

555 Rexdale Boulevard – Zoning By-law Amendment Application – Final Report

Date: December 14, 2020

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Ward: 1 - Etobicoke North

Planning Application Number: *20 185079 WET 01 OZ*

SUMMARY

This application proposes to amend the former City of Etobicoke Zoning Code and Site Specific Zoning By-laws No. 864-2007, 1260-2018 and 1261-2018 to permit a transportation use with ancillary retail store on the lands located at 555 Rexdale Boulevard (Woodbine Racetrack lands). The proposed transportation use would facilitate the provision of future transit facilities such as a new GO Station, proposed to be constructed by Woodbine Entertainment Group (WEG) in partnership with Metrolinx, at the southeast portion of the site adjacent to the rail corridor.

The proposed Zoning By-law Amendment is consistent with the Provincial Policy Statement (2020) and conforms with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The proposed transportation use is consistent with the policies of the *Employment Areas* designation of the Official Plan, as well as other relevant policies pertaining to the integration of transportation and land use planning to achieve the overall aim of increasing accessibility throughout the City of Toronto.

This report reviews and recommends approval of the application to amend the Zoning By-law subject to conditions before introducing the necessary Bills to City Council for enactment. Provided the conditions are fulfilled, staff are of the opinion the proposed amendment is appropriate in this location.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the former City of Etobicoke Zoning Code, as amended, and Site Specific Zoning By-laws No. 864-2007, 1260-2018 and 1261-2018 for the lands at 555 Rexdale Boulevard substantially in accordance with the Draft Zoning By-law Amendment attached as Attachment No. 4 to this report.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the Draft Zoning By-law Amendment as may be required.

3. Before introducing the necessary Bills to City Council for enactment, City Council require the owner to:

a) Submit a revised Traffic Impact Study to the satisfaction of the General Manager, Transportation Services and the Chief Planner and Executive Director, City Planning for review and acceptance.

b) Enter into and register in priority an agreement with the City pursuant to Section 37 of the *Planning Act*, to the satisfaction of the City Solicitor, in respect of the following legal conveniences:

(i) The design and construction of all upgrades or required transportation or road improvements to the existing municipal infrastructure should it be determined that improvements or upgrades are required to support the transportation use and/or facility, and to financially secure same, pursuant to the site plan application approval process for a transportation use and/or facility on the site to the satisfaction of the General Manager, Transportation Services and the Chief Planner and Executive Director, City Planning or his or her designate. The upgrades or improvements must be designed and constructed to the applicable City design standards and must comply with the requirements of the Toronto Green Standard Version 3.0 Tier 1;

(ii) The design and construction of a new public and/or private street including improvements to existing private streets on the site which provide public access to a transportation use and/or facility, all in accordance with City standards and specifications, to the satisfaction of the Chief Planner and Executive Director, City Planning and the General Manager, Transportation Services pursuant to the site plan application approval process for the site, and all such improvements shall be constructed and operational prior to a transportation use and/or facility on the site being operational;

(iii) Grants of easement in respect of all private streets which provide the public with means of vehicular, pedestrian and cycling access to and egress from a transportation use and/or facility and the existing municipal street network, together with indemnification of the City against all claims related to the use of all private streets subject to grants of easement to the satisfaction of the City Solicitor pursuant to the site plan application approval process; and

(iv) The provision of Transportation Demand Management measures for the transportation use and/or facility, to the satisfaction of the Chief Planner and Executive Director, City Planning or his or her designate in consultation with the General Manager, Transportation Services pursuant to the site plan application approval process for the site, all of which shall be constructed and operational prior to a transportation use and/or facility on the site being operational.

FINANCIAL IMPACT

The City Planning Division confirms there are no financial implications resulting from the recommendations included in the report in the current budget year or in future years.

DECISION HISTORY

Minor Variance Application

A Minor Variance application (File No. A0135/20 EYK) was approved by the Committee of Adjustment on July 22, 2020 to permit a transportation use with an ancillary retail store and a 0 metre south side lot line setback abutting the railway right-of-way. The application was approved, subject to the fulfillment of a number of conditions including: the transportation use with ancillary retail store be limited to the southeast portion of the site for a period of five years; an application for a permit to injure or remove a privately owned tree(s) be submitted; and Zoning By-law Amendment and Site Plan Control applications be submitted.

Zoning By-law Amendment Applications

In 2007, Site Specific Zoning By-law No. 864-2007 was adopted as part of the Woodbine Live! proposal for the northern portion of the lands. Permitted uses include retail stores, hotels, restaurants, administrative/business/professional offices; medical centres and medical and dental offices, arts and cultural facilities, outdoor entertainment and sports facilities, skating rinks, playgrounds and temporary structures and facilities for event and construction purposes, sales and leasing pavilions. Also included are site specific development standards for parking, gross floor area and setbacks to support the development of the lands as a mixed use entertainment and retail centre.

In 2018, Site Specific Zoning By-laws No. 1260-2018 and 1261-2018 were adopted for portions of the site related to the grandstand building and Blocks 9 and 10 as referenced in the Draft Plan of Subdivision application (File No. 17 158705 WET 02 SB). Permitted uses include expanded gaming in the form of a gaming establishment, slot machines, electronic games and electronic table games.

Draft Plan of Subdivision

In 2017, an application for Draft Plan of Subdivision approval (File No. 17 158705 WET 02 SB) was submitted for the northern portion of the site to permit the creation of roads and blocks required for access and servicing to support the development of a Gaming Complex. This includes the Gaming District (Blocks 10, 11, 12 and 14), Woodbine Square (Block 9), a public park (Block 13), a stormwater management pond block (Block 7) and Streets D, E, F, G and portions of Streets A and C. A Notice of Decision for Draft Plan Approval was issued by the Local Planning Appeal Tribunal on June 14, 2018. The owner is in the process of fulfilling conditions required to be satisfied prior to the registration of the Plan and issuance of final approval.

Site Plan Application - Block 10 - Casino and Hotel

In 2018, a Site Plan Control application (File No. 18 119828 WET 02 SA) was submitted to permit the development of an integrated gaming facility with a casino (32,989 m²). The proposal includes an 11-storey hotel containing of 401 rooms, a 12-storey hotel containing of 507 rooms, a performance venue (10,336 m²), restaurants, retail and office uses. The Notice of Approval Conditions was issued November 20, 2019 and construction of the facility has commenced.

Site Plan Application - Block 9 – Woodbine Square

In 2018, a Site Plan Control application (File No. 18 117779 WET 02 SA) was submitted for the portion of the site known as Woodbine Square, located north of the grandstand building. The development would be comprised of 5 buildings, with a total of 7,617 m² of commercial gross floor area. The proposed uses would include restaurant/bar, entertainment, retail and office, hospitality and racetrack related uses. The application is currently under review.

PROPOSAL

This application seeks to amend the former City of Etobicoke Zoning Code and Site Specific Zoning By-laws No. 864-2007, 1260-2018 and 1261-2018 to permit a transportation use with ancillary retail store on the lands located at 555 Rexdale Boulevard (Woodbine Racetrack lands).

The proposed transportation use would facilitate the provision of future transit facilities such as a new GO Station, proposed to be constructed by Woodbine Entertainment Group (WEG) in partnership with Metrolinx, at the southeast portion of the site adjacent to the rail corridor. A Site Plan Control application (File No. 20 205173 WET 01 SA) has been submitted to permit the development of the GO Station.

Site and Surrounding Area

The site is bounded by Rexdale Boulevard to the north, Highway 27 to the east, a rail corridor to the south and Highway 427 to the west. The site is irregularly shaped with a lot area of approximately 265.8 ha. The site is primarily used for horse racing and gaming (i.e. Woodbine Racetrack and Casino Woodbine) and is currently occupied with a grandstand facility, parade ring oval, surface parking, racetrack, horse barns and other ancillary buildings supporting the existing operations on the site.

