

Our Plan Toronto: Draft Official Plan Employment Policies and Chapter 1 Directions for Consultation

Date: April 11, 2022

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

Wards: All

SUMMARY

The *Planning Act* requires that municipalities revise their official plan to ensure that it conforms to provincial plans. The *Places to Grow Act* requires that municipalities amend their official plan to conform to the Growth Plan. These provincially legislated requirements are satisfied through a Growth Plan conformity exercise and Municipal Comprehensive Review (MCR). The Minister of Municipal Affairs and Housing is the approval authority for the conformity exercise and MCR. There is no appeal of the Minister's approval.

Toronto is largely built-out and there is fierce competition for land for both residential and employment space. While the Growth Plan sets out growth forecasts for Toronto (+700,000 people and +450,000 jobs) for 2051, it is more important that the City's Official Plan articulates a shared vision of how the city will grow and describes what kind of city we want to be in 2051. The purpose of Our Plan Toronto is to satisfy Provincial MCR requirements and take the opportunity to engage Indigenous First Nations, Treaty Rights holders and communities, Torontonians, businesses, and stakeholders on the City's future.

This report provides draft Official Plan employment policies and Chapter 1 policy directions for the basis of consultation. These draft policies and directions reflect input received from a series of virtual engagement events, detailed study and analysis, and respond to a number of Council directions. City Planning staff are currently designing consultation meetings across the City to be held in May and June 2022, including an Open House, as required by the *Planning Act*. Staff are targeting a statutory public meeting with recommended employment policies at the July 5, 2022 meeting of Planning and Housing Committee. It is anticipated that amendments to Chapter 1 will be presented for consideration by City Council early in 2023.

At its meeting on February 2, 2022, City Council requested an extension from the Minister of Municipal Affairs and Housing for the date by which the City's Official Plan

must conform with the Growth Plan. To date, the Minister has not provided a response to Council's request.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning recommends that:

1. Planning and Housing Committee authorize the Chief Planner and Executive Director, City Planning to use the draft employment policies and directions and draft Chapter 1 directions as the basis for consultation, attached as Attachments 1 to 4 to the report (April 11, 2022) from the Chief Planner and Executive Director.
2. Planning and Housing Committee authorize the Chief Planner and Executive Director, City Planning to use the Preliminary Assessments, attached as Attachment 5 to the report (April 11, 2022) from the Chief Planner and Executive Director, City Planning as the basis for consultation.
3. Planning and Housing Committee direct the Chief Planner and Executive Director, City Planning to bring forward a Final Report with recommended employment policies by July 5, 2022 at a statutory public meeting.

FINANCIAL IMPACT

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

EQUITY IMPACT STATEMENT

At the outset of the Our Plan Toronto process, staff have made broad based efforts to engage with Torontonians and stakeholders representing equity deserving groups across the city. Post-pandemic recovery and rebuild efforts must acknowledge that lived experiences vary amongst Torontonians. The Toronto Office of Recovery and Rebuild report indicates that many impacts of COVID-19 were disproportionately felt by some neighbourhoods, segments of the population, occupations and sectors – a reality that must be addressed in recovery. The draft Official Plan Chapter 1 directions are centred on addressing opportunities to attain a higher quality of life for all Torontonians and for those yet to arrive.

The draft employment policies take into consideration the role Employment Areas play in accommodating a range of businesses including those that offer attainable employment opportunities for people of various education levels and skill sets. The relationship between Employment Areas and economic opportunities for visible minority households is also important. Jobs in distribution and in manufacturing and other goods-producing sectors are commonly identified as low-barrier employment opportunities for

recent immigrants and other individuals that tend to face challenges related to having their professional certifications recognized along with those individuals where English is not their first language.

DECISION HISTORY

The following section provides a summary of the Council and Committee decisions with respect to the Our Plan Toronto process.

Previous Municipal Comprehensive Review (OPA 231)

At its meeting on December 16, 2013, Council adopted Official Plan Amendment (OPA) 231, following the City's first Municipal Comprehensive Review (MCR) to conform to the 2006 Provincial Growth Plan. The Minister of Municipal Affairs and Housing approved OPA 231 in 2014 with the exception of certain lands within the Lower Don Special Policy Area. OPA 231 remains in part before the Ontario Land Tribunal ("Tribunal"). The Tribunal has approved significant portions of OPA 231, including a number of Council adopted site specific settlements. The Tribunal has not yet considered appeals to office replacement policies and approximately 80 site and area specific appeals, including those related to Site and Area Specific Policy 154. Together, the remaining site specific appellants requested the Tribunal to schedule over 300-hearing dates. The tribunal has scheduled 3-weeks of hearing dates in 2022. An April 2021 consolidation of OPA 231 is available at this link: <https://www.toronto.ca/legdocs/refdocs/11463.pdf>

Current Municipal Comprehensive Review (Our Plan Toronto)

On October 15, 2019, Planning and Housing Committee considered a report from the Chief Planner that described the requirements for the Growth Plan 2019 conformity exercise and MCR. The Committee requested the Chief Planner report on a work program for the completion of the required conformity exercise. The Committee also directed City Planning to prioritize the study of the Keele-St. Clair area as part of the MCR. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH9.2>

On June 29, 2020, Council adopted a recommended approach and work plan for the Growth Plan conformity exercise and MCR. To standardize the requirements for conversion requests, City Council authorized the commencement of the MCR on August 4, 2020 and established a deadline of August 3, 2021 for written requests to convert lands designated *Core Employment Areas* or *General Employment Areas*. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH14.4>

Employment Policies and Zoning Permissions

On November 9, 2021, Council referred the Phase 1 Final Report of the Zoning Conformity for Official Plan Employment Areas (removal of permissions for sensitive uses) to the Chief Planner so that it could be considered at the same time as final recommendations on Phase 2 of the zoning exercise. Council requested the Chief Planner to: consider amending zoning by-laws to preserve the ability of bingo halls and

places of assembly to operate in *Employment Areas*; identify ancillary uses associated with cultural industries that may be appropriate to permit in certain *Employment Areas* on a site and area specific basis; review *Employment Areas* where impactful industries may not be appropriate and to consider the introduction of daycares to support existing workers nearby, including on sites that staff may bring forward for conversions.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH27.2>

On December 1, 2021, the Economic and Community Development Committee acknowledged the importance of lands designated as *Core Employment Areas* and *General Employment Areas* to the protection of existing and development of new studio and production space across the City. Committee also requested the Chief Planner, in consultation with the General Manager, Economic Development and Culture, to consider as part of the MCR: the importance of protecting and expanding studio and production space in the City of Toronto to increase Toronto's global market share in film production; and, the potential impacts that proposed Employment Area conversions may have on current and future operations of nearby film and production studios.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.EC26.14>

