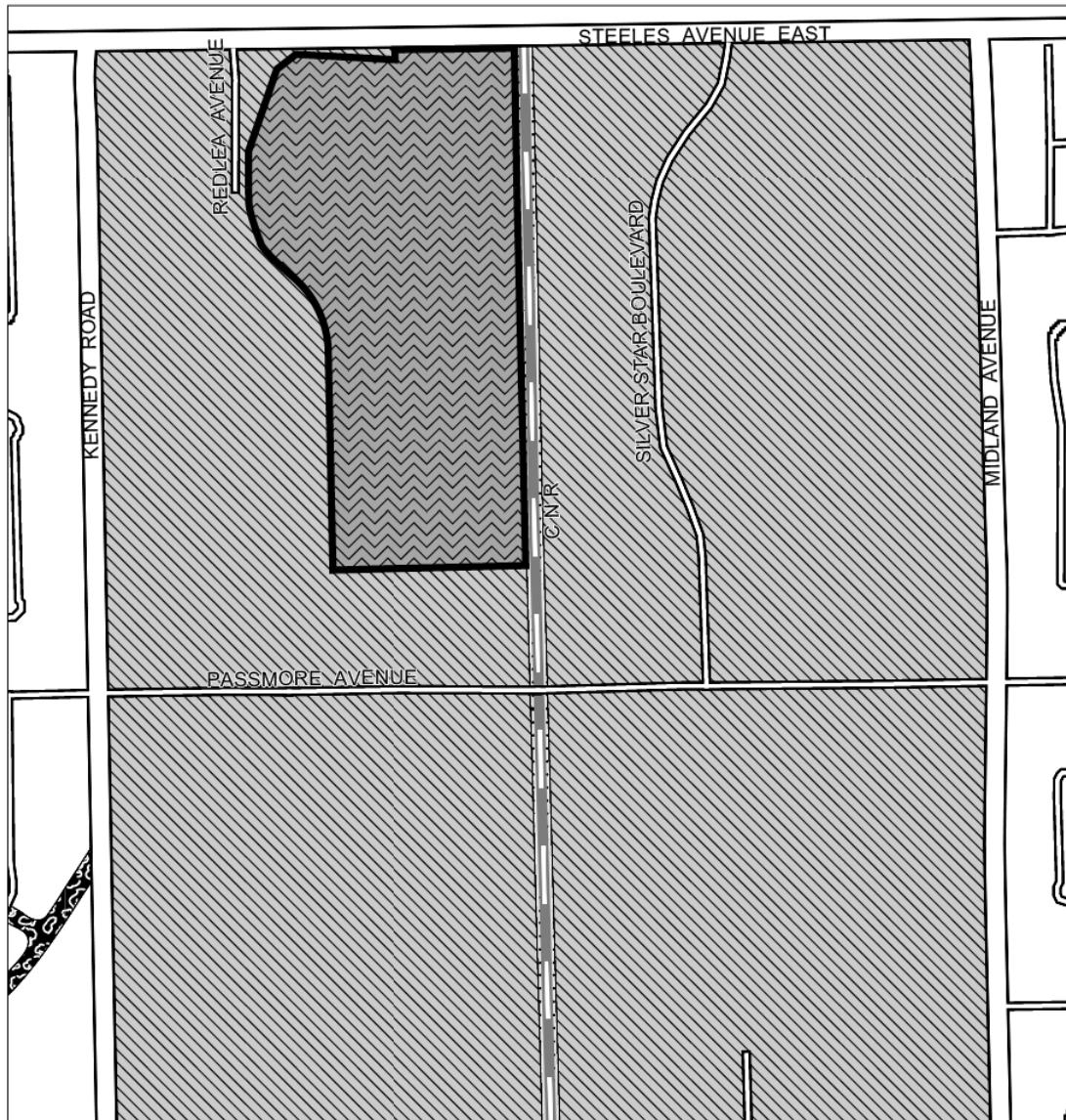


Context Plan

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Attachment 2: Official Plan (In Force)