The northern portion of the site is currently being developed with new roads, a casino and entertainment complex, hotel and retail uses.

The surrounding land uses include:

North: The lands are bordered on the north by Rexdale Boulevard. Across Rexdale Boulevard is a residential neighbourhood and the Humber Arboretum. The Woodbine Centre mall is located north of the lands at the northwest corner of Rexdale Boulevard and Highway 27.

- South: The lands are bordered on the south by a rail corridor which serves the GO Kitchener Line and the Union Pearson (UP) Express. To the south of the rail corridor are industrial uses.
- East: The lands are bordered on the east by Highway 27. Across Highway 27 is a mix of commercial and industrial uses including a hotel, car dealerships and banquet hall.
- West: The lands are bordered on the west by Highway 427, the boundary between the City of Toronto and the City of Mississauga. Across Highway 427 are industrial uses, including the Airport Corporate Centre.

Reasons for the Application

Amendments to the former City of Etobicoke Zoning Code and Site Specific Zoning By-laws No. 864-2007, 1260-2018 and 1261-2018 are required to permit the proposed transportation use as well as relevant performance standards related to ancillary uses and setback to the rail corridor.

APPLICATION BACKGROUND

A number of pre-application meetings were held in 2019 and 2020 with the applicant to discuss complete application submission requirements. The current application was submitted on August 25, 2020 and deemed complete on September 23, 2020.

The outcome of consultations with the community is summarized below.

Application Submission Requirements

The following materials were submitted in support of the application:

- Cover Letter
- Draft Zoning By-law Amendment
- Survey Plans
- Planning Rationale
- Project Data Sheet
- Architectural Plans (Context Plan)

All the materials listed above can be accessed via the Application Information Centre (AIC) website: <http://aic.to/555RexdaleBlvd>

Agency Circulation Outcomes

The application together with the applicable reports noted above, were circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate Zoning By-law standards.

Community Consultation

Prior to the submission of the Zoning By-law Amendment application, the public was consulted on October 10th, 2019 at the Humberwood Community Centre through the Transit Project Assessment Process (TPAP). This process allowed the public to comment on a proposed GO Station to be located on the site and its potential impacts as explained in more detail below.

Consultation also occurred in July 2020, through the Committee of Adjustment Minor Variance application process. The public was notified of the proposed transportation use and invited to participate by providing any comments or concerns either in writing or by attending the Committee of Adjustment hearing. There were no issues and/or objections raised by the public during this process.

Although a formal community consultation was not held as part of this application, the public was consulted through the previous processes on both a proposed new transit facility and transportation use being permitted on the site and were provided the opportunity to submit comments or concerns related to these uses.

Transit Project Assessment Process (TPAP) and Environmental Assessment (EA)

Woodbine Entertainment Group (WEG) has proposed a new GO Station facility to be developed in partnership with Metrolinx, on their site located at 555 Rexdale Boulevard. This project has been assessed under the Transit Project Assessment Process (TPAP), which provides for a streamlined process for transit projects, as prescribed in *Ontario Regulation (O. Reg) 231/08* under the *Environmental Assessment Act*.

Unlike other environmental assessment processes, TPAPs can be led by private applicants. AECOM Canada Limited (AECOM) was retained by WEG to undertake the environmental impact assessment for the proposed station. However, Metrolinx would retain ownership of the station building and rail system and would continue to be publicly accountable for its performance, revenue risks, customer service experience and decisions on service planning and fares.

The project scope included the following components for review:

- Two island platforms (north and south);
- Passenger pick up and drop off area (PPUDO);
- Bus loop;
- Passenger plaza;
- Surface vehicle parking areas;
- Bicycle storage facility;
- Station building;
- Servicing;
- Roadway access to the station building, parking facility and adjacent public roadway;
- Electrification enabling infrastructure at the station (e.g. integration of support structures into platform areas and grounding and bonding); and
- New tracks and/or realignment of the existing tracks.

The TPAP process included key milestones and opportunities for public information and input. Prior to the TPAP commencement, a public meeting was held on October 10, 2019 at the Humberwood Community Centre. Other steps in the process included the TPAP Notice of Commencement published on November 21, 2019 and the Notice of Completion of the Environmental Project Report published on February 13, 2020. The EPR was available for review for a 30-day period starting February 13, 2020 and ending March 16, 2020. A Statement of Completion was issued by the Ministry of the Environment and Climate Change on April 20, 2020.

Environmental impacts related to a range of disciplines were assessed through the TPAP process including: natural environment; noise and vibration; socio-economic and land use characteristics; cultural heritage; archaeology; traffic and transportation; geology and groundwater; and air quality. The Environmental Project Report (EPR) documents the findings and proposed mitigation, sets out commitments for future work to implement the project in accordance with the mitigation measures and identifies monitoring activities to address the project impacts. In addition to the commitments to future work, the Woodbine GO EPR noted that permits and approvals, including site plan, may identify the need for additional mitigation. The EPR establishes the obligation to implement additional mitigation measures required in connection with a permit or approval, as required by the EPR and TPAP.

The EPR commitments to future work, mitigation measures and monitoring related to areas of City of Toronto jurisdiction include that WEG would comply with the City's permitting and approvals requirements. The EPR also established that Metrolinx and WEG would continue to communicate and engage with the City of Toronto during detailed design and construction planning co-ordinated with the Site Plan Control application process to ensure that municipal concerns are addressed in the construction plans. Another requirement identified in the commitments to future work was the need to undertake a Preliminary Project Review (PPR) to review zoning compliance and identify any potential Zoning By-law Amendments or Minor Variances ahead of the Site Plan Control application.

During the TPAP process, the lack of public street frontage and public address, public access and pedestrian and cycling infrastructure for the GO transit facility were issues raised by City staff. These issues were not resolved through this process, but were identified as future commitments to be addressed through the site plan application review process. Commitments in the EPR included that WEG would coordinate with the City during detailed design to ensure that the roads connecting the station to nearby public roads are accessible by active transportation modes and meet the City design requirements, GO Design Requirements Manual (DRM) and GO Station Access Plan guidelines for station access roads. Traffic strategies are to be developed and implemented during construction and operations to ensure safe access for pedestrians and cyclists. The EPR notes that the design of pedestrian and cyclist infrastructure is ongoing, states that it is interconnected with the future Woodbine Districts developments and is being reviewed as those developments advance and that these elements will be developed through the site plan application review process in consultation with the City of Toronto.

Other commitments and mitigation measures documented in the EPR included that: the Toronto Green Standard and Greening Surface Parking Guideline would be followed

during the site plan application review process to be undertaken through detailed design; and WEG will work with the City of Toronto through the site plan application review process to integrate design and public realm features to enhance the visual aesthetics of the station.

Information on the TPAP process, notices, background reports and the Environmental Project Report can be found here: <https://woodbine.com/transit-ea/>.

Statutory Public Meeting Comments

In making their decision with regard to this application, City Council members have been given an opportunity to view the oral submissions made at the statutory public meeting held by the Etobicoke York Community Council. Oral submissions made at the meeting are broadcast live over the internet and recorded for review.

POLICY CONSIDERATIONS

Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

The Provincial Policy Statement (2020)

The Provincial Policy Statement (2020) (the "PPS") provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

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

The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the *Planning Act* and all decisions of City Council in respect of the exercise of any authority that affects a planning matter shall be

consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by City Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that: "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans".

Provincial Plans

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. City Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

All decisions of City Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by City Council shall also be consistent with the PPS and conform with Provincial Plans.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) came into effect on August 28, 2020. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2020) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the *Planning Act*.

Policies not expressly linked to an MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space, and better connected transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan (2020) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2020) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. In accordance with Section 3 of the *Planning Act*, all decisions of City Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan (2020). Comments, submissions or advice affecting a planning matter that are provided by City Council shall also conform with the Growth Plan (2020).

