



**STAFF REPORT
ACTION REQUIRED**

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

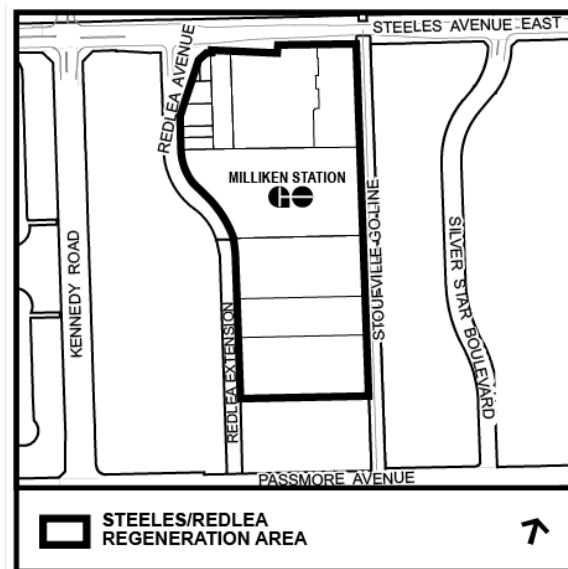
Date:	October 19, 2015
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning Division
Wards:	Ward 39 Scarborough-Agincourt & Ward 41 Scarborough-Rouge River
Reference Number:	P:\2015\ClusterB\PLN\PGMC\PG15125 14 123169 ESC 39 TM

SUMMARY

This report presents a revised draft official plan amendment and revised Steeles-Redlea Urban Design Guidelines resulting from the Steeles-Redlea Regeneration Area study for adoption by Council.

A draft official plan amendment and draft Steeles-Redlea Urban Design Guidelines were attached to the Final Report to Planning and Growth Management Committee, dated August 31, 2015, on the Steeles-Redlea Regeneration Area Study which recommended the scheduling of a statutory public meeting on November 16, 2015.

The revised draft official plan amendment is warranted in order to, among other matters, ensure the area affected is correctly referenced and to revise or delete previously proposed policies in order to avoid unnecessary duplication of policies and to ensure clarity and eliminate ambiguity wherever possible. This includes the deletion of a proposed policy related to the use of Holding provisions in zoning by-laws and the deletion of policies requiring new non-residential development to provide a substantial amount of office gross floor area.



The recommended land use strategy remains unchanged.

This report recommends that Council adopt the proposed revised official plan amendment and the revised Steeles-Redlea Urban Design Guidelines, dated October 2015.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Official Plan, for the lands bounded by Steeles Avenue East, Kennedy Road, Midland Avenue and Passmore Avenue, substantially in accordance with the draft Official Plan Amendment 321 attached as Attachment No. 1 to the report dated October 19, 2015 from the Chief Planner and Executive Director, City Planning.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment 321 as may be required.
3. City Council authorize the City Solicitor to request the Ontario Municipal Board panel hearing the appeal on OPA 231 to modify the designation of lands proposed to be designated as Employment Areas in draft Official Plan Amendment No. 321 to General Employment Areas, upon approval of the General Employment Areas policy within OPA 231.
4. City Council adopt the Steeles-Redlea Urban Design Guidelines, dated October 2015, from the Chief Planner and Executive Director, City Planning Division.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

On September 16, 2015, the Planning and Growth Management Committee deferred consideration of the Steeles-Redlea Regeneration Area - Final Report, Draft Official Plan Amendment & Draft Urban Design Guidelines, dated August 31, 2015, until its October 8, 2015 meeting. The Final Staff Report, Draft Official Plan Amendment and Draft Steeles-Redlea Urban Design Guidelines and the Committee Decision Document can be accessed at this link <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG6.10>

On October 8, 2015, this item was considered by [Planning and Growth Management Committee](#) and the recommendations of the Final Report, dated August 31, 2015 were adopted without amendment. The Committee Decision Document can be accessed at this link <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG7.3>

COMMENTS

Draft Official Plan Amendment 321

The recommended land use strategy discussed in the Final Report, dated August 31, 2015, remains intact and has not changed.

Revisions have been made to the proposed official plan amendment in an effort to clarify specific matters and/or to eliminate policies that are duplicitous in nature. The revised draft official plan amendment is attached as Attachment 1 to this report.