Toronto City Planning
Official Plan

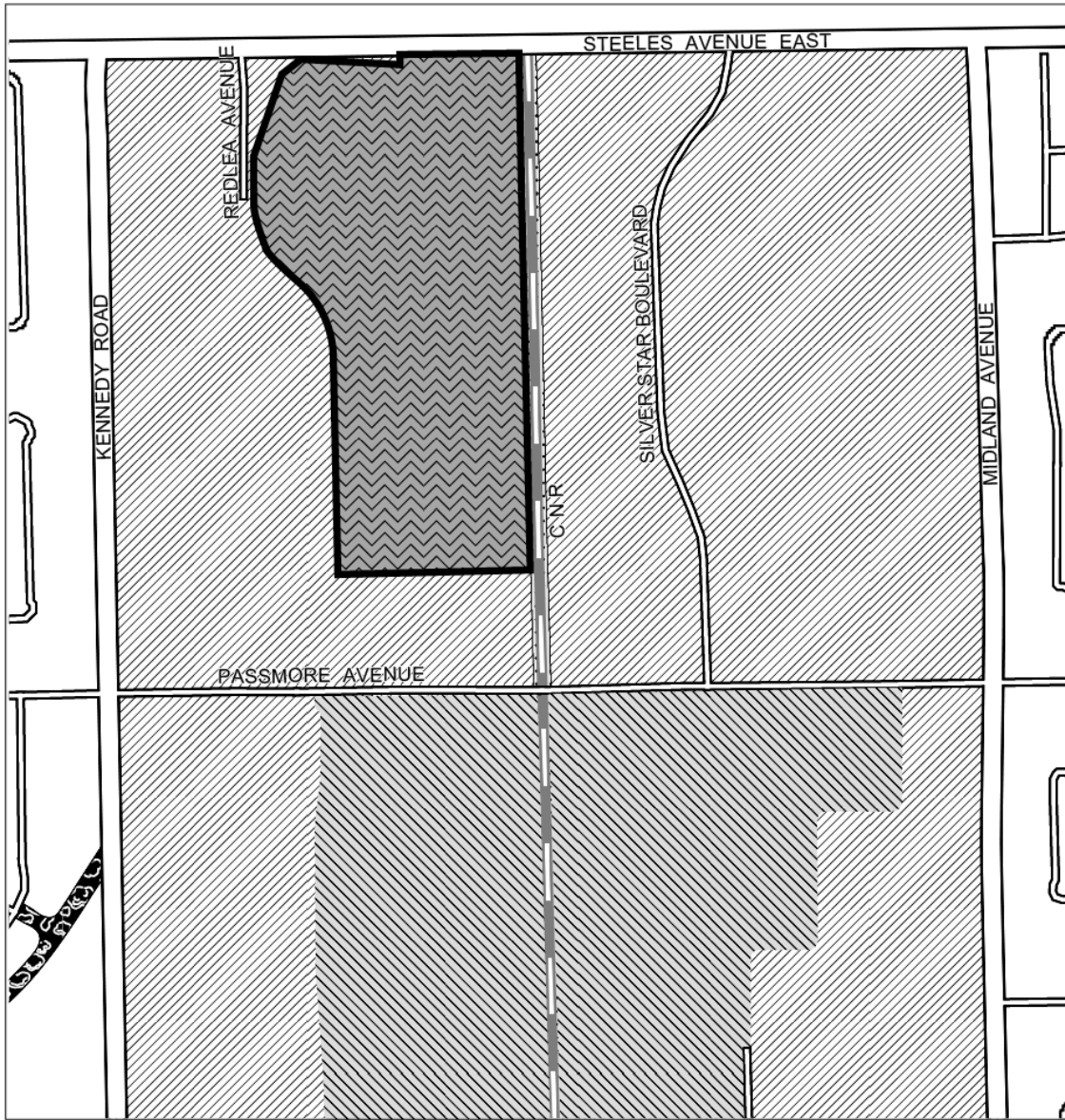
Steeles-Redlea Regeneration Area Study

File # 14 123169 ESC 39 TM



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Attachment 3: Official Plan as amended by OPA 231