Planning for Provincially Significant Employment Zones

The subject lands are located within a Provincially Significant Employment Zone (PSEZ). PSEZs are areas defined by the Minister of Municipal Affairs and Housing for the purpose of long-term planning for job creation and economic development, and are strategically located. The Growth Plan (2020) contains policies pertaining to PSEZs and provides municipalities the flexibility to change the use of lands from *Employment Areas* to other uses, while ensuring key areas of employment are protected for the long-term.

Toronto Official Plan

The application has been reviewed against the policies of the City of Toronto Official Plan as follows.

Chapter 4 – Land Use Designations

The site is located within an *Employment Area*, as shown on Map 2 of the Official Plan. The southern portion of the site is designated *Core Employment Areas* and the northern portion of the site is designated *General Employment Areas* as shown on Map 13 of the Official Plan (see Attachment 2: Official Plan Land Use Map).

Section 4.6 of the Official Plan states that: "*Employment Areas* are places of business and economic activities vital to Toronto's economy and future economic prospects". Uses permitted in *Core Employment Areas* are set out in Policy 4.6.1 and include all types of manufacturing, processing, warehousing, wholesaling, distribution, storage, transportation facilities, vehicle repair and services, offices, research and development facilities and utilities. Additional uses are set out in Policy 4.6.2 and include small-scale restaurants, catering facilities, courier services, banks and copy shops, provided they are ancillary to and intended to serve the *Core Employment Area* in which they are located. Small scale retail uses that are ancillary to and on the same lot as the principal use are also permitted. The Zoning By-law will establish development standards for all these uses.

Uses permitted in *General Employment Areas* are set out in Policy 4.6.3 and include all uses permitted in *Core Employment Areas*, as well as restaurants and service uses. OPA 231 was adopted by Council in 2013 to establish the *General Employment Areas* designation and also provides permission for "all types of retail uses" in *General Employment Areas*. These retail uses remain subject to appeals at the Local Planning Appeal Tribunal (LPAT) and are therefore not yet in effect. The retail permissions of the

previous *Employment Areas* designation currently apply to the *General Employment Areas* lands and provide for “small scale stores and services that serve area businesses and workers”.

Chapter 2 – Shaping the City

Chapter 2.2 contains principles for steering growth towards areas that are well served by transit. It sets out the City's "big picture" or "vision" for growth management. In addition, it recognizes that the integration of transportation and land use planning is critical to achieving the overall aim of increasing accessibility throughout the City. Policy 2.2.3 states the City's transportation network will be maintained and developed to support the growth management objectives of the Plan by:

- i) Maintaining, and enhancing where appropriate, inter-regional transportation connections to adjacent municipalities;
- j) Implementing transit services in exclusive rights-of-way in the corridors identified on Map 4 as priorities are established, funding becomes available and the Environmental Assessment review processes are completed; and
- k) Supporting the increased use of existing rail corridors within the City for enhanced local and inter-regional passenger service.

Map 4 in the Official Plan identifies higher order transit corridors and places the southeast corner of the subject site in proximity/adjacent to transit expansion elements such as a new GO rail station and corridor. These elements and corridors are identified for general protection and enhancements and can take many forms. They would be subject to comprehensive planning exercises which incorporates public consultation, such as a Transit Project Assessment Process (TPAP).

Official Plan Amendment 456

At its meeting of February 26, 2020 City Council adopted Official Plan Amendment 456 (OPA 456), which includes policy amendments intended to strengthen and provide greater clarity regarding the City's goals related to transportation and the tools endorsed for use to achieve them. Map 4 of the Official Plan identifies higher-order transit corridors and through OPA 456, is recommended to be replaced and retitled "Higher-Order Transit Network". The role of Map 4 in the Official Plan is to recognize potential higher-order transit projects to ensure that the City complies with the *Planning Act* when it undertakes work on these projects.

Through OPA 456, Map 4 now identifies Highway 427 located west of the site, Highway 27 located east of the site, the rail corridor located south of the site, and the southeast portion of the site as expansion elements on higher order transit corridors. Although Map 4 is currently under review for approval by the Ministry of Municipal Affairs and Housing and not yet in full force and effect, the direction of the amended Maps are City Council approved and were taken into consideration during the review of this proposal.

Site and Area Specific Policy (SASP) No. 29

The subject property is subject to Site and Area Specific Policy (SASP) No. 29, Lester B. Pearson International Airport Operating Area in Chapter 7 of the Official Plan. SASP 29 addresses the operation of the airport and sensitive land uses with respect to noise. SASP 29 prohibits the addition of a sensitive or residential land use as a permitted use or the introduction of a use that would negatively impact the long-term function of the airport.

Site and Area Specific Policy (SASP) No. 296

The subject property is subject to Site and Area Specific Policy (SASP) No. 296 in Chapter 7 of the Official Plan. SASP 296 provides an overall framework for the lands that will sustain and build on the existing horse racetrack and associated entertainment uses to create a prominent, active, pedestrian friendly commercial, retail and entertainment centre and residential neighbourhood for residents, workers and visitors in the Greater Toronto Area.

The City of Toronto Official Plan can be found here: <https://www.toronto.ca/citygovernment/planning-development/official-plan-guidelines/official-plan/>.

Staff have reviewed the proposed development for consistency with the City of Toronto Official Plan with respect to the policies noted above and all other pertinent policies. The outcome of the analysis and review of relevant Official Plan are summarized in the Comments Section of this report.

Zoning

The site is subject to the former City of Etobicoke Zoning Code and Site Specific Zoning By-laws No. 864-2007, 1260-2018 and 1261-2018. The site is zoned Industrial Second Class (I.C2) under the former City of Etobicoke Zoning Code (see Attachment 3: Existing Zoning By-law Map). The I.C2 zone, along with the amendments made through the Site Specific Zoning By-laws, permit a wide range of uses including gaming, industrial, restaurants, offices, hotels, retail, banquet halls, arts and cultural facilities, sports facilities, skating rinks, playgrounds and entertainment facilities. The proposed transportation use is not permitted on the subject property, nor defined under the former City of Etobicoke Zoning Code.

The subject lands are excluded from City-wide Zoning By-law No. 569-2013 and the former City of Etobicoke Zoning Code continues to apply.

Site Plan Control

A Site Plan Control application (File No. 20 205173 WET 01 SA) has been submitted for the construction of a GO Station on the southeast portion of the site. The proposal is a partnership between WEG, who own the land, and Metrolinx. The application has been circulated and first round comments from City divisions and external agencies are expected in mid-December. The application was deemed complete for the submission date of October 22, 2020. This application is under review and further information is

provided in the Comments Section of this report (see Attachment 6: Proposed GO Station Site Plan).

COMMENTS

Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2020) and the Growth Plan (2020) and staff have determined that the proposal is consistent with the PPS (2020) and conforms with the Growth Plan (2020) as noted below.

Provincial Policy Statement (PPS) 2020

The PPS (2020) provides policy direction on matters of provincial interest related to land use planning and development. City Council's planning decisions are required to be consistent with the PPS (2020).

Policy 1.1.1 e) of the PPS (2020) refers to the importance of promoting integrated land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments and standards to minimize land consumption and servicing costs to sustain healthy, liveable and safe communities.

Policy 1.6.7 of the PPS (2020) refers to the importance of transportation systems to support transit-oriented land use developments and the importance of connectivity within and among transportation systems and modes being maintained and improved upon, including improvements to better connect across jurisdictional boundaries. Policy 1.7.1 g) of the PPS (2020) similarly states that long-term economic prosperity should be supported by providing for an efficient, cost-effective, reliable multimodal transportation system that is integrated with adjacent systems and those of other jurisdictions, and is appropriate to address projected needs to support the movement of goods and people.

In accordance with the above policies, the proposed transportation use would allow for new transit infrastructure on the site that could be used to expand the existing or planned existing multimodal transportation system in the surrounding area. This would also create opportunities to improve connections between local and inter-regional transit systems and allow for additional transportation infrastructure capacity.