Employment Conversions

Geary Works Planning Study

On July 14, 2021, Council adopted Official Plan amendments resulting from the Geary Works Planning Study, which included direction for staff to consider area specific changes to the land use permissions on Geary Avenue and to consider the conversion of certain lands from *Core Employment Areas* to *General Employment Areas* on the north side of Dupont Street from Emerson Avenue to Dovercourt Road.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH24.1>

East Harbour

On July 14, 2021, Council adopted an approach for City staff to engage with the Province and Cadillac Fairview on the proposal for East Harbour. Council directed the Chief Planner, in consultation with the General Manager, Economic Development and Culture to report to the Planning and Housing Committee in the first quarter of 2022 on the relevance of the South of Eastern Employment Area and provide a high-level overview of the critical features of core employment districts and their contributions to Toronto's economy.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH25.16>

On November 25, 2021, Planning and Housing Committee directed staff to report to the January 12, 2022 meeting of the Planning and Housing Committee on specific aspects of the East Harbour Transit Oriented Communities proposal, including the nature and number of jobs in the Employment Area currently.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH29.13>

On April 6, 2022 City Council approved the terms and approach to be incorporated into the drafting of Implementing Agreements between the City, the Province of Ontario and Cadillac Fairview on the East Harbour Transit Oriented Communities Proposal.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.EX31.5>

On April 8, 2022, the Minister of Municipal Affairs and Housing filed a Minister's Zoning Order for the East Harbour Lands (O. Reg. 329/22), which approves approximately 926,000 square metres of residential gross floor area, among other matters.
<https://www.ontario.ca/laws/regulation/r22329>

Keele St. Clair Local Area Study

On June 28 and November 25, 2021, Planning and Housing Committee considered 15-preliminary assessments for the basis of consultation within the Keele-St. Clair local area study. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH25.8>
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH29.10>

Picture Mount Dennis Planning Framework Study

On January 5, 2022, Etobicoke York Community Council directed staff to bring forward a draft Official Plan Amendment, including a draft Secondary Plan for the Picture Mount Dennis Planning Framework Study area in the first quarter of 2023. As part of the study area, the draft framework recommends reviewing the *General Employment Areas* lands municipally known as 915-945 Weston Road to be considered for the introduction of other uses, including residential.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.EY29.2>

In the first quarter of 2022, Planning and Housing Committee adopted over 120-preliminary assessments of employment conversion requests for the basis of consultation. Proponents for these requests are seeking to convert lands designated *Core Employment Areas* and *General Employment Areas* and introduce uses that are not currently permitted, including residential.

- Group 1: 34 Preliminary Assessments (January 12, 2022)
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH30.5>
- Group 2: 34 Preliminary Assessments (February 15, 2022)
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH31.7>
- Group 3: 56 Preliminary Assessments (March 25, 2022)
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH32.8>

Additionally, at its meeting on March 25, 2022, Planning and Housing Committee requested staff to:

- Expand the preliminary assessment for the conversion requests at:
 - 1235-1255, 1265, 1275 and part of 1289 Lawrence Avenue West and 3-16 and 22 Benton Road (No. 098 and 098A) by adding lands directly south on the north side of Colville Road for consideration of a redesignation from *Core Employment Areas* and *General Employment Areas*.
 - 1774 Ellesmere Road (No. 018) by adding the property located directly west, 1760 Ellesmere Road that is designated *General Employment Areas*.
- Report back to Planning and Housing Committee on conversion requests at:
 - 109 Ryding Avenue (No. 121) and 116R 126-142 Ryding Avenue (No. 059).
 - 340 et al Evans Avenue and 12 et al Arnold Street on whether the proposed 28,000 square metres of employment space could be secured as a condition of

approval through the use of a stratified title and restrictive covenants on the lands.

- 3710 Chesswood Drive (No. 019) to have the lands converted to *Mixed Use Areas* to allow newcomer's hotel and affordable rental housing.
- 4711, 4723, 4733 and 4751 Steeles Avenue East (No. 026) to finalize and report back on any findings on the peer review of the conversion request at to determine whether the environmental and community impacts, including adverse effects from noise, vibration, and emissions, including dust and odour, can be effectively mitigated.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH32.8>

Major Transit Station Areas (MTSA) and Protected Major Transit Station Areas (PMTSA)

The Minister of Municipal Affairs and Housing is the approval authority for MTSA and PMTSA. Council adopted two Official Plan amendments for PMTSA (OPAs 482 and 524), which are currently under Ministerial review. The City will be able to implement inclusionary zoning upon the Minister's approval of each PMTSA after September 18, 2022, the date by which the City's inclusionary zoning framework becomes operative.

- Keele-Finch (OPA 482): 2-PMTSA (Dec. 16, 2020)
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH19.1>
- Downtown (OPA 524): 16-PMTSA and City-wide Interpretation Policies (Feb. 2, 2022) <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH19.1>

Planning and Housing Committee considered the following draft delineations for MTSA and PTMSA for the basis of consultation:

- Request for Lower Targets: 11-MTSA and 7-PMTSA (Oct. 18, 2021 - PHC)
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH27.5>
- Bloor-Danforth: 23-PMTSA (Jan 12, 2022 - PHC)
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH30.4>
- Remaining Station Areas: 40-MTSA and 57-PMTSA (Mar. 25, 2022 - PHC)
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH30.4>
- Keele-St. Clair: 1-PMTSA (Nov. 25, 2021 - PHC)
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH29.10>
- ConsumersNext: 1-MTSA (Feb. 22, 2018 - PHC)
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG27.2>

On September 30, 2020, Council directed staff to incorporate the PMTSA requirements into a new planning framework for Little Jamaica, including the development of a Cultural District Plan.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.MM24.36>

Other Policy Areas

On June 18, 2021, the Aboriginal Affairs Advisory Committee requested that staff amplify Indigenous voices into the engagement process of Our Plan Toronto.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.AA11.4>

On November 15, 2021, the Toronto Accessibility Advisory Committee directed staff to undertake an environmental scan of jurisdictions that have integrated an equity-deserving lens, incorporating the needs of people with disabilities in their land use plans and present draft policies to the Advisory Committee.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.DI18.3>

On March 25, 2022, the Planning and Housing Committee authorized the Chief Planner to use the draft revisions to Official Plan environment policies as a basis for consultation and to bring forward a Final Report by May 31, 2022.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH32.6>

On February 2, 2021 Council direct the Chief Technology Officer, supported by other Divisions to implement Phase 1 of ConnectTO, which is a collaborative program that aims to centralize stewardship of municipal resources and assets to deliver the City's goals on equity and connectivity, including creation of a City of Toronto broadband network. Broadband refers to internet service that is always on and available at higher speeds than traditional dial-up Internet services.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.EX20.8>

COMMENTS

Provincial Land Use Policies: Provincial Policy Statement and Growth Plan

Provincial Policy Statements and Provincial Plans, along with municipal official plans, provide a policy framework for planning and development in the Province.