Steeles-Redlea Regeneration Area Study

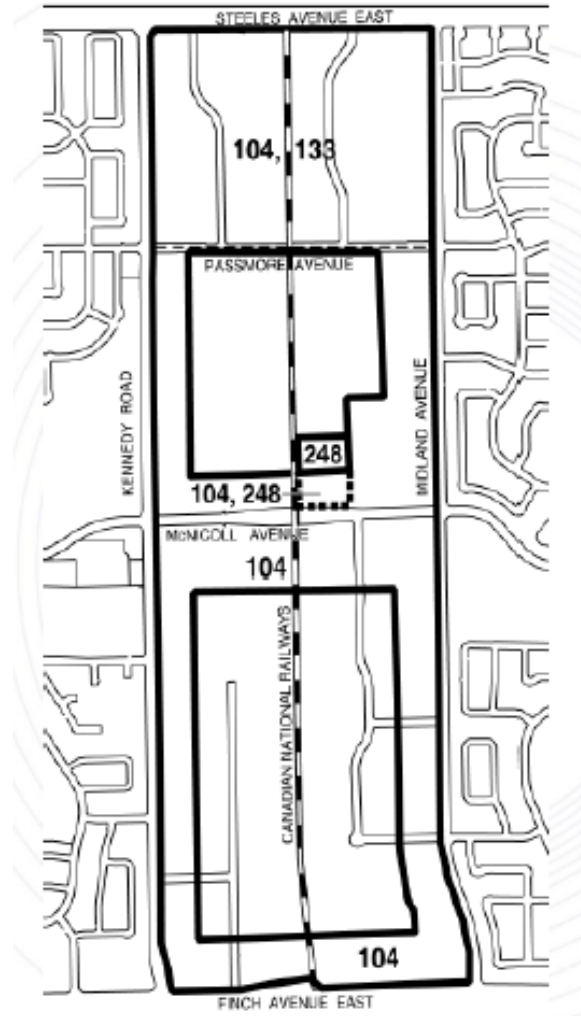
Official Plan as Amended by OPA #231

File # 14 123169 ESC 39 TM

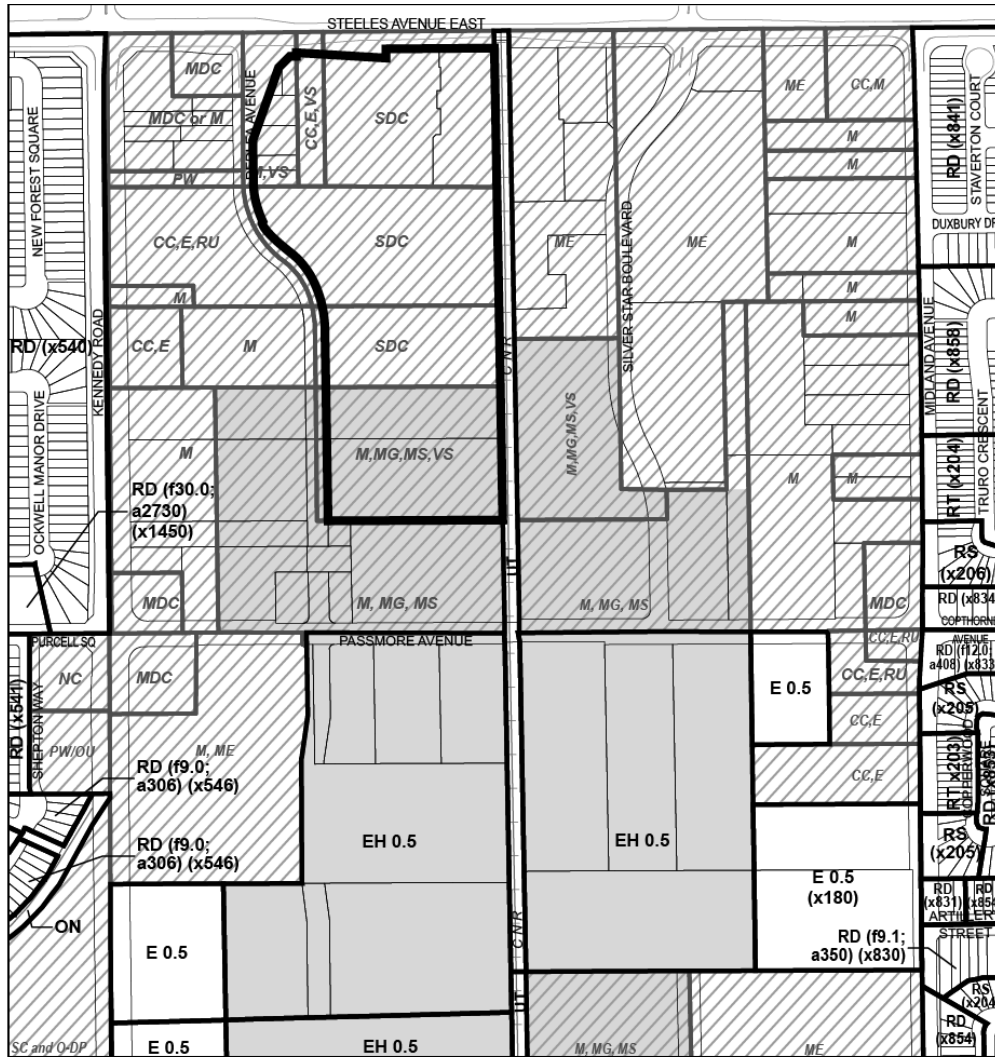


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Attachment 4: Official Plan – SASP 104, 133 & 395