Specifically, the draft official plan amendment has been revised as follows:

- Description of lands affected has been revised given the draft official plan amendment applies not only to lands currently designated as *Regeneration Areas*. Lands affected are bounded by Steeles Avenue East, Kennedy Road, Midland Avenue and Passmore Avenue.
- Draft SASP 395 policy a) has been revised to clarify how the Steeles-Redlea Urban Design Guidelines are to be utilized.
- Draft SASP 395 policy f) which referred to the use of Holding (H) provisions in zoning by-laws has been deleted. The Official Plan, policy 5.1.2 already contains policies related to the use of holding provisions.
- Draft SASP 395 policies h) and q) which required the provision of a substantial component of total gross floor area of new non-residential development to be provided for office uses has been deleted. Draft SASP 395 policy e) which states that new development will provide for office employment uses remains.
- Draft SASP 395 policy k) has been revised to delete reference to "within the Milliken Employment Area".
- Draft SASP 395 policy o) has been revised to add the word "municipally" after the word known and prior to "...as 4675 Steeles Avenue East...".
- The word "*General*" has been deleted in the last sub-heading to now read "Lands Designated *Employment Areas*".
- Draft policies have been re-lettered accordingly.

Draft Steeles-Redlea Urban Design Guidelines

The proposed Steeles-Redlea Urban Design Guidelines have been revised to address, in part, typographical errors, and/or to clarify how the guidelines are to be used and applied. Revised guidelines are attached to this report as Attachment 2.

Highlights include the addition of October 2015 to the title page; adding a legend to the Land Use Map – Official Plan on page 6; expanding the Context Map on page 7 to include Midland Avenue; and revising 4.8 Shadows to include wording consistent with that used in the Official Plan.

Written Submission from Bousfields Inc.

Subsequent to the Planning and Growth Management Committee Meeting held on October 8, 2015, City Planning received a written submission from Bousfields Inc. who are the planning consultants for Global Fortune Real Estate Development Corporation (Global Fortune), the owners of two parcels of lands within the Steeles-Redlea Regeneration Area. These lands are

municipally known as 4665 Steeles Avenue East and 3447 Kennedy Road (rear). Application details and history are discussed in the Final Report, dated August 31, 2015.

Two specific comments noted in the submission, dated October 9, 2015, warrant reference in this report.

The first is a comment that refers to lands, including those at 3447 Kennedy Road (rear), that are proposed to be redesignated from *Regeneration Areas* to *Employment Areas*. Specifically, the submission states that it is not apparent why lands could not retain their recently approved *Regeneration Areas* designation, even if City staff do not believe that residential uses are appropriate on these lands at this time and are not prepared to recommend that they are redesignated to *Mixed Use Areas*.

The Final Report, dated August 31, 2015, explains that, among other matters, that the *Regeneration Areas* designation is considered an interim land use designation only until such time as a study has been completed that establishes a development framework for the area and makes recommendations as to land use designations on all lands. The study is now completed. Further, the report explains in detail, that Anchor Shoring & Caissons Ltd. intend on maintaining and expanding industrial operations on their lands which comprise $\frac{1}{4}$ of lands within the *Regeneration Area*. To maintain a *Regeneration Areas* designation on these lands would not be appropriate given they are most appropriately designated as *Employment Areas*.

The second comment relates to the proposed deletion of SASP 104 from the lands bounded by Steeles Avenue East, Kennedy Road, Midland Avenue and Passmore Avenue. SASP 104, among other uses, permits long term care facilities. The submission indicates that the loss of certain use permissions at the Official Plan level is especially problematic to Global Fortune, specifically on the 3447 Kennedy Road (rear) site as they are actively engaged with several long-term care operators for opportunities within Global Fortune developments.

The draft policy direction to delete SASP 104 from the lands noted above was presented at the Community Meeting held on June 23, 2015. As noted in the Staff Report, no opposition to this draft approach was raised. The Bousfields' submission was received more than 3 months after this draft direction was presented and the first time City Planning has been advised of Global Fortune's attempts to secure a long term facility on their 3447 Kennedy Road (rear) lands. Staff advised Global Fortune that any application proposing mixed use development on the 3447 Kennedy Road (rear) lands would be considered premature until the study was completed. Regardless, Global Fortune proceeded to file a zoning amendment application proposing a mixed use, predominately high density residential development, as referenced in the Final Report, dated August 31, 2015. Further, the development proposal does not include a long term care facility. Accordingly, it is not evident why Global Fortune would actively solicit interest in a long term care facility use on their 3447 Kennedy Road (rear) lands when clear messaging from City Planning has indicated that staff would be recommending that SASP 104 be deleted from the lands bounded by Steeles Avenue East, Kennedy Road, Midland Avenue and Passmore Avenue which includes the lands at 3447 Kennedy Road (rear).