Provincial Policy Statement

The Provincial Policy Statement (2020) (the "PPS") provides province-wide policy direction 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:

- protecting and preserving employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs;
- the efficient use and management of land and infrastructure;
- ensuring opportunities for job creation; and
- ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs.

The PPS recognizes and acknowledges the official plan as an important document for implementing the policies within the PPS. Policy 4.6 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."

Places to Grow: Growth Plan for the Greater Golden Horseshoe

The Growth Plan (2020) came into effect on August 28, 2020. The Growth Plan provides a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe (GGH) region, of which the City is an integral part. Section 26 of the *Planning Act* requires all GGH municipalities to implement the policies of the Growth Plan through an MCR.

The Growth Plan builds on the policy foundation of the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. In accordance with Section 3 of the *Planning Act*. All decisions of Council in the exercise of any authority that affects a planning matter shall conform with the Growth Plan.

The Growth Plan requires municipalities to undertake integrated planning to manage forecasted growth to the 2051 planning horizon. In particular and relevant to the Our Plan Toronto process, the Growth Plan requires the City to:

- assess the quantity of land required to accommodate forecasted growth through the Land Needs Assessment;
- delineate MTSA boundaries and identify minimum density targets;
- prohibit residential land uses in employment areas and prohibit or limit other sensitive land uses in employment areas;
- establish size or scale thresholds for major retail uses;
- apply specific criteria for conversion of employment areas to non-employment uses;
- establish minimum density targets for all employment areas; and
- address compatibility issues between *Employment Areas* and non-employment areas.

Official Plan

The Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form of different land uses and the provision of municipal services and facilities. The Official Plan is intended to establish priorities, policies, and a framework and context for implementing zoning by-laws. Since Council's adoption of the Official Plan in 2002 and its approval by the Ontario Land Tribunal in 2006, the following thematic and area-based amendments have been approved and are in effect:

- Affordable Housing policies ([OPA 214](#) - in effect July 2013);
- Transportation policies ([OPA 274](#) - in effect December 2014; [OPA 456](#) - in effect June 2021);
- Heritage policies ([OPA 199](#) - in effect April 2015);

- Environment policies and Environmentally Significant Areas ([OPA 262](#) - in effect May 2016);
- *Neighbourhoods* and *Apartment Neighbourhoods* ([OPA 320](#) - in effect December 2018);
- Yonge-Eglinton Secondary Plan ([OPA 405](#) - in effect June 2019);
- Downtown Plan ([OPA 406](#) - in effect June 2019);
- Public Realm and Built Form ([OPA 479](#), [OPA 480](#)) policies (in effect September 2020);
- Affordable housing definitions ([OPA 558](#) - in effect November 2021);
- Inclusionary Zoning policies ([OPA 557](#) - in effect November 2021); and
- Employment Area and Economic Health policies ([OPA 231](#) - Tribunal approvals)
 - Employment Areas land use designation and mapping (in effect December 2016)
 - Compatibility and Mitigation policies (in effect July 2018)
 - Non-residential sensitive uses in Employment Areas (in effect August 2018)
 - Employment Area Conversion and removal policies (in effect May 8, 2020)
 - Retail in Employment Areas (in effect April 2021)
 - Cultural policies (In effect April 2021).

Chapter 1 - Making Choices

Chapter 1 of the Official Plan articulates a vision for Toronto's future and outlines the principles for a successful city. This Chapter indicates that 75% of the City's land area accommodates our neighbourhoods, ravines, valleys and our open space system, which are areas not expected to accommodate much growth, but will mature and evolve. The remaining 25% of the City is planned to accommodate most of the new growth over the Plan's 30-year horizon.

The Official Plan is grounded in four principles: (1) diversity and opportunity; (2) beauty; (3) connectivity; and (4) leadership and stewardship. The vision of the Plan is about creating an attractive and safe city that evokes pride, passion and a sense of belonging - a city where people of all ages and abilities can enjoy a good quality of life.

Chapter 2 - Employment Areas; Chapter 3 - Economic Health policies; Chapter 4 - Land Use Designations; Chapter 7 - SASPs

The Official Plan Employment Areas land use planning framework was largely established through OPA 231 during the previous MCR, which was brought into effect by the Tribunal in a phased manner between 2016 and 2021.

Chapter 2 policies (Employment Areas: Supporting Business and Employment Growth) focus on protecting and preserving lands shown as Employment Areas in Map 2: Urban Structure. Maintaining Employment Areas exclusively for business and economic activities provides a stable and productive operating environment for existing business and industries. Providing a degree of land use certainty for these uses and businesses is provided through the implementation of policies related to compatibility/mitigation and conversion/removal of Employment Areas contained in Chapter 2.

Chapter 3 policies (Toronto's Economic Health) support Toronto's diverse economic base, one that has helped the city weather past economic downturns and provides important economic and employment opportunities for businesses and Torontonians. Policies in Chapter 3 underscore the important role that the office, institutional, cultural and retail service sectors play in the City's economy.

Chapter 4 policies (Land Use Designations - Employment Areas) apply to 8,000 hectares or 13 per cent of all lands in the City designated *Core Employment Areas* and *General Employment Areas*. The designation policies state that these lands are places for business and economic activities. Uses permitted in *Core Employment Areas* are all types of manufacturing, processing, warehousing, wholesaling, distribution, storage, transportation facilities, vehicle repair and services, offices, research and development facilities, utilities, waste management systems, industrial trade schools, media, information and technology facilities, and vertical agriculture. Ancillary uses including parks, small-scale restaurants, and small-scale service and ancillary retail uses are also permitted. *General Employment Areas* are generally located on the periphery of Employment Areas and allow for restaurants and all types of retail and service uses, in addition to those uses permitted in *Core Employment Areas*.

Chapter 7 contains site and area specific policies (SASPs) that vary from one or more of the provisions of the Official Plan. They provide a further layer of local policy direction, given unique context, development opportunities or constraints. A number of SASPs permit residential uses on lands designated either *Core* or *General Employment Areas*. These permissions provide a level of flexibility for landowners, but equally and oppositely presents an issue of land use uncertainty and potential land use conflicts for nearby operating businesses.

Economic Trends and Employment Study

In support of the Growth Plan conformity exercise and MCR, the City retained Hemson Consulting Ltd., with Cushman & Wakefield, to carry out an employment study and economic analysis of the City's Employment Areas and office market ("Employment Study"). The Employment Study recommends directions to strengthen and clarify the Official Plan policies to support and grow employment and maintain a healthy economy. These recommendations have informed staff's draft employment policies prepared for consultation. The Employment Study is attached as Attachment 6 to this report.

Key Employment Study findings include the understanding that Toronto's pre-pandemic economy was "firing on all cylinders" with 9-million square feet of new office under construction in the Downtown; industrial market vacancy rates at historic lows (0.7% at year-end 2021); investments in commercial and industrial buildings are robust; and healthy gains in employment over the previous 10-year period. In reference to the influence of the COVID-19 pandemic, the Employment Study concludes that it is too early to determine what permanent effects may manifest in office working practices and recommends that the City monitor return-to-work trends and track key office indicators.

The results of the Employment Study underscored the importance of Employment Areas in achieving the City's equity goals, particularly given their strategic locations across the city, some near to Neighbourhood Improvement Areas, and many accessible via the

TTC and GO rail network. The 23 Areas of Employment profiles prepared as part of the study present strong relationships between places of residence and work, where some suburban employment areas see a significant share of workers commuting by transit. Almost two-thirds (65%) of jobs within the City's Employment Areas were held by residents of the City, demonstrating the importance of these areas in providing economic opportunities for Torontonians.

Employment Areas amount to 8,000 hectares or 13% of the city's land base, while accommodating over 400,000 jobs or 25% of all the jobs within the city in 2020. The value of new industrial building permits within Employment Areas averaged over \$48 million annually since 2000 demonstrating continued investment, interest and confidence in these lands. Additionally, since 2000: Addition/Renovation permits averaged approximately \$39 million per year and Structural/Other permits averaged just under \$26 million per year.

The following lists the consultant's Employment Study's 20 recommended MCR directions.

Protect Employment Areas over the Long Term

- The City should continue to protect and preserve all Employment Areas, for ongoing industrial and other adaptive employment uses.

Strategic Use of Employment Areas to Promote Economic Development and Competitiveness

- City-initiated official plan amendments to convert strategically located employment lands should apply the *Regeneration Area* land use designation, securing a minimum threshold of gross floor area for employment and ensure the continued economic function of the site and broader area.
- The City should reinforce either in policy or non-policy text that neither the Official Plan Employment Areas designation nor the Zoning By-law zone category infer a hierarchy of importance or priority regardless of intensity of use. Similarly, the relative location of lands within an area of employment does not infer importance or priority.
- When planning for Major Transit Station Areas, the City should consider new policies that encourage the development of major offices and other office uses in these areas, recognizing that land use permissions may need to be modified.

Preserve Lands near Major Goods Movement Facilities and Corridors

- The City should protect for centrally situated distribution facilities featuring good highway access to accommodate new multi-level industrial development, such as last-mile fulfilment centres that are optimally situated to deliver goods to the urban market, and review parking, loading and short-term parcel pickup needs to support e-commerce.

Prohibit Residential Uses in Employment Areas

- The City should add policy language to expressly prohibit residential uses in Employment Areas.
- The City should consider adding non-policy language, or a definition, to aid in the interpretation of "residential" such that it includes dwellings, live/work units, retirement homes and long-term care facilities.
- The City should review and reconcile policies in Site and Area Specific Policies (SASP) and Secondary Plans that permit residential on lands designated as *Core* or *General Employment Areas*.

Limit Conflict between Sensitive Uses that are Not Ancillary to the Primary Employment Use

- The City should not expand the list of permitted uses in *Core Employment Areas* and *General Employment Areas*.
- The City should continue and complete its exercise to bring the Zoning By-law into conformity with the Official Plan permissions following the approval of OPA 231 by the Ontario Land Tribunal.
- The City should continue to enforce the revised threshold for large format retail policy in *General Employment Areas*, and monitor and track the application of this policy until the next municipal comprehensive review.
- The City should continue to enforce the compatibility and mitigation policies for lands near to employment areas, and monitor and track the application of these policies until the next municipal comprehensive review.
- While there is strong policy alignment, the City could review the zoning for *Core* and *General Employment Areas* to create a separation of specific uses in order to avoid employment-to-employment conflicts.

Maintain Conversion Request Criteria

- The conversion and mitigation policies brought into effect as a result of OPA 231 should not be revisited until the next MCR at the earliest.
- The City should consider whether the in-effect Official Plan conversion policies would require any modifications in order to conform to the Growth Plan policies for conversions under policy 2.2.5.10.

Advocate for Additional Provincially Significant Employment Zones

- The City should re-engage with the Minister to recognize additional lands as PSEZ within Toronto.

Establish Minimum Employment Densities for Employment Areas

- The City should use the research into employment densities provided in the Employment Study as input into the ongoing delineation and preparation of density targets for MTSAs.

- The City should establish one employment areas density target of 50 jobs per hectare calculated across all land designated Employment Areas city-wide.
- The City should establish a monitoring program to assess achievements against this City-wide density target in the context of changing conditions amongst different employment uses, specifically the manufacturing and transportation / warehousing industries.

Support Office-Focused Employment Areas

- The City should consider monitoring return-to-office trends in addition to other key office market indicators with a view to tracking the health of office-focused employment areas.

Continued Public Engagement

Staff have continued the virtual engagement program that was initiated in late-2020. Since staff's MCR update report ([PH30.6](#)), staff have held a number of focused meetings with Indigenous First Nations, sector-specific employment stakeholders, representatives of equity deserving groups, residents' associations, and others. Staff have also delivered presentations to the Economic and Community Development Committee, Toronto Seniors Strategy Accountability Table, Aboriginal Affairs Advisory Committee, and Film, Television and Digital Media Advisory Board. As required, staff will provide follow-up presentations to Boards and Committees during the next phase of engagement.

Employment Sector-Specific Engagement

During the first quarter of 2022, Planning and Economic Development and Culture staff undertook targeted stakeholder engagement with nine industry groups. The purpose of these sector-specific meetings was to better understand: locational criteria important to different business operations; importance of clustering with other related businesses; factors that influence decisions to grow operations in Toronto; identification of irritants that prevent further growth and investments in Toronto; and types of operational changes that have resulted from the pandemic, particularly those that would remain permanent. Input received as part of these sector specific meetings and previous engagement events informed staff's preparation of the draft policies and policy directions.

Sector-specific engagement summaries are attached as Attachment 7 to this report. The nine sectors consulted were: E-Commerce, Logistics, and Warehousing; Fashion and Apparel; Film and Entertainment; Food and Beverage; Industrial Business Improvement Areas; Industrial and Manufacturing; Information Technology; Institutional and Education; and Life Sciences and Biotechnology.

Engagement with Indigenous Communities and First Nations

Staff have continued meeting with First Nations, Indigenous Treaty Rights Holders and organizations. The focus of these discussions have been centred on amplifying Indigenous voices into the engagement process and continuing to build and strengthen

relationships with Indigenous communities. To date, staff have held eight meetings with Indigenous Rights Holders and care-takers. Attachment 8 includes written submissions received from the Mississaugas of the Credit First Nation and Six Nations of the Grand River. While other Indigenous groups have not submitted written materials, staff have applied and reflected upon all received input in preparing and thinking about preliminary changes to Chapter 1 of the Official Plan. The draft Chapter 1 principles and preliminary Indigenous planning perspectives will be used as a basis for further consultation with Indigenous communities, including the City's Aboriginal Affairs Advisory Committee.

Engagement with Equity Deserving Groups

Staff have initiated a Community Leaders' Coalition (CLC) comprised of representatives who are affiliated with community, advocacy, and Indigenous groups working in communities across the city. The CLC is intended to provide staff with input on the challenges faced by marginalized, BIPOC, and LGBTQ2S+ and other vulnerable communities within the city. CLC members are provided with an honorarium to consult with their constituents and report findings back to staff. To date, staff have hosted four meetings with CLC members, in addition to a well-attended virtual event held by the Scarborough Community Renewal Organization and a meeting of the Local Champions Network (Centre for Connected Communities) in January 2022.

Staff also hosted an accessibility focused stakeholder meeting with representatives from various organizations and individuals with a range of physical, mental and intellectual disabilities. While considerations were made for those that face physical disabilities, it was also necessary to include those from neuro diverse communities in the Our Plan Toronto process. The accessibility focused meeting summary is attached as Attachment 9 to this report. Input received as part of the CLC have informed staff's draft policies and policy directions.

Geary Works Planning Study - Working Group

As a continuation of the Geary Works Planning Study, Planning and Economic Development and Culture staff have participated in a working group consisting of tenants, businesses, property owners and artists who operate on Geary Avenue. The working group discussed how Geary Avenue could be planned as a small-scale cultural corridor that supports artists and creative enterprises by allowing a balance of accessory commercial uses while maintaining Employment Area employment uses as the primary use.

Working group members provided their input on the future of Geary Avenue, including identifying it as an area of production (i.e., food and beverage manufacturing and maker spaces) as oppose to an area of consumption (i.e., restaurants and places of assembly). A focus on ancillary and economically supportive uses would need to be compatible with existing industry and adjacent residential areas. Working group members expressed support for small-scale restaurant and entertainment uses in conjunction with employment and/or maker uses on the same property. Issues related to affordability, traffic capacity and the impacts of late night activities in the area were also raised.

Additional Preliminary Assessments of Conversion Requests (Group 4)

Attachment 5 includes four additional Preliminary Assessments for conversion requests that staff will use for the basis of consultation. Two Preliminary Assessments are related to ongoing study work for the Picture Mount Dennis Planning Framework Study and Geary Works Planning study implementation. The expanded Preliminary Assessments are also provided in Attachment 5, as outlined in the Decision History section of this report.

Draft Official Plan Amendments and Directions for Consultation

Attachments 1, 2, 3, and 4 to this report contain the draft Official Plan policies and directions for the basis of consultation. The next phase of engagement will take place between April and June, 2022. Input received through this next phase of engagement will help inform revisions to the draft policies and directions.

Draft Employment Policies and Directions for Consultation

Attachment 2 to this report contains draft employment policies that affect Official Plan Chapters 2, 3, and 4. These draft policies reflect the consultant's Employment Study conclusions in part, input from the consultation held to date and staff's preliminary advice.

Employment Areas Minimum Density Target

- New Draft Policy 2.2.4.19: All *Employment Areas* will be planned for a minimum of 50 jobs per (gross) hectare. The City will monitor the achievement of this density target and evaluate it at the time of the next Municipal Comprehensive Review.

E-commerce

- New Draft Policy 3.5.3.7: As e-commerce continues to grow:
 - a) Centrally-situated sites with access to highways and major roads will be encouraged to accommodate new multi-level industrial development, such as last-mile fulfilment centres that are optimally situated to deliver goods to the urban market.
 - b) New mixed-use development will be encouraged to design and incorporate parcel delivery and pick up spaces.

Employment Area explanatory text

- New Draft Non-Policy Text: All land designated *Core Employment Areas* and *General Employment Areas* contribute to the achievement of employment forecasts.

Prohibiting Residential Uses in Employment Areas

- New Draft Policy 4.6.7: Residential uses are prohibited on lands designated *Core Employment Areas* and *General Employment Areas*.

Residential Uses Explanatory Text

- New Draft Sidebar text: Residential uses prohibited in *Core Employment Areas* and *General Employment Areas* include other living accommodations such as, dwelling units, bed-sitting rooms, group homes, laneway suite, nursing home, residential care home, retirement home, and seniors community house.

Draft SASPs and SASP Directions for Consultation

Attachments 3 and 4 contain policy directions and draft SASPs for consultation.

SASPs in Employment Areas with Residential Permissions

Fourteen Site and Area Specific Policies (SASPs) permit residential uses on lands designated *Core* or *General Employment Areas* throughout the city. These residential permissions prevail over the Employment Areas policies, which currently do not allow residential uses. Growth Plan Policy 2.2.5.7 requires that municipalities prohibit residential uses in employment areas.

Given the potential conflict between the SASPs and the Growth Plan requirement, staff are reviewing these SASPs and will recommend amendments to the Official Plan to conform to the Growth Plan. This review will consider matters such as existing and proposed uses on the lands and the character of the surrounding area. A map identifying locations of these SASPs, the applicable wards, and the link to the Chapter 7 SASPs are listed in Attachment 3.

Geary Works Draft SASP

As the subsequent phase to the Council adopted Geary Works Planning study, staff undertook the following:

- Reviewed the underlying land use designations for the lands subject to SASP 154 between Ossington Avenue and Dovercourt Avenue to determine if a conversion to *Mixed Use Areas* is appropriate;
- Considered the appropriateness of redesignating the *Core Employment Areas* lands to *General Employment Areas* to permit a broader range of retail, restaurant and service uses;
- Considered the appropriateness of permitting certain additional non-residential and cultural industry uses as accessory uses, through a SASP, on the lands west of Salem Street, including: Recreational Uses; Entertainment Uses; Performing Arts Studios; and Places of Assembly, including Entertainment Places of Assembly and/or Cabarets.
- Consider a request from the existing property owner at 27 Primrose Avenue, 360 Geary Avenue, otherwise known as Geary Lane, that a club and/or recreational use be permitted to occupy 100% of the existing building, which has a gross floor area of 5,391 square feet and is currently 100% occupied by a club /recreational use in the form of a boxing club. Permission for an associated outdoor patio on the second floor is also requested.

The Geary Works draft SASP contained in Attachment 4 is intended to permit a mix of economically supportive and compatible uses on a site, such as restaurants and entrainment facilities, while protecting primary employment uses in the area and ensuring that the employment uses remain the primary use on any given site. The draft SASP would permit small-scale retail uses, without the need for all of the retail use to be connected to the employment use on the same site. The draft SASP also permits a fitness centre at 27 Primrose Avenue and 360 Geary Avenue to allow for the operation of a non-profit boxing gym.

Reinforcing In-effect Employment Policies and Permissions

Staff are not proposing revisions to a number of employment policy matters that are currently in effect. In particular, policy matters related to: allowing non-residential sensitive uses within Employment Areas; Compatibility/Mitigation policies; Large format retail size thresholds within *General Employment Areas*; and Conversion and Removal policies. The following section provides a brief rationale for these policy matters that are not recommended for revisions at this time.

The consultant recommendations, together with previous preliminary assessments for conversion requests considered by Planning and Housing Committee and the following policy analysis form an integral part of the Municipal Comprehensive Review. Provincial policies require municipalities - through MCRs - to review its employment lands policies and consider Employment Area conversion requests. While developing and reviewing Citywide employment policies and land use permissions, staff are undertaking a detailed context analysis of each submitted conversion request to determine where and under what conditions - conversions can be recommended to Council that would maintain the intent and purpose of the employment land policies that apply to the entire city.

Employment Areas - Finite Land Resource

The supply of lands designated *Core* and *General Employment Areas* is finite; they are relied upon to accommodate future businesses that will provide jobs for an expanding population. The City's employment lands should be reserved for business activities and not private institutional, recreation or entertainment uses that can locate in many other areas of the City. Permissions for these non-residential sensitive uses in Employment Areas may also impact the operations of industries.

Under the *Planning Act*, "areas of employment" are areas for manufacturing uses, warehousing uses, office, associated retail, and any ancillary uses to the employment uses. *Planning Act* Sections 22(7.1) and 22(7.3) indicate that are no appeals to Council's refusal to adopt an amendment with respect to the conversion (or removal) of land from employment areas, which provides a stronger level of protection for these types of applications. This level of legislative protection for this finite land base must materialize into commensurate protective land use policies within a municipality's Official Plan.

Allowing non-residential sensitive uses within Employment Areas

The Ontario Land Tribunal only brought into effect the list of uses not permitted in Employment Areas in 2018. These non-residential sensitive uses such as places of worship, daycares, places of assembly, entertainment and recreation facilities have the potential to compromise the suitability of surrounding land for employment uses that require separation and impact the limited land supply of employment lands. Sensitive land uses may impact the ability of industries to obtain or operate in accordance with existing Environmental Compliance Approvals and the *Environmental Protection Act*.

Introducing sensitive uses in Employment Areas compromises the ability to: retain sufficient availability of lands for industrial functions; protect and preserve Employment Areas for current and future businesses and economic activities; provide for and contribute to a broad range of stable full-time employment opportunities; and provide a stable and productive operating environment for existing and new businesses.

Places of Worship

The Official Plan permits places of worship in *Neighbourhoods*, *Apartment Neighbourhoods*, *Mixed Use Areas*, *Institutional Areas*, and *Regeneration Areas* which comprise about 80 per cent of the City's land base, outside of parks and rail and hydro corridors where little or no development is permitted. When located within Employment Areas, places of worship attract members of the general public, who may not otherwise be familiar with heavy truck traffic that facilitate goods movement.

Places of Assembly, Entertainment and Recreation Uses, and Daycares

The Official Plan does not permit places of assembly, entertainment and recreation uses, and daycares within Employment Areas. These sensitive non-residential uses have many alternative locations throughout the City in *Mixed Use Areas* and *Regeneration Areas* where they would not affect Employment Areas and would have visibility and access to a broad market. In the case of daycares, the *Day Nurseries Act* requires 5.6 square metres of outdoor space per child, which has the potential to conflict with operating businesses in an Employment Area.

Compatibility/Mitigation policies, Large format retail size thresholds within General Employment Areas, and Conversion and Removal policies

Although these policy matters were adopted by Council in 2013 and approved by the Minister in 2014, they were subject to numerous appeals as part of the previous MCR. The Minister's decision on the current MCR is no longer subject to appeals, resulting from recent changes to the *Planning Act*.

These three policy sets were brought into effect by the Ontario Land Tribunal between 2018 and 2021 and the City, operating businesses, land owners and other stakeholders need time and experience working with and implementing these policies before a meaningful review can occur that would justify revisions, course-corrections, and other policy directions. At the time of the next MCR, staff will re-visit these policy matters and provide Council recommendations.

Draft Chapter 1 Directions

Attachment 1 to this report contains further descriptions of the Draft Chapter 1 Directions and Principles, which will be used as the basis of ongoing consultation.

Indigenous Planning Perspectives

The Official Plan should:

- recognize the importance and purpose of land acknowledgments;
- seek to amplify Indigenous voices in planning processes through consistent and respectful approaches to consultation and decision-making;
- explicitly seek to deepen understanding of contemporary urban Indigenous realities and experiences;
- continue to identify opportunities for Indigenous placemaking and placekeeping initiatives in new development (Source: Reconciliation Action Plan, 2022); and
- include a new Sidebar or explanatory text describing the Reconciliation Action Plan.

2051 Vision Statement

The Official Plan should:

- seek to eliminate disparities experienced by Torontonians;
- challenge orthodoxies and systemic impacts of land use planning;
- achieve complete communities and all its requisite components;
- prioritize climate change action and sustainability towards net zero by 2040; and
- be the road map for Toronto to become the most inclusive city in the world.

Principles for a Successful and Inclusive City

Three Principles for a Successful and Inclusive City:

- **Access:** Successful city-building requires improving access to many facets of daily life;
- **Equity:** Successful city-building requires applying an equity lens that identifies and removes barriers for the City's most marginalized and vulnerable communities to achieve transformative change and inclusive growth; and
- **Inclusion:** Successful city-building requires creating a safe and inclusive city for all Torontonians and for those yet to arrive.

Next Steps

Staff will host citywide engagement meetings on the draft policies and directions contained in Attachments 1 to 4 to this report, along with the draft MTSA and PMTSA delineations, and conversion request preliminary assessments. One engagement meeting will be held in each Community Council district, in addition to one citywide Open House required by the *Planning Act*.

CONTACT

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SIGNATURE

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ATTACHMENTS

Attachment 1: Draft Chapter 1 Directions and Principles
Attachment 2: Draft revisions to Chapters 2, 3, and 4 - Employment Area, Economic Health, and Land Use Designation Policies
Attachment 3: Directions for Chapter 7 Site and Area Specific Policies
Attachment 4: Draft Geary Works Site and Area Specific Policy
Attachment 5: Preliminary Assessments of Employment Area Conversion Requests Group 4
Attachment 6: Future of Toronto Employment Areas and the Office Market (Employment Study)
Attachment 7: Sector Specific Engagement Summaries
Attachment 8: Indigenous Engagement Written Submissions
Attachment 9: Accessibility Focused Meeting Summary

Attachment 1: Draft Chapter 1 Directions and Principles

A. Indigenous Planning Perspectives

On April 6, 2022, City Council adopted the Reconciliation Action Plan (2022-2032) that envisions a city where First Nations, Inuit, and Métis peoples, worldviews, cultures, and ways of life hold a respected, celebrated, prominent, and distinctive place in Toronto.

As part of decolonizing our structures, processes, and ways of working, the Official Plan must acknowledge that First Nations, Inuit, and Métis peoples' world views with respect to the land, sea, and air are different from the colonial approach that has guided land use planning in Ontario.

The Official Plan should recognize the importance and purpose of land acknowledgments

- A territorial or land acknowledgement is a statement recognizing the traditional territory of the Indigenous people(s) who called the land home before the arrival of settlers, and in many cases still do call it home. Providing a land acknowledgement at the beginning of an event or meeting gives time for reflection and demonstrates recognition of Indigenous lands, treaties and peoples. It involves thinking about what happened in the past and what changes can be made going forward in order to further the reconciliation process. Land acknowledgments mark a small and important step in the process of reconciliation and building a positive relationship with Indigenous peoples. By making a land acknowledgement you are taking part in an act of reconciliation, honouring the land and Indigenous presence which dates back over 10,000 years. Source: [City of Toronto website](#)

The Official Plan should seek to amplify Indigenous voices in planning processes through consistent and respectful approaches to consultation and decision-making

- While implementing the Official Plan, the City, its partners, stakeholders and others must meaningfully engage with Indigenous Peoples frequently and early in the planning process.
- Meaningful engagement will help the City to create and maintain relationships with First Nations, Métis and Inuit People, and to collaborate to restore truth, right relations and contribute to a just future for Indigenous Peoples.
- Building and repairing relationships with Indigenous Peoples – with Elders, Knowledge Carriers and youth can remind us of our responsibilities to the land and water.

The Official Plan should explicitly seek to deepen understanding of contemporary urban Indigenous realities and experiences (Source: Reconciliation Action Plan, 2022-2032)

- By deepening the understanding of the past, and also of contemporary urban Indigenous issues, members of the public and the City will be more responsive to the needs of the Indigenous community.

- To better serve Indigenous residents in Toronto, the Official Plan should seek to address barriers and colonial practices embedded in our policies, processes and practices.

The Official Plan should continue to identify opportunities for Indigenous placemaking and placekeeping initiatives in new development (Source: Reconciliation Action Plan, 2022-2032)

- Indigenous placemaking and placekeeping is integral to truth, reconciliation and justice in that it creates and nurtures space, in process and policy, for ceremony, teaching and community; strengthens Indigenous connections with lands and waters; and builds cultural competency and capacity for land-based Indigenous engagement. The outcomes of placemaking and placekeeping initiatives are varied and all are critical for the health and well-being of Indigenous Peoples. Source: Draft [Reconciliation Action Plan](#), 2022-2032

The Official Plan should include a new explanatory text or sidebar describing the Reconciliation Action Plan

- The Reconciliation Action Plan will help guide the City, towards a more inclusive and representative city *with* and *for* Indigenous Peoples.
- A new sidebar or explanatory text describing the City's first Reconciliation Action Plan will assist in capacity building and awareness of the Plan's four themes and 28 actions.

B. 2051 Vision Statement

The Official Plan should seek to eliminate disparities experienced by Torontonians

- Post-pandemic recovery and rebuild efforts must acknowledge that lived experiences vary amongst Torontonians. The Toronto Office of Recovery and Rebuild (TORR) report indicates that many impacts of COVID-19 were disproportionately felt by some neighbourhoods, segments of the population, occupations and sectors – a reality that must be addressed in recovery. The achievement of complete communities will ensure a high quality of life for all.
- The systemic effects of land use planning (gentrification, income and racial segregation, limits to opportunity) mean we should challenge orthodoxies and look for outcome based directions that meaningfully work to reduce disparity and build up social cohesion.
- Complete communities offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, active transportation options, and community services.

The Official Plan should prioritize climate change action and sustainability towards net zero by 2040

- Climate Change is the biggest challenge facing our planet. In 2019 City Council declared a climate emergency, and in 2021 adopted The Net Zero Strategy to achieve net zero greenhouse gas emissions by 2040. Making homes and buildings

more energy efficient and resilient to climate change, stimulates job growth and the local economy. Investments in transit and cycling infrastructure improve air quality, health and social equity. A climate change lens should be applied to these and all other aspects of planning.

- Prioritize Indigenous worldviews and relational views of land protection and Indigenous community leadership to enhance climate resiliency (Source: [Reconciliation Action Plan](#), 2022-2032)

The Official Plan should be the road map for Toronto to become the most inclusive city in the world

- Over the next thirty years, Toronto will grow in population and jobs across the entire city. The City will also continue to welcome newcomers to Canada, given the available opportunities for a better life, pathways to prosperity, and cultural diversity. As the region's economic engine, Toronto businesses should remain confident that investments into and development of the city's future yields better outcomes for all.

C. Principles for a Successful and Inclusive City

Principle 1 - Access

- Successful city-building requires improving access to many facets of daily life. This means:
 - enabling access to affordable housing and complete communities with parks, open spaces and nature;
 - maximizing access to public transit, active transportation, and other public infrastructure;
 - planning for universal accessibility for Torontonians of all ages and abilities;
 - ensuring businesses have access to a diverse labour force of all skills;
 - protecting and preserving the City's finite Employment Areas;
 - connecting natural and green spaces for plant and animal movement; and
 - increasing access to affordable high-speed internet to address barriers faced by residents to improve overall access to economic opportunities.

Principle 2 - Equity

- Successful city-building requires applying an equity lens that identifies and removes barriers for the City's most marginalized and vulnerable communities for achieving transformative change and inclusive growth. This means:
 - planning a wider range of housing options, including affordable housing;
 - addressing present challenges faced by Torontonians and businesses without compromising the needs of future generations and economic opportunities; identifying policies and practices that eliminate systemic exclusion and displacement of marginalized and racialized populations, including women and the LGBTQ2S+ community;
 - planning for walkable, complete communities in all areas of the City;
 - protecting economic opportunities for small businesses and low barrier entry jobs for newcomers and for those whose first language is not English;

- ensuring public health and well-being measures reach vulnerable Torontonians;
- mitigating risk and increasing resilience in areas vulnerable to climate change hazards;
- help ensure the positive impacts of growth are shared equitably in a community; focusing investment to under-funded communities, including increasing the broadband network by integrating affordable high-speed internet into all new affordable housing development and all large-scale revitalization projects; and
- building capacity among all Torontonians and stakeholders, including Councillors and businesses to better understand challenges faced by all Torontonians.

Principle 3 - Inclusion

- Successful city-building requires creating a safe and inclusive city for all Torontonians and those yet to arrive. This means:
 - removing physical barriers for individuals to lead independent and spontaneous lives;
 - providing dignified and supportive housing for vulnerable populations;
 - planning for mixed income and complete communities;
 - enabling a range of housing types, forms, and tenures to accommodate different households including multi-generational ones; and
 - providing virtual and in-person engagement opportunities for all.

Attachment 2: Draft revisions to Chapters 2, 3, and 4 - Employment Area, Economic Health, and Land Use Designation Policies

A. Employment Areas Minimum Density Target

- Chapter 2 Shaping the City, 2.2.4 Employment Areas
- **New Draft Policy 2.2.4.19:** All Employment Areas will be planned for a minimum of 50 jobs per (gross) hectare. The City will monitor the achievement of this density target and evaluate it at the time of the next Municipal Comprehensive Review.

B. E-commerce

- Chapter 3 Building a Successful City, 3.5.3 The Future of Retailing
- **New Draft Policy 3.5.3.7:** As e-commerce continues to grow:
 - a) Centrally-situated sites with access to highways and major roads will be encouraged to accommodate new multi-level industrial development, such as last-mile fulfilment centres that are optimally situated to deliver goods to the urban market.
 - b) New mixed-use development will be encouraged to design and incorporate parcel delivery and pick up spaces.

C. Employment Area Explanatory Text

- Chapter 4 Land Use Designations, 4.6 Employment Areas
- **New Draft Non-Policy Text:** All land designated as *Core Employment Areas* and *General Employment Areas* contribute to the achievement of employment forecasts.

D. Prohibiting Residential Uses in Employment Areas

- Chapter 4 Land Use Designations, 4.6 Employment Areas
- **New Draft Policy 4.6.7:** Residential uses are prohibited on lands designated Core Employment Areas and General Employment Areas

E. Residential Uses Explanatory Text

- Chapter 4 Land Use Designations, 4.6 Employment Areas
- **New Draft Sidebar text:** Residential uses prohibited in *Core Employment Areas* and *General Employment Areas* include other living accommodations such as, dwelling units, bed-sitting rooms, group homes, laneway suite, nursing home, residential care home, retirement home, and seniors community house.

Attachment 3: Directions for Chapter 7 Site and Area Specific Policies

Site and Area Specific Policies [link](#)

Direction:

The review of SASPs in Table 1 will consider matters such as existing and proposed uses on the lands and the character of the surrounding area. Staff will recommend amendments to the Official Plan upon completion of the review.

Background:

The SASPs permitting residential uses on *Employment Areas* lands primarily reflect permissions that existed for the subject lands within the Official Plans of the former municipalities. These previous permissions were carried forward into the Toronto Official Plan through SASPs when Council adopted the Plan in 2002. Some of the SASPs contain conditions regarding residential uses such as compatibility with nearby Employment Area uses and the scale of permitted development.

Table 1: SASPs with Residential Permissions in Employment Areas

SASP No.	Ward(s)
56	Don Valley East
57	Eglinton-Lawrence
58	York South-Weston
79	York South-Weston
104	Scarborough-Agincourt
130	Scarborough North
137	Scarborough North
146	Beaches-East York
148	Don Valley West
154	Parkdale-High Park; York South-Weston; Eglinton-Lawrence Davenport; Toronto-Danforth
163	University-Rosedale
190	Toronto-Danforth
255	Davenport
419	Davenport

Direction:

The review of SASPs in Table 2 will consider matters such as existing and proposed uses on the lands and the character of the surrounding area. Staff will recommend amendments to the Official Plan upon completion of the review.

Background:

Council adopted Official Plan Amendment No. 231 (OPA 231) in 2013 to conform to the Growth Plan (2006). The first Municipal Comprehensive Review (MCR) included a review of SASP 154 that permits residential uses on a number of pockets across the City. OPA 231 deletes SASP 154 and replaces it with an amended SASP 154 and a new SASP 247 and SASP 313.

The Ontario Land Tribunal has not brought SASP 154, 247 and 313 of OPA 231 into force due to appeals of OPA 231. OPA 231 retained permissions for residential uses on the lands and amended the conditions applicable to the uses. The continued permissions for residential uses in OPA 231 conforms to the Growth Plan (2006) which did not include the requirement included in the Growth Plan (2019) that residential uses be prohibited in *Employment Areas*. Staff are also reviewing these OPA 231 SASPs and will make recommendations.

Table 2: OPA 231 – Site and Area Specific Policies that permit residential uses in Employment Areas (not in effect)

SASP No.	Ward(s)
154	Parkdale-High Park; York South-Weston; Eglinton-Lawrence; Davenport
247	Toronto-Danforth
313	Davenport

Attachment 4: Draft Geary Works Site and Area Specific Policy

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

Chapter 7, Site and Area Specific Policies, Site and Area Specific Policy (SASP) 629 for lands known municipally in the year 2021 as 1-345 Geary Avenue, 2-360 Geary Avenue, 21-39 Primrose Avenue, 1352-1384 Dufferin Street, 1347-1355 Dufferin Street, 325-327 Westmoreland Avenue North, 1100-1102 Dovercourt Road, 508-510 Delaware Avenue North And 1102-1104 Ossington Avenue, is amended by adding the following new sections:

"27 Primrose Avenue and 360 Geary Avenue

18. A fitness centre is permitted.

Cultural Corridor – Dovercourt Road to Primrose Avenue