Attachment 5: Zoning



Steeles-Redlea Regeneration Area Study

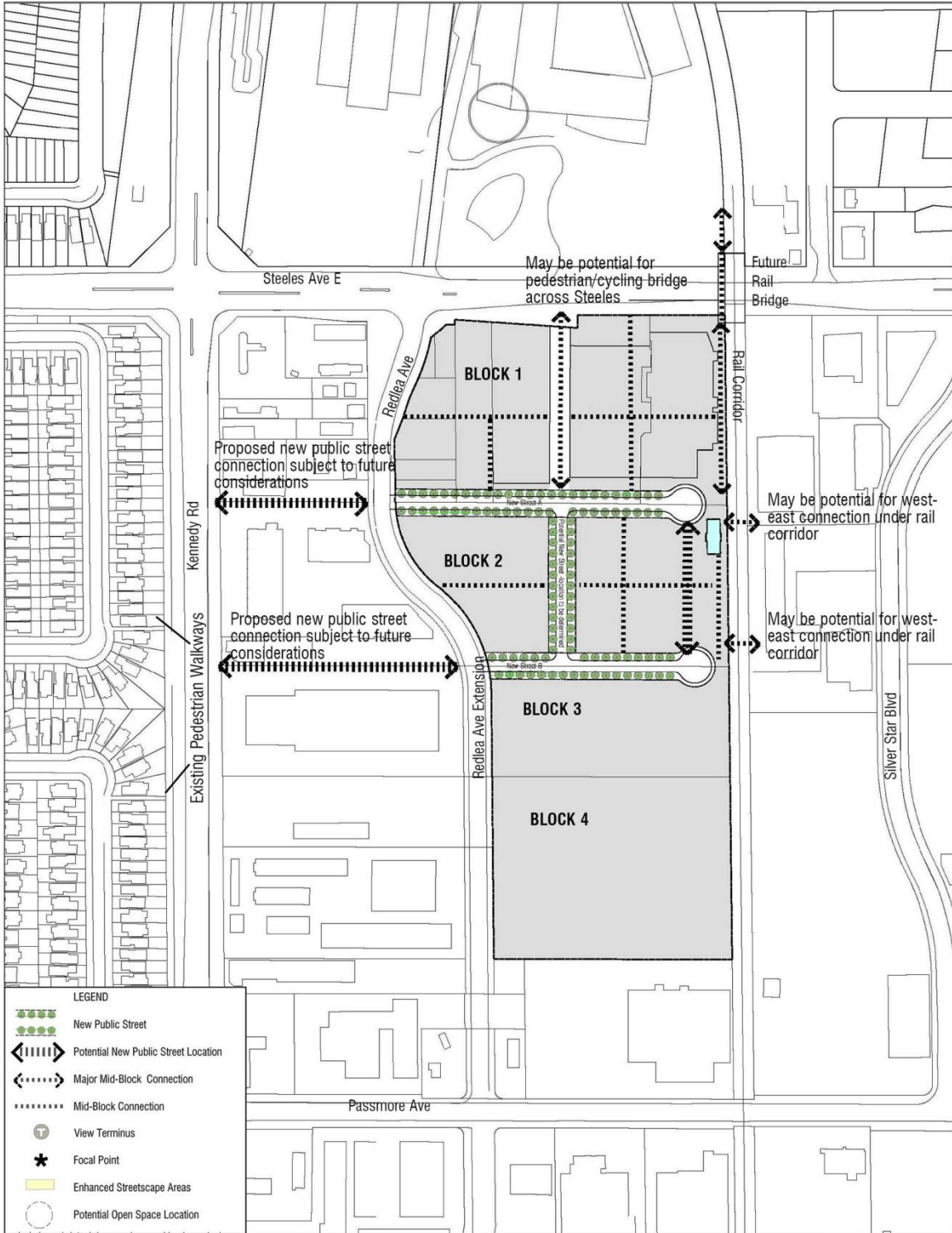
Zoning By-Law No. 569-2013

File # 14 123169 ESC 39 TM

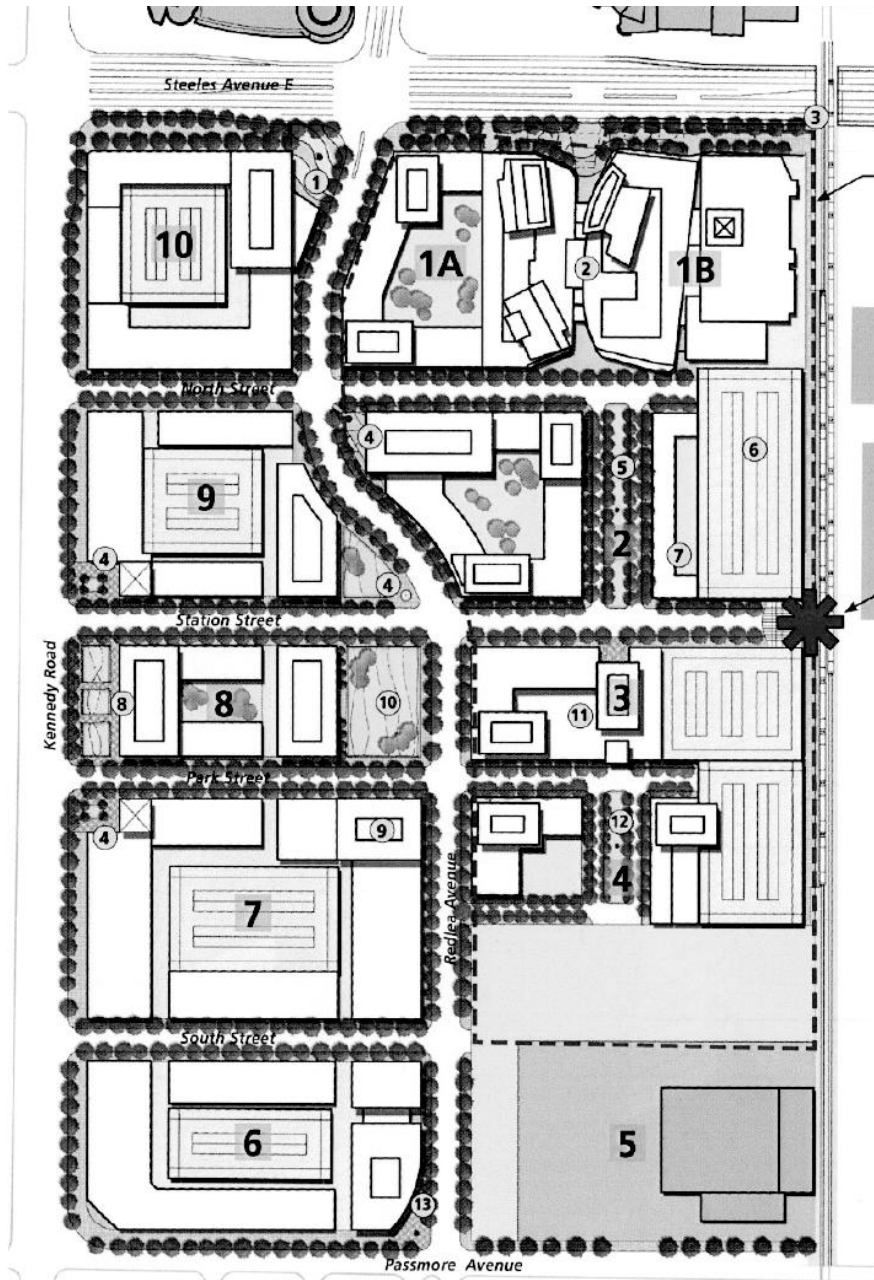
<p> Regeneration Area</p> <p>RD Residential Detached RS Residential Semi-Detached RT Residential Townhouse E Employment Industrial</p>	<p> Zoning Potentially Allows for 'Heavy Industrial' (Class III)</p> <p>EH Employment Heavy Industrial ON Open Space Natural OR Open Space Recreation UT Utility and Transportation</p> <p>NC Neighbourhood Commercial SC and O-DP School and Major Open Space District Place(s) of Worship/Office Uses PW/OU Place(s) of Worship/Office Uses M Industrial Zone</p>	<p> See Former City of Scarborough Steeles Community Bylaw No. 16762 See Former City of Scarborough Employment District Bylaw No. 24982 (Milliken)</p> <p>ME Mixed Employment Zone MDC Industrial District Commercial Zone MDC or M Industrial District Commercial Zone or Industrial Zone SDC Special District Commercial Zone S Single-Family Residential Zone</p>	<p> See Former City of Scarborough Steeles Community Bylaw No. 16762 See Former City of Scarborough Employment District Bylaw No. 24982 (Milliken)</p> <p>ME Mixed Employment Zone MDC Industrial District Commercial Zone MDC or M Industrial District Commercial Zone or Industrial Zone SDC Special District Commercial Zone S Single-Family Residential Zone</p> <p style="text-align: right;">Not to Scale Extracted: 01/27/2015</p>
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Attachment 6: Conceptual Masterplan