Official Plan Amendment 231

As noted in the Final Report, dated August 31, 2015, the Ontario Municipal Board (OMB) has partially approved OPA 231 and the *Regeneration Areas* designation for the Steeles-Redlea area is in effect as are the related SASP 395 policies. The proposed *Core Employment Areas* and *General Employment Areas* policies, however, have not been approved.

Draft official plan amendment 321 proposes to re-designate lands from *Regeneration Areas* to *Employment Areas* which is the designation already in effect in the Official Plan. In the event the draft official plan amendment is adopted and comes into force and effect, the designation of these lands needs to be consistent with the Employment Areas designation(s) resulting from OPA 231. Accordingly, the report includes a recommendation that City Council authorize the City Solicitor to request the Ontario Municipal Board panel hearing the appeal on OPA 231 to modify the designation of lands proposed to be designated as *Employment Areas* in draft Official Plan Amendment No. 321 to *General Employment Areas*, upon approval of the *General Employment Areas* policy within OPA 231.

CONTACT

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SIGNATURE

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Chief Planner and Executive Director
City Planning Division

ATTACHMENTS

Attachment 1: Draft Official Plan Amendment
Attachment 2: Steeles-Redlea Urban Design Guidelines, October 2015

Attachment 1: Draft Official Plan Amendment

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

Enacted by Council: ~, 20~

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~-20~

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

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

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

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

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

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

JOHN TORY,
Mayor

ULLI S. WATKISS,
City Clerk

(Corporate Seal)

AMENDMENT NO. 321 TO THE OFFICIAL PLAN

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

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

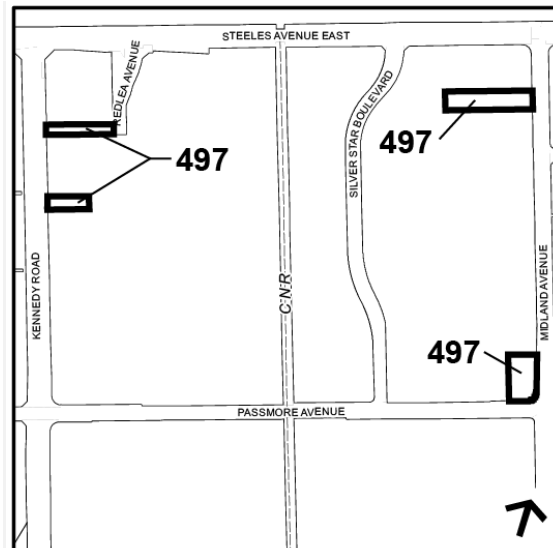
1. Map 19, Land Use Plan, is amended by re-designating the lands located south of Steeles Avenue East and north of the Milliken GO Station lands from *Regeneration Areas* to *Mixed Use Areas* as shown on the attached Schedule 1.
2. Map 19, Land Use Plan, is amended by re-designating the lands known municipally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

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

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

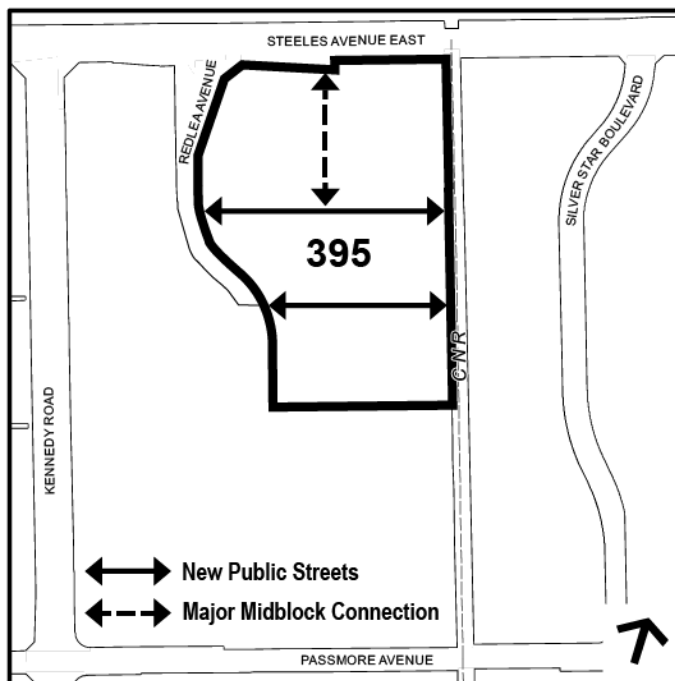
497. 3471 Kennedy Road, 3501 Kennedy Road, 3988 Midland Avenue and 4220 Midland Avenue

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) The Steeles-Redlea Urban Design Guidelines, dated October 2015, have been adopted by Council to establish a development framework for the area and to provide direction for the preparation and review of development applications on these lands. These guidelines will be read in conjunction with the built form and urban design policies in the Official Plan and supporting City-wide urban design guidelines.
- 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.