The proposal is consistent with the PPS (2020) as it would support the long-term vision for Ontario by allowing for additional multimodal transportation systems, promoting sustainable development and economic growth, and improving connections within and across jurisdictions.

A Place to Grow – Growth Plan for the Greater Golden Horseshoe (2020)

Section 2 of the Growth Plan (2020) contains a number of policies related to prioritizing and coordinating transportation infrastructure investments with growth. The rail corridor located south of the lands is designated as a priority transit corridor on Schedule 5 of the Growth Plan (2020). Priority transit corridors are targeted for intensification and the Growth Plan (2020) requires municipalities to prioritize investment and planning for these areas.

Section 3.2.2.2 b) of the Growth Plan (2020) states that transportation systems within the Greater Golden Horseshoe (GGH) will be planned and managed to offer a balance of transportation choices that reduces reliance upon the automobile and promotes transit and active transportation.

Further, Section 3.2.3.2 of the Growth Plan (2020) states that all decisions on transit planning and investment will be made according to the following criteria:

- a) Aligning with, and supporting, the priorities identified in Schedule 5;
- b) Prioritizing areas with existing or planning higher residential or employment densities to optimize return on investment and efficiency and viability of existing and planned transit service levels;
- c) Increasing the capacity of existing transit systems to support strategic growth areas;
- d) Expanding transit service to areas that have achieved, or will be planned to achieve, transit-supportive densities and provide a mix of residential, office, institutional and commercial development, wherever possible;
- e) Facilitating improved linkages between and within municipalities from nearby neighbourhoods to urban growth centres, major transit station areas and other strategic growth areas; and
- f) Increasing the modal share of transit.

The proposal conforms to the above noted policies of the Growth Plan (2020). The proposed transportation use would allow for future transit facilities to be located on the site, such as a new GO Station or LRT facility that could be connected to exiting or planned transportation systems adjacent to the site. The proposed transportation use would also allow for future investment and expansion of key transit infrastructure to accommodate growth as set out in the Growth Plan (2020).

Lastly, the proposal is consistent with Section 3.1 of the Growth Plan (2020) which outlines the importance of supporting economic growth and improving access to transit for Provincially Significant Employment Zones. The proposal would create opportunities for transit infrastructure investments that would evolve the site's distinctive character, support its economic and employment activity and improve access and connectivity to the surrounding area.

The 2041 Regional Transportation Plan

The 2041 Regional Transportation Plan (RTP), adopted by the Metrolinx Board in March 2018, establishes the vision for the Greater Toronto Hamilton Area's (GTHA) transportation system over the next 20 years. Approved in 2018, the RTP builds on previous Provincial plans such as The Big Move (2008) by putting traveller needs at the core of planning and operations. The RTP looks to develop a seamless, multimodal transportation system that provides real alternatives to car trip-making.

The RTP proposes the development of a Frequent Rapid Transit Network to provide high-quality transit to people across the GTHA. The Frequent Rapid Transit Network is defined in the RTP as a seamless and reliable network of transit services consisting of transit routes and corridors that ensure fast and reliable service through the use of dedicated infrastructure, design elements and other supporting investments as required.

Maps 5 and 6 of the RTP identify the Kitchener Rail Corridor as a part of the Frequent Rapid Transit Network. The proposed transportation use would allow for a new GO Station on the site that would form part of the Kitchener Rail Corridor, providing service from Union Station in the City of Toronto to the Kitchener GO Station located in the City of Kitchener.

The RTP prioritizes the completion of many transit network expansion projects and implementing the RTP is a shared responsibility that requires the participation of all municipal partners, including the City of Toronto. The proposal supports the RTP's vision of achieving an integrated and sustainable transportation system that is aligned with land use, and provides safe, convenient and reliable connections.

Land Use

This application has been reviewed against the Official Plan policies described in the Policy Considerations Section of this report, as well as the policies of the Toronto Official Plan as a whole. The site is designated as *Core Employment Areas* and *General Employment Areas* by the Official Plan and is subject to SASPs 29 and 296.

Employment Areas are places of business and economic activities vital to Toronto's economy and future economic prospects. Both the *Core Employment Areas* and *General Employment Areas* designations allow for transportation facilities with small scale ancillary retail uses.

SASP 29 addresses the operation of the airport and sensitive land uses with respect to noise and SASP 296 provides an overall framework for the lands that will sustain and build on the existing horse racetrack and associated entertainment uses. It also notes that development will proceed in a manner that will not preclude additions to the road network, enhanced surface transit and future transit improvements including the potential for a GO Station located along the rail corridor abutting the south limit of the lands.

The application does not propose the addition of a sensitive or residential land use as a permitted use on the site, nor the introduction of a use that would negatively impact the long-term function of the airport. The proposed transportation use with ancillary retail space is appropriate for the site, supports the vision of creating future transit improvements and complies with the Official Plan.

Higher Priority Transit Corridor

Section 2 and Map 4 of the Official Plan places the site adjacent to a higher order transit corridor and identifies new transit expansion elements such as a GO Station and GO rail lines in proximity to the site.

Adding a transportation use to the list of permitted uses in the applicable zoning will allow for and facilitate transit improvements on the site and in the surrounding area.

The proposed transportation use would also create opportunities to make efficient use of existing infrastructure and would promote the City's economic health and competitiveness by allowing for the expansion and improvement of a multimodal transportation system. Further, the proposed use would support the expansion of an integrated regional transportation system that would provide better connections and increase accessibility within the City of Toronto and to adjacent municipalities.

The application is consistent with the policy direction of Section 2.2 of the Official Plan regarding the integration of land use planning and transportation and with the policy direction of OPA 456, aimed to strengthen and provide greater clarity to the City's transportation related goals. The attached Draft Zoning By-law Amendment includes the proposed transportation use and would also facilitate a GO Station facility on the site as proposed through Site Plan Control application No. 20 205173 WET 01 SA.

Future Transit Facility - GO Station

This application proposes to amend the applicable zoning-by laws to permit a transportation use on the site. Its approval would facilitate the development and long term operation of a new GO Station on the southeast portion of the site proposed through a separate Site Plan Control application (File No. 20 205173 WET 01 SA).

The GO Station proposal is a partnership between WEG, who own the land, and Metrolinx. The facility is to be constructed by WEG and once completed, portions of lands occupied by the station building, bus loop and passenger drop off and pick up area would be conveyed to Metrolinx. WEG would retain ownership of the station plaza, parking areas and access roadway (see Attachment 6: Proposed GO Station Site Plan).

One of the key issues identified with this proposal is the lack of public access to the proposed GO Station facility via a public street or other publicly owned lands. Other issues identified included the lack of public street frontage, public address and pedestrian and cycling infrastructure. The current proposal would require the public to travel long distances over private roadways and walkways through the site to access the future GO Station facility. This creates potential safety and liability concerns.

Both the applicant and Metrolinx have been advised on the necessity of public access via public streets to the GO Station facility. As a part of the TPAP process, the lack of public street frontage and public address, public access and pedestrian and cycling infrastructure for the GO transit facility were issues raised by City staff. During this process, staff provided the applicant with a number of options to consider demonstrating how public access by means of a public road could be provided to the proposed GO Station. These issues were not resolved and the TPAP concluded with the need for the applicant to submit an analysis (proof of concept) of these options and other public access alternatives as part of the Site Plan Control application.

To date, the concurrent Site Plan Control application does not provide an analysis or evaluate options for public access or public streets. It does not provide any explanation or recommendations on how public access would be provided, maintained and operated

so that the transit station can be accessed safely, at all times, by the public. Nor have appropriate pedestrian and cycling facilities and connections been provided to allow access to the GO Station from the surrounding areas. As such, the Site Plan Control application for the proposed GO Station as currently submitted is not supportable due potential safety concerns from lack of public access. Staff will continue to work with the applicant and Metrolinx to further review and address public access to the proposed GO Station.

Traffic Impact, Access and Parking

The Transportation Impact Study prepared by LEA Consulting Ltd. and submitted in support of the Site Plan Control application (File No. 20 205173 WET 01 SA) for the proposed new GO Station was reviewed in conjunction with this application to assess potential impacts on the surrounding transportation network.

Staff are of the opinion any transit facility or other transportation use should be accessible by either a public street or have frontage onto publicly owned lands and provide for enhanced pedestrian and cycling connections and facilities to and from the facility from outside the Woodbine Racetrack lands. These facilities should include public sidewalks, multi-use trails and bike lanes and must conform with the applicable City design standards and comply with the accessibility requirements of the Toronto Green Standard.

Approval of a transportation use on the site would facilitate the development of the proposed GO Station. However, the Site Plan Control application for the GO Station does not demonstrate adequate public street access or appropriate measures and transportation infrastructure improvements required to mitigate the impact of the proposed transit facility. More specifically, the applicant has not yet demonstrated how public access will be provided, maintained and operated so that the transit station can be accessed safely, at all times, by the public. Further information and analysis is required to address this issue and assess required improvements including the provision of new streets, pedestrian and cycling connections, easements, upgrades to the existing private street network, entrance driveways and/or other transportation infrastructure. Where improvements are required, this report recommends they be secured through the approval of this Zoning By-law Amendment application.

Transportation Planning staff have identified that further information is required to assess how the Toronto Green Standard (Version 3.0 Tier 1) will be achieved. A transportation use should result in the reduction of single-occupancy auto-vehicle trips by 15% through a variety of multimodal infrastructure strategies and Transportation Demand Management (TDM). The applicant has yet to provide an acceptable description of the measures to reduce single-occupancy auto-vehicle trips as well as an acceptable description of how all measures individually are expected to reduce single-occupancy auto-vehicle trips using appropriate and reasonable data and methodologies.

Further, Transportation Services staff noted the Environmental Project Report (EPR) that documented the findings of the TPAP process determined a major transit facility such as the proposed GO Station would be expected to have a significant impact on a number of signalized and unsignalized intersections in the vicinity of the subject lands.

These impacts and the appropriate road improvements and mitigation measures required to offset these impacts have not been provided and require further review. Should road improvements including any signal timing adjustments, the provision of any additional signal hardware or controllers, and/or physical improvements be required, the owner would be required to enter into the appropriate agreement(s) and at no cost to the municipality.

As of the date of this report, staff from Transportation Services and Transportation Planning have identified that further information is required to assess the impacts and appropriateness of the proposed transportation use. Staff are therefore recommending that City Council require the owner to undertake the following prior to the introduction of the necessary Bills for enactment:

a) Submit a revised Traffic Impact Study to the satisfaction of the General Manager, Transportation Services and the Chief Planner and Executive Director, City Planning for review and acceptance.

b) Enter into and register in priority an agreement with the City pursuant to Section 37 of the *Planning Act*, to the satisfaction of the City Solicitor, in respect of the following legal conveniences:

(i) The design and construction of all upgrades or required transportation or road improvements to the existing municipal infrastructure should it be determined that improvements or upgrades are required to support the transportation use and/or facility, and to financially secure same, pursuant to the site plan application approval process for a transportation use and/or facility on the site to the satisfaction of the General Manager, Transportation Services and the Chief Planner and Executive Director, City Planning or his or her designate. The upgrades or improvements must be designed and constructed to the applicable City design standards and must comply with the requirements of the Toronto Green Standard Version 3.0 Tier 1;

(ii) The design and construction of a new public and/or private street including improvements to existing private streets on the site which provide public access to a transportation use and/or facility, all in accordance with City standards and specifications, to the satisfaction of the Chief Planner and Executive Director, City Planning and the General Manager, Transportation Services pursuant to the site plan application approval process for the site, and all such improvements shall be constructed and operational prior to a transportation use and/or facility on the site being operational;

(iii) Grants of easement in respect of all private streets which provide the public with means of vehicular, pedestrian and cycling access to and egress from a transportation use and/or facility and the existing municipal street network, together with indemnification of the City against all claims related to the use of all private streets subject to grants of easement to the satisfaction of the City Solicitor pursuant to the site plan application approval process; and

(iv) The provision of Transportation Demand Management measures for the transportation use and/or facility, to the satisfaction of the Chief Planner and

Executive Director, City Planning or his or her designate in consultation with the General Manager, Transportation Services pursuant to the site plan application approval process for the site, all of which shall be constructed and operational prior to a transportation use and/or facility on the site being operational.

Conclusion

The proposal has been reviewed against the policies of the PPS (2020), the Growth Plan (2020) and the Toronto Official Plan. Staff are of the opinion the proposal is consistent with the PPS (2020) and does not conflict with the Growth Plan (2020). Furthermore, the proposal is in keeping with the intent of the Toronto Official Plan, particularly as it relates to *Employment Areas* and the integration of land use and transportation policies. The proposal would provide for the planned expansion of a multimodal transportation system that would promote sustainable development and economic growth, and improve connections within and across jurisdictions.

Staff recommend that City Council approve the application and the Draft Zoning By-law Amendment subject to the conditions identified in Recommendation 3 of this report.

CONTACT

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SIGNATURE

Neil Cresswell, MCIP, RPP
Director of Community Planning
Etobicoke York District

ATTACHMENTS

City of Toronto Data/Drawings

Attachment 1: Location Map

Attachment 2: Official Plan Land Use Map

Attachment 3: Existing Zoning By-law Map

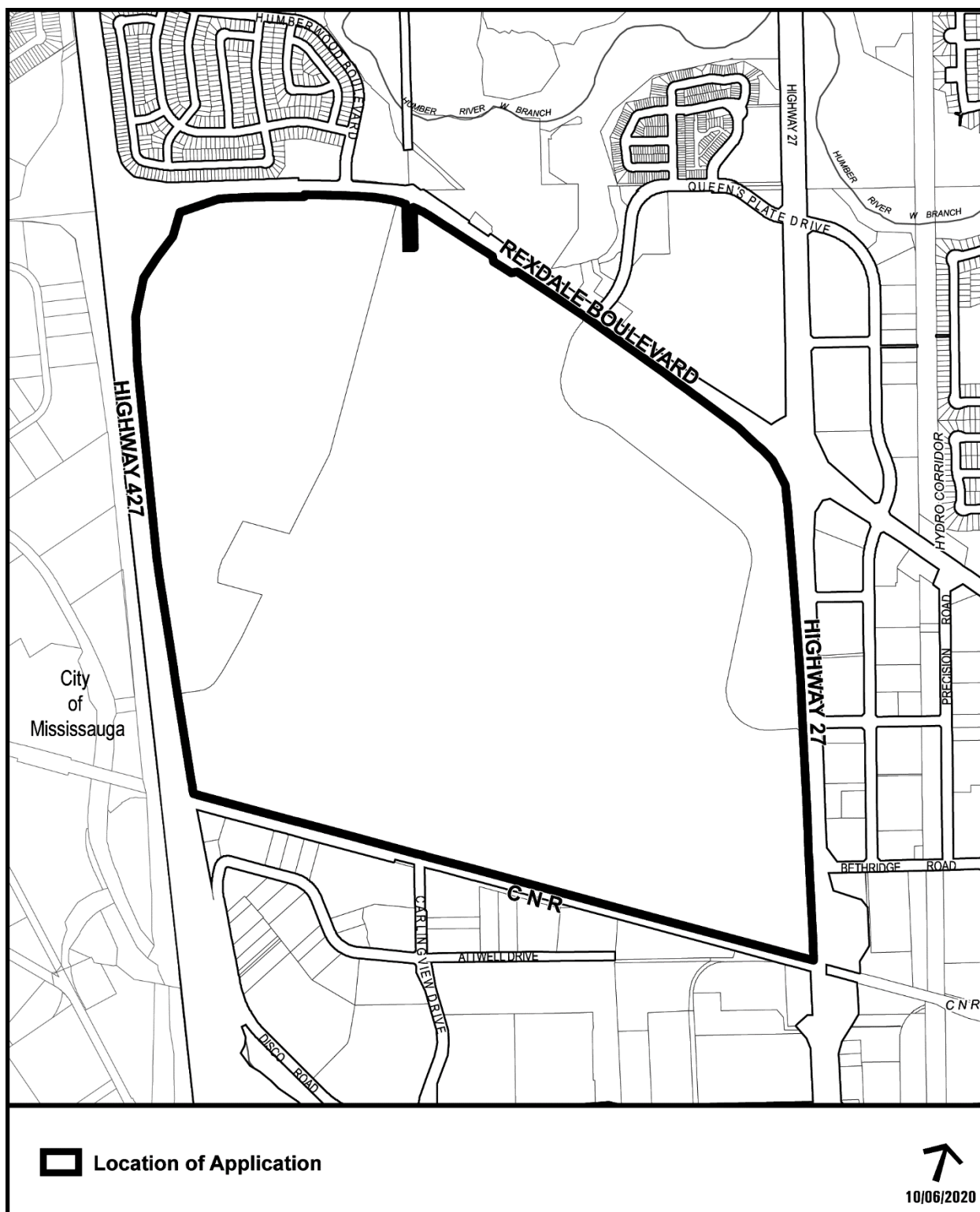
Attachment 4: Draft Zoning By-law Amendment - Former City of Etobicoke Zoning Code

Applicant Submitted Drawings

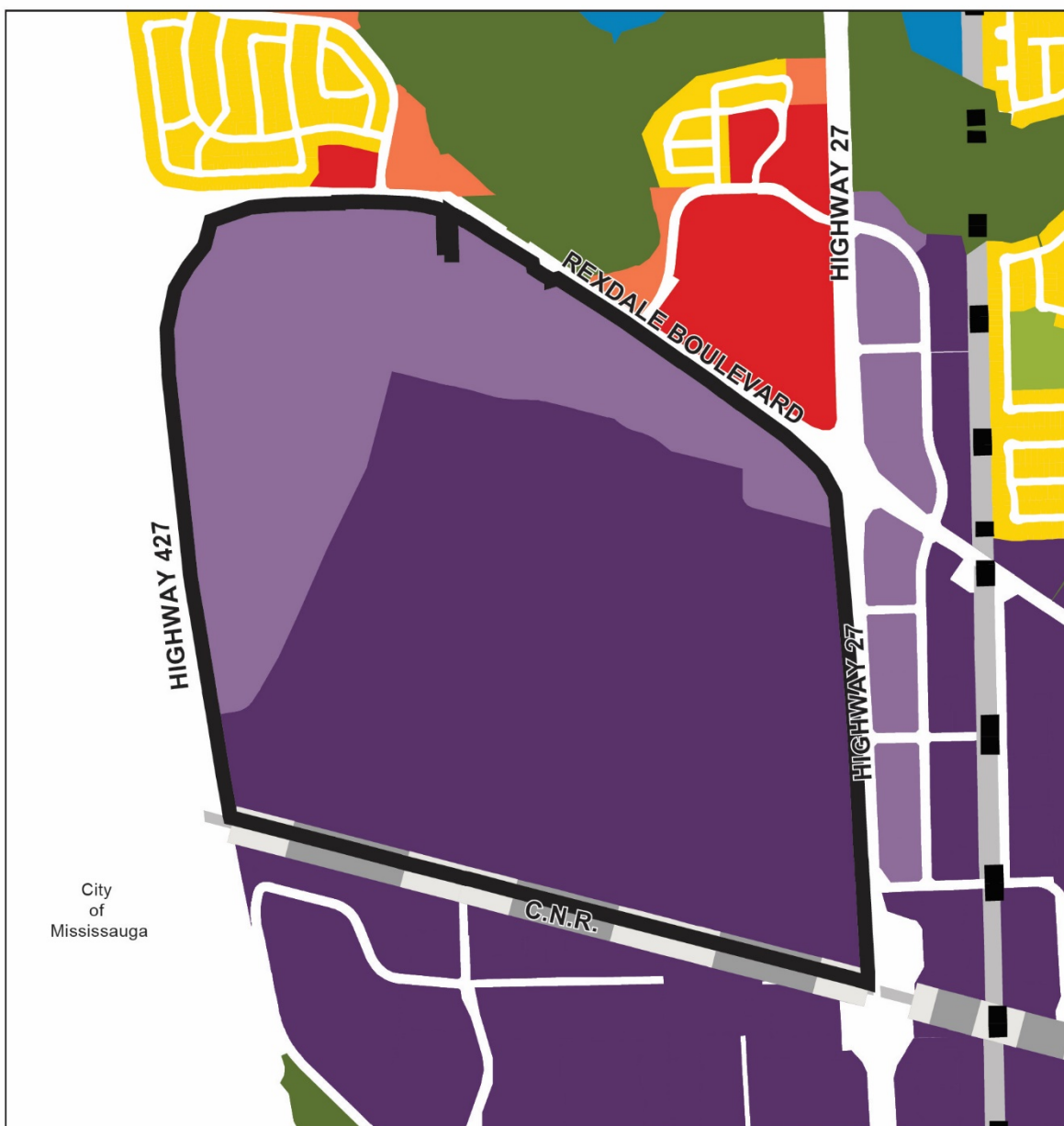
Attachment 5: Site Plan

Attachment 6: Proposed GO Station Site Plan

Attachment 1: Location Map



Attachment 2: Official Plan Land Use Map



Toronto

555 Rexdale Boulevard

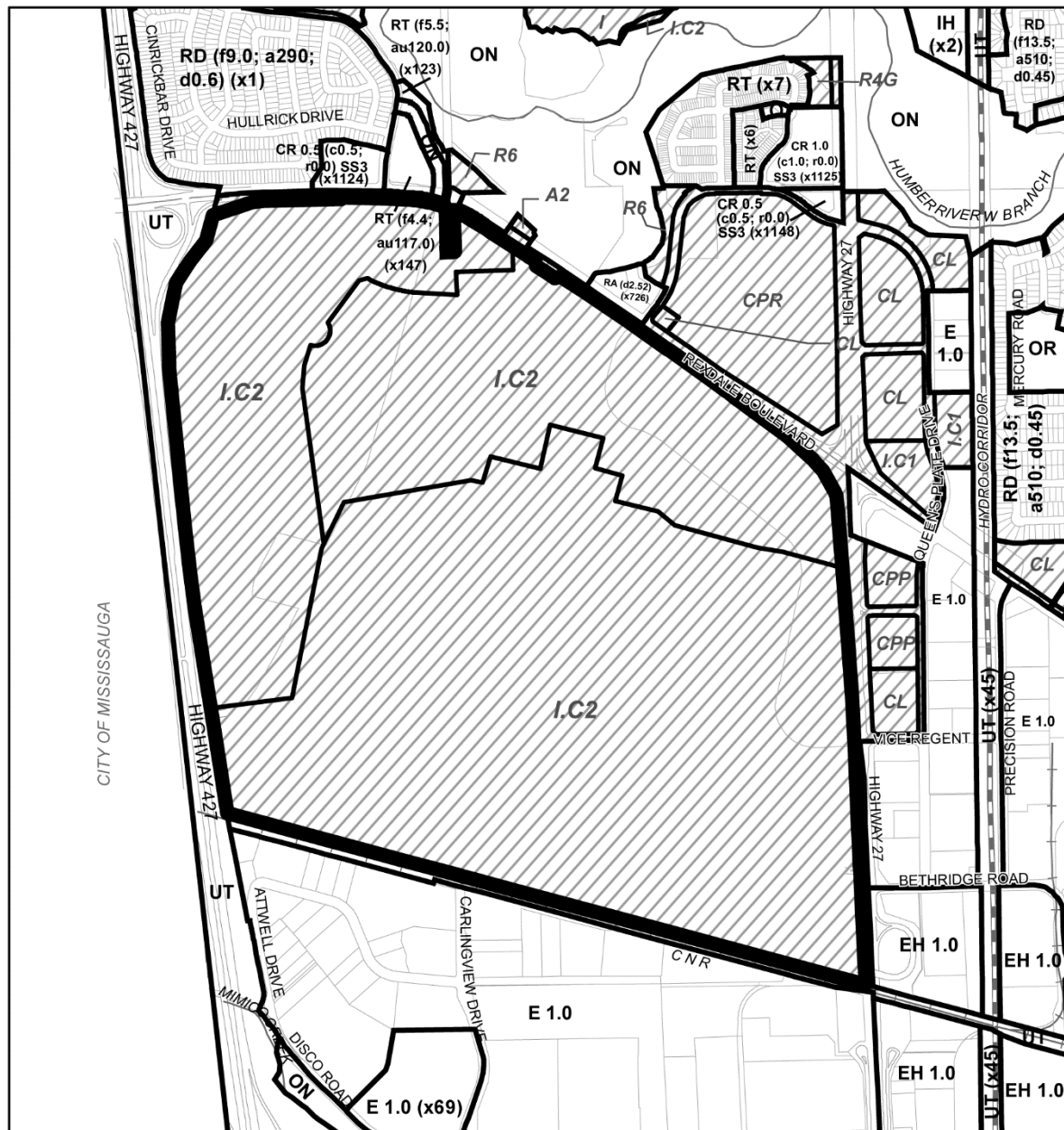
Official Plan Land Use Map #13

File # 20 185079 WET 01 02



↑
Not to Scale
10/06/2020

Attachment 3: Existing Zoning By-law Map



Zoning By-law 569-2013

555 Rexdale Boulevard

File # 20 185079 WET 01 02

Location of Application

RD Residential Detached
RS Residential Semi-Detached
RT Residential Townhouse
RA Residential Apartment
CR Commercial Residential
E Employment Industrial

EH Employment Heavy Industrial
IH Institutional Hospital
O Open Space
ON Open Space Natural
OR Open Space Recreation
UT Utility and Transportation

See Former City of Etobicoke By-law No. 11,737

R4G Fourth Density Group Residential Zone
R6 Sixth Density Residential Zone
I Institutional Zone
OS Public Open Space Zone
A2 Agricultural Minimum Lot Area 2.0ha

I.C1 Class 1 Industrial Zone
I.C2 Class 2 Industrial Zone
CL Limited Commercial Zone
CPR Regional Planned Commercial Zone
CPP Planned Commercial Preferred Zone



Not to Scale
Extracted: 10/06/2020

Attachment 4: Draft Zoning By-law Amendment

Authority: Etobicoke York Community Council Item ~ as adopted by City of Toronto Council on ~, 20~
Enacted by Council: ~, 20~

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~-20~

To amend Chapters 304 and 324 of the Etobicoke Zoning Code, as amended, and Zoning By-laws 864-2007, 1260-2018 and 1261-2018 with respect to lands municipally known in the year 2020 as 555 Rexdale Boulevard

WHEREAS authority is given to Council by Section 34 of the *Planning Act*, R.S.O. 1990, c.P. 13, as amended, to pass this By-law; and

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

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

1. That despite Chapters 304 and 324 of the Etobicoke Zoning Code, and Zoning By-laws 864-2007, 1260-2018 and 1261-2018 the following development standards and uses shall also be applicable to the lands delineated by heavy lines on Schedule '1' attached hereto.
2. Where the provisions of this By-law conflict with the provisions of the Etobicoke Zoning Code, as amended, the provisions of this By-law shall apply.
3. For the purposes of this By-law, the following definition shall apply:
 - (a) "Transportation Use" – means the use of premises or facilities for the operation of a mass transit system or a transportation system that is provided by, or on behalf of, the City of Toronto, Province of Ontario or Government of Canada, or is privately operated and Federally regulated.
 - (b) "Accessory" means a building, structure or use naturally and normally incidental to and subordinate to a permitted use.
4. In addition to the uses permitted in Chapters 304-31 and 304-34 of the Etobicoke Zoning Code and Zoning By-laws 864-2007, 1260-2018 and 1261-2018, the following uses are permitted:
 - (a) Transportation Use; and
 - (b) Uses and buildings Accessory to a Transportation Use, including Retail Store.

5. Despite Chapter 304-36.D, a building or structure used for a Transportation Use and accessory uses may be located 0 metres from a lot line where the lot line abuts a railway right-of-way or railway siding.
6. Pursuant to Section 37 of the *Planning Act*, and subject to compliance with this By-law, a Transportation Use is permitted on the lands shown on Schedule 1 in return for the provision by the owner, at the owner's expense of the facilities, services and matters set out in Schedule A hereof and which are secured by one or more agreements pursuant to Section 37(3) of the *Planning Act* that are in a form and registered on title to the lands, to the satisfaction of the City Solicitor.
7. Notwithstanding any existing or future consent, severance, partition, division of the lot, or conveyance for municipal purposes, the provisions of this By-law shall apply to the whole of the lot as if no consent, severance, partition, division or conveyance occurred.
8. Chapter 324, Site Specifics, of the Etobicoke Zoning Code is hereby amended to include reference to this By-law by adding the following to Section 324-1, Table of Site Specific By-laws.

**BY-LAW NUMBER
AND ADOPTION DATE**

DESCRIPTION OF PROPERTY

PURPOSE OF BY-LAW

XXX-2020
XXX XXX, 2020

Lands municipally known as 555
Rexdale Boulevard.

To amend the Zoning Code
to permit Transportation
Uses and accessory uses,
with site-specific standards
related to setback from a
railway right-of-way.

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

JOHN TORY,
Mayor

ULLI S. WATKISS,
City Clerk

(Corporate Seal)

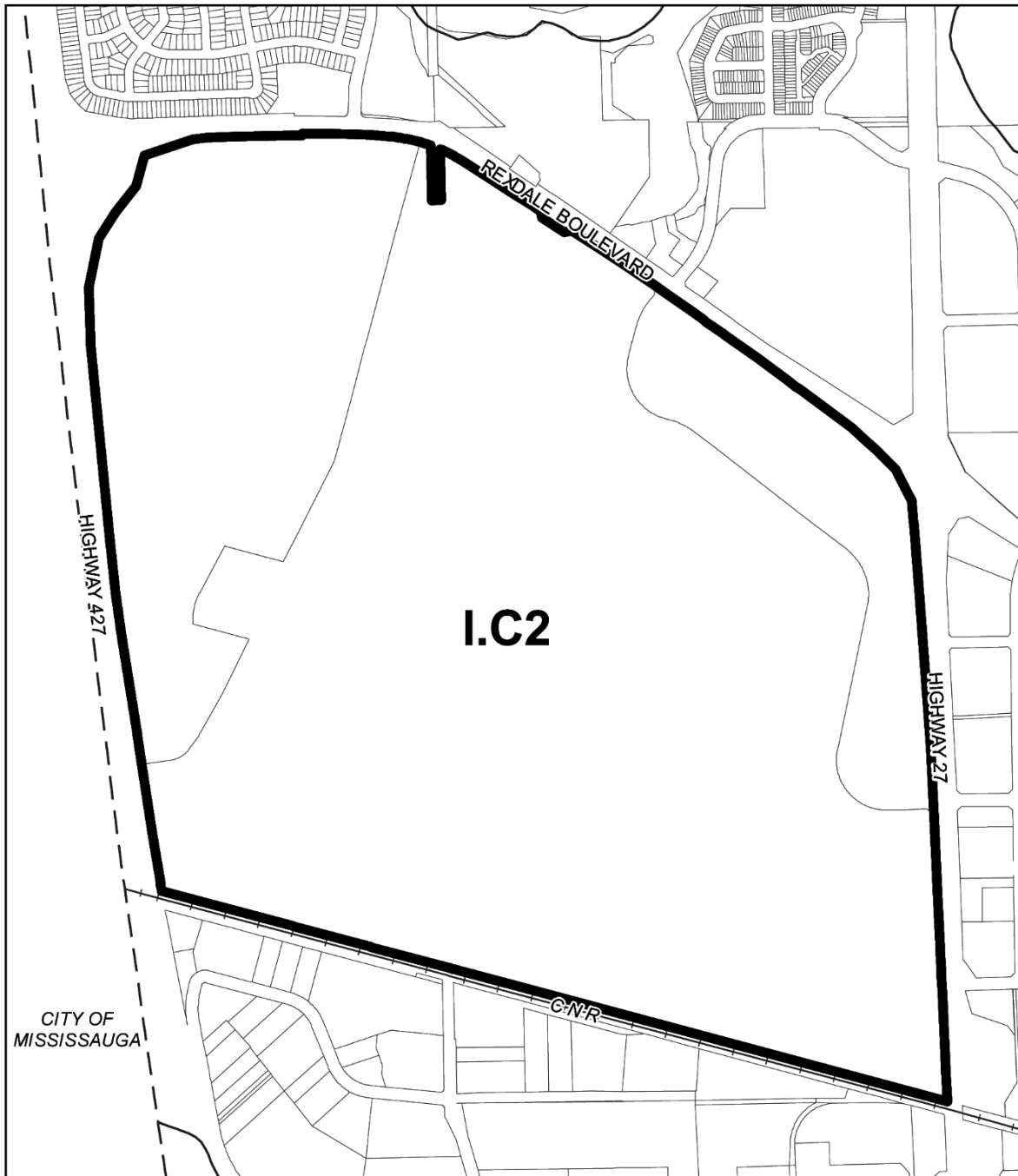
Schedule A

Section 37 Provisions

The facilities, services and matters set out below are required to be provided to the City at the owner's expense and secured in an agreement or agreements under Section 37(3) of the *Planning Act* whereby the owner agrees as follows:

- a) The design and construction of all upgrades or required transportation or road improvements to the existing municipal infrastructure should it be determined that improvements or upgrades are required to support the transportation use and/or facility, and to financially secure same, pursuant to the site plan application approval process for a transportation use and/or facility on the site to the satisfaction of the General Manager, Transportation Services and the Chief Planner and Executive Director, City Planning or his or her designate. The upgrades or improvements must be designed and constructed to the applicable City design standards and must comply with the requirements of the Toronto Green Standard Version 3.0 Tier 1;
- (b) The design and construction of a new public and/or private street including improvements to existing private streets on the site which provide public access to a transportation use and/or facility, all in accordance with City standards and specifications, to the satisfaction of the Chief Planner and Executive Director, City Planning and the General Manager, Transportation Services pursuant to the site plan application approval process for the site, and all such improvements shall be constructed and operational prior to a transportation use and/or facility on the site being operational;
- (c) Grants of easement in respect of all private streets which provide the public with means of vehicular, pedestrian and cycling access to and egress from a transportation use and/or facility and the existing municipal street network, together with indemnification of the City against all claims related to the use of all private streets subject to grants of easement to the satisfaction of the City Solicitor pursuant to the site plan application approval process; and
- (d) The provision of Transportation Demand Management measures for the transportation use and/or facility, to the satisfaction of the Chief Planner and Executive Director, City Planning or his or her designate in consultation with the General Manager, Transportation Services pursuant to the site plan application approval process for the site, all of which shall be constructed and operational prior to a transportation use and/or facility on the site being operational.

Schedule '1'



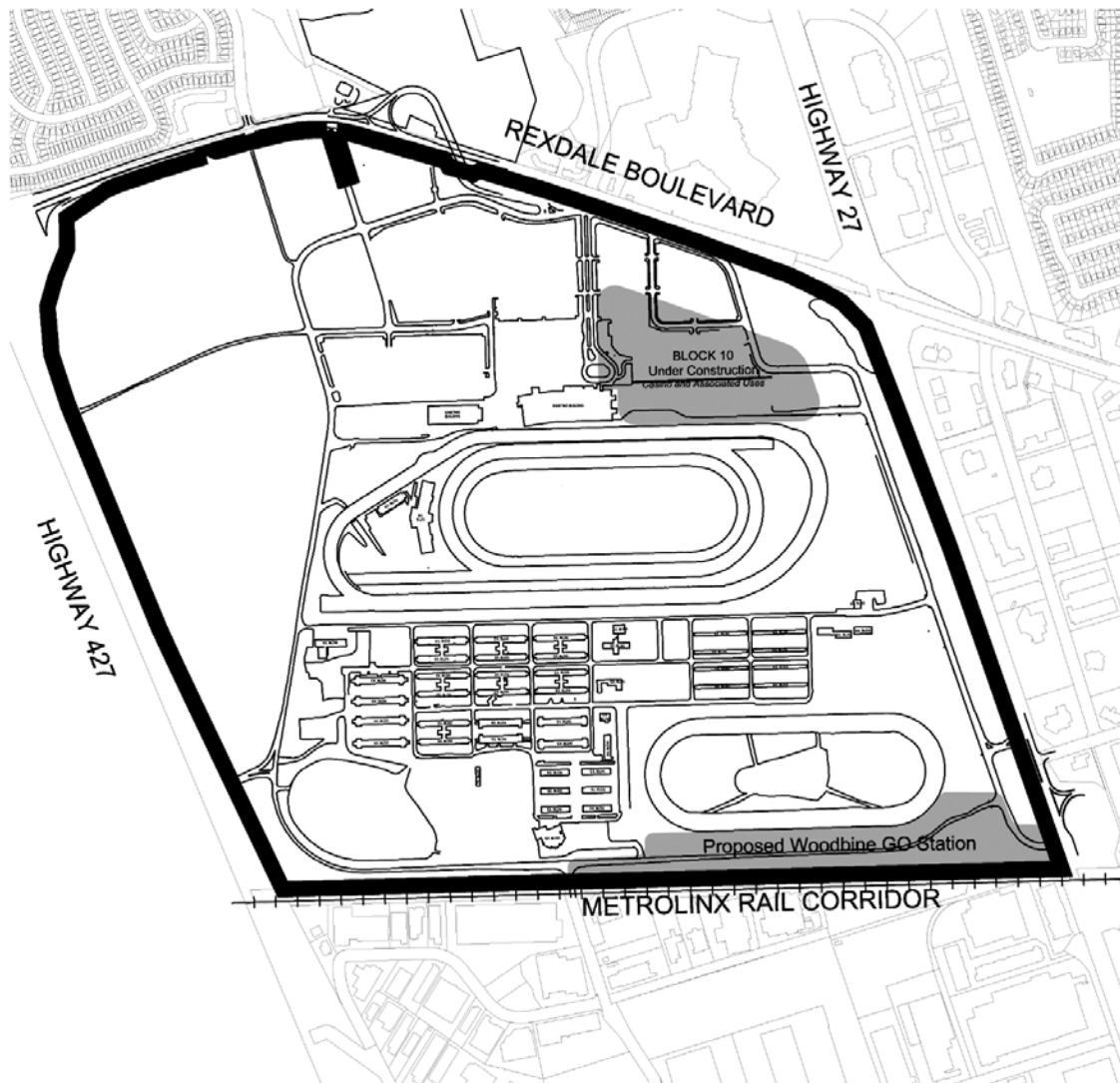
 **TORONTO**
Schedule A

555 Rexdale Boulevard

File # 20 185079 WET 01 02


City of Etobicoke By-law 11,373
Not to Scale
10/06/2020

Attachment 5: Site Plan



Site Plan