Conceptual Masterplan in Context - New Streets, Blocks and Connections



Attachment 7: Global Fortune Vision



Global Fortune Vision

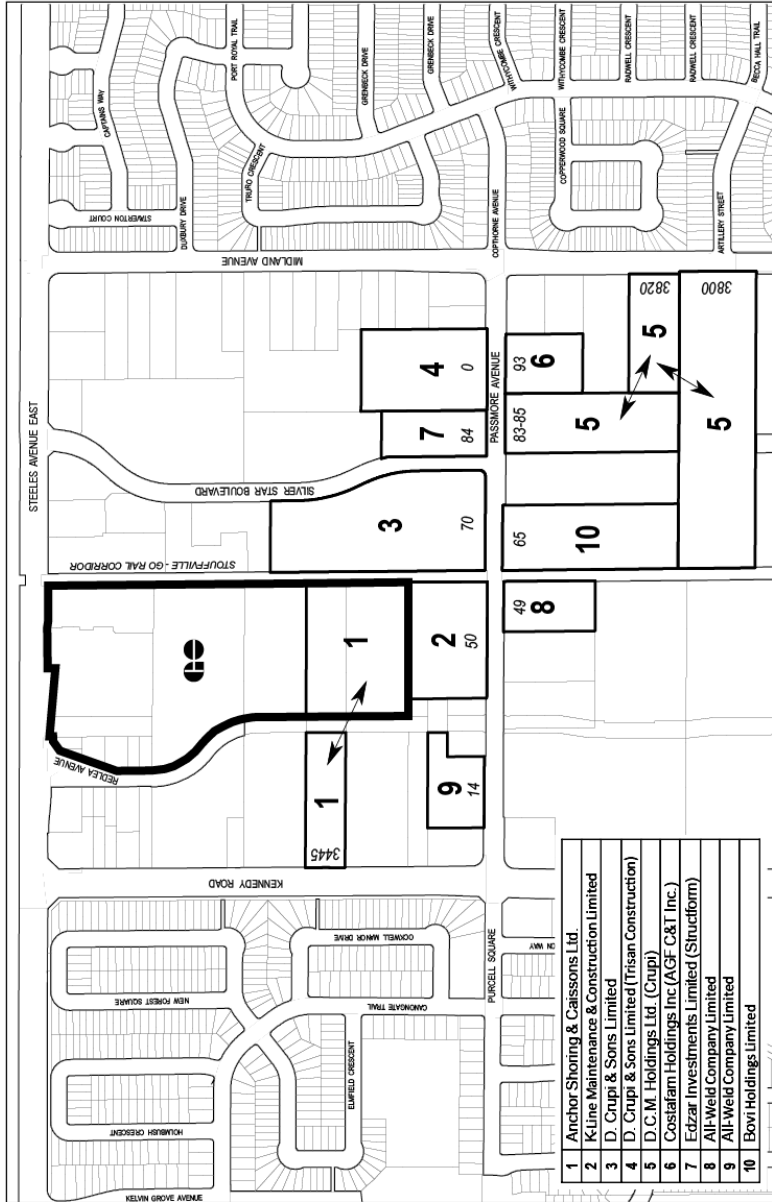
Applicant's Submitted Drawing

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08/19/15

Steeles-Redlea Regeneration Area Study

File # 14 123169 ESC 39 TM

Attachment 8: Key Industrial Operators



 Steeles-Redlea Regeneration Area Study
North Milliken Employment District

 Key Industrial Operators

File # 14 123169 ESC 39 TM

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8/19/15

Attachment 9: Draft Official Plan Amendment

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

Enacted by Council: ~, 20~

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~-20~

To adopt an amendment to the Official Plan for the City of Toronto respecting lands bounded by Steeles Avenue East, GO Train Corridor, Redlea Avenue Extension and the north boundary of properties on Passmore Avenue

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

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

The Council of the City of Toronto enacts as follows:

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

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

JOHN TORY,
Mayor

ULLI S. WATKISS,
City Clerk

(Corporate Seal)

AMENDMENT NO. 321 TO THE OFFICIAL PLAN

LANDS BOUNDED BY STEELES AVENUE EAST, GO TRAIN CORRIDOR, REDLEA AVENUE EXTENSION AND THE NORTH BOUNDARY OF PROPERTIES ON PASSMORE AVENUE

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

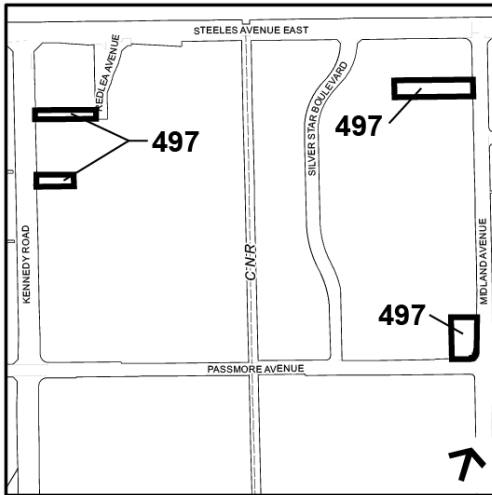
1. Map 19, Land Use Plan, is amended by redesignating the lands located south of Steeles Avenue East and north of the Milliken GO Station lands from *Regeneration Areas* to *Mixed Use Areas* as shown on the attached Schedule 1.
2. Map 19, Land Use Plan, is amended by re-designating the lands known municipally in 2014 as 39 Redlea Avenue, 3447 Kennedy Road (rear), and 0 Redlea Avenue from *Regeneration Areas* to *Employment Areas* as shown on the attached Schedule 1.
3. Schedule 2, The Designation of Planned but Unbuilt Roads, is amended by adding the following planned but unbuilt roads:

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

4. Chapter 7, Site and Area Specific Policies, including Map 30, is amended by deleting Site and Area Specific Policy No. 104 from the lands bounded by Steeles Avenue, Kennedy Road, Passmore Avenue and Midland Avenue.
5. Chapter 7, Site and Area Specific Policies, including Map 30, is amended by adding Site and Area Specific Policy No. 497 for the lands known municipally in 2014 as 3471 Kennedy Road, 3501 Kennedy Road, 3988 Midland Avenue and 4220 Midland Avenue, as follows:

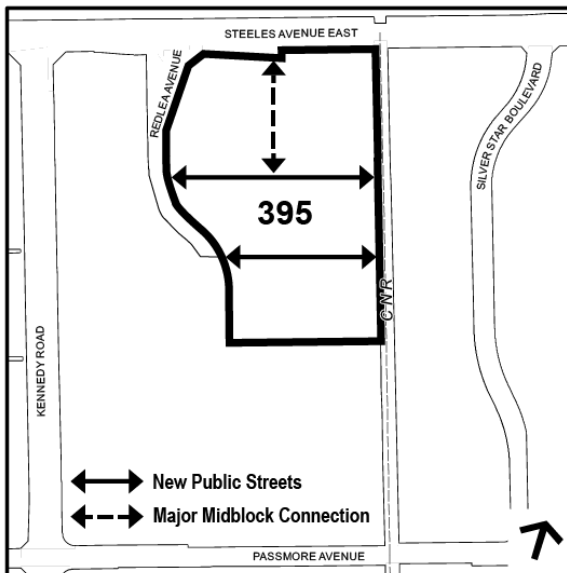
497. 3471 Kennedy Road, 3501 Kennedy Road, 3988 Midland Avenue and 4220 Midland Avenue

Place of worship uses are permitted.



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

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



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

Surrounding lands within the City of Toronto are extensively used for commercial and industrial employment purposes. New development that proposes sensitive lands uses is required to demonstrate compatibility and implement required mitigation measures.

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

General

- a) Development will proceed generally in accordance with the Urban Design Guidelines, adopted by Council, for this area.
- b) The lands will develop in phases with a network of public streets, pedestrian and cycling connections and smaller block sizes to improve connectivity to the Milliken GO Station and the local road network.
- c) Two new public streets, each having a right-of-way width of 20-23 metres, are required to be provided east of Redlea Avenue to frame the north and south sides of the Milliken GO Station site, as generally shown on the map accompanying this policy. Development approvals will secure the required street rights-of-way on affected lands, including lands abutting the Milliken GO Station site as required.
- d) A north-south public street connection between the new public streets noted in c) above is desired.
- e) New development will provide for office employment uses.
- f) Conditions in the Zoning By-law that incorporates a Holding (H) symbol defining and incorporating conditions related to transportation capacity, servicing capacity, land use compatibility and required mitigation, and other matters as stipulated in the by-law must be satisfied prior to the removal of the (H) symbol.

Lands Designated *Mixed Use Areas*

- g) Within any development on lands that includes residential uses, a minimum of 15 % of total non-residential gross floor area provided will be for office uses and in no case will be less than 2,000 m² in size and will be provided within the first phase of development.
- h) Within any development that does not include residential uses, a substantial component of total gross floor area will be provided for office uses within the first phase of development.
- i) Residential uses will be setback a minimum of 30 metres from the Stouffville GO rail corridor property line.
- j) Prior to the enactment of any zoning by-law amendment, applicants must undertake a feasibility analysis and impact assessment as required under the province's D-6

Guidelines for Compatibility Between Industrial Facilities and Sensitive Land Uses and a Noise Impact Study as required under the province's Environmental Noise Guideline, Publication NPC-300, to the satisfaction of the City.

- k) Development will provide for a variety of and transition in height and massing from higher building forms near Steeles Avenue East down to lower scaled buildings, given the proximity of industrial employment uses on lands to the south and east within the Milliken Employment Area.
- l) Properties fronting on Steeles Avenue East may be required to convey lands to the City for future Steeles Avenue road widening and grade separation purposes, including maintenance and construction easements.
- m) The provision of child care spaces and community agency and cultural space, along with library and recreation centre improvements are community benefit priorities for this area. The provision of affordable housing is also encouraged.

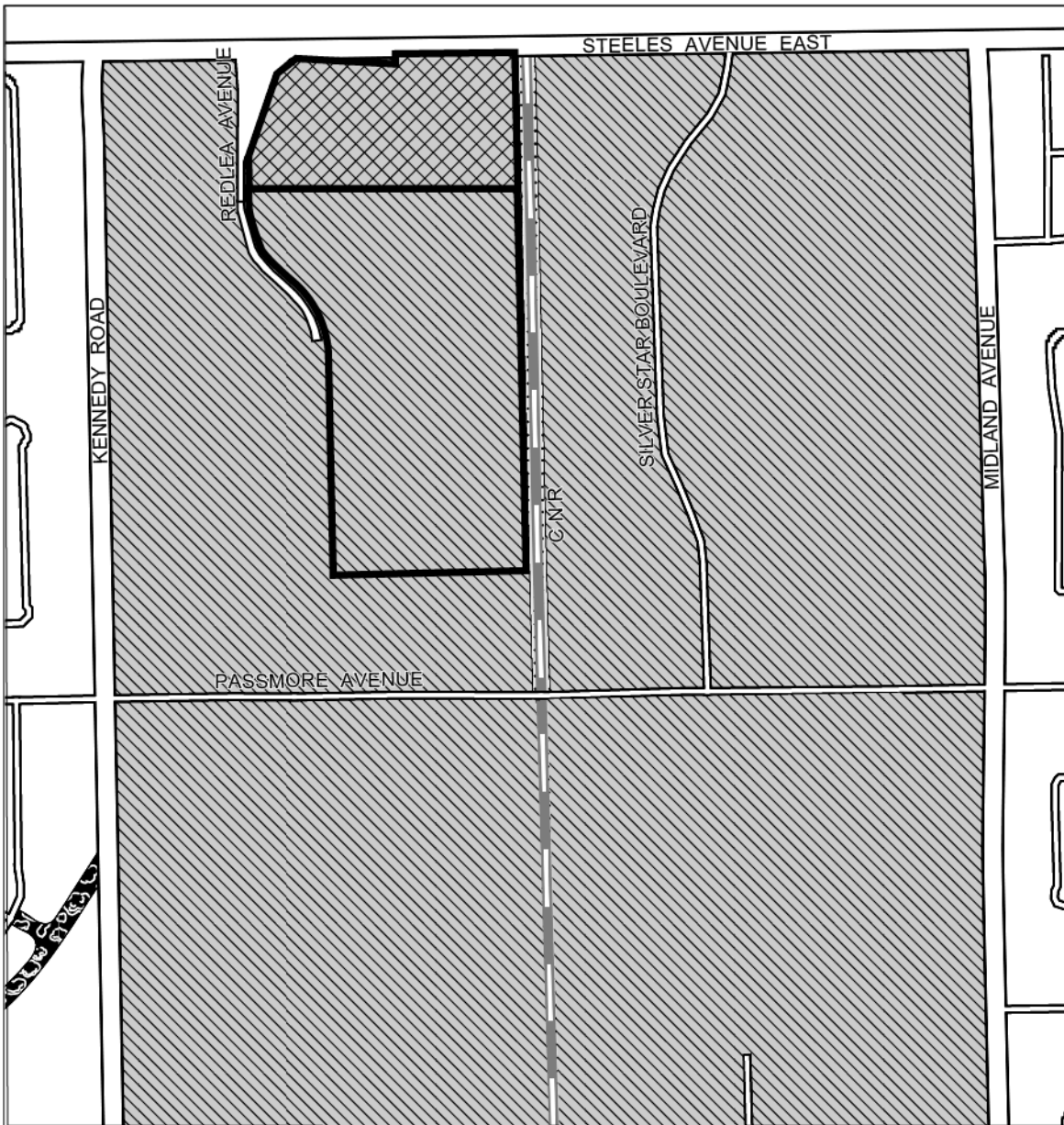
4665 Steeles Avenue East

- n) Provision of a direct and attractive, major mid-block pedestrian connection from Steeles Avenue to the Milliken GO Station lands will be provided within the first phase of development as generally shown on the map accompanying this policy.
- o) New development is required to properly interface with the adjoining commercial lands to the east known as 4675 Steeles Avenue East and will provide required parking for these lands together with temporary and permanent easements and rights-of-way for parking, pedestrian and vehicular access, servicing and maintenance to the satisfaction of the City.

Lands Designated *General Employment Areas*

- p) Employment uses will be compatible with mixed use development in the adjacent *Mixed Use Areas* to the north.
- q) A substantial component of total gross floor area of any new development will be provided for office uses within the first phase of development.

Schedule 1



Steeles-Redlea Regeneration Area Study

Official Plan Amendment #321

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

File # 14 123169 ESC 39 TM

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



Not to Scale
8/31/2015

Attachment 10: Steeles-Redlea Urban Design Guidelines