Lands Designated *Mixed Use Areas*

- f) 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.
- g) Residential uses will be setback a minimum of 30 metres from the Stouffville GO rail corridor property line.
- h) 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.

- i) 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.
- j) 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.
- k) 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.

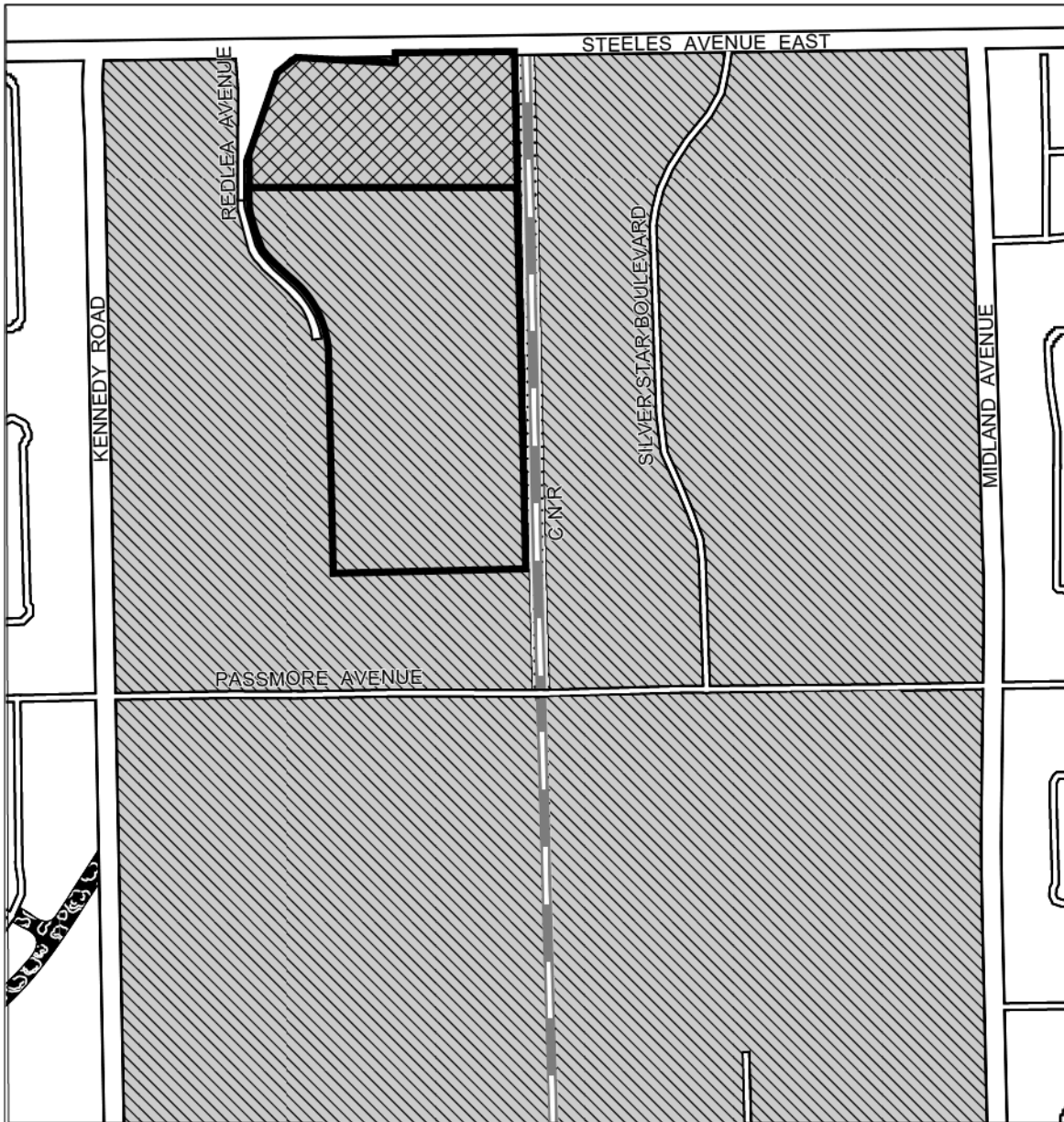
4665 Steeles Avenue East

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

Lands Designated *Employment Areas*

- n) Employment uses will be compatible with mixed use development in the adjacent *Mixed Use Areas* to the north.

Schedule 1



Toronto City Planning

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 2: Steeles-Redlea Urban Design Guidelines, October 2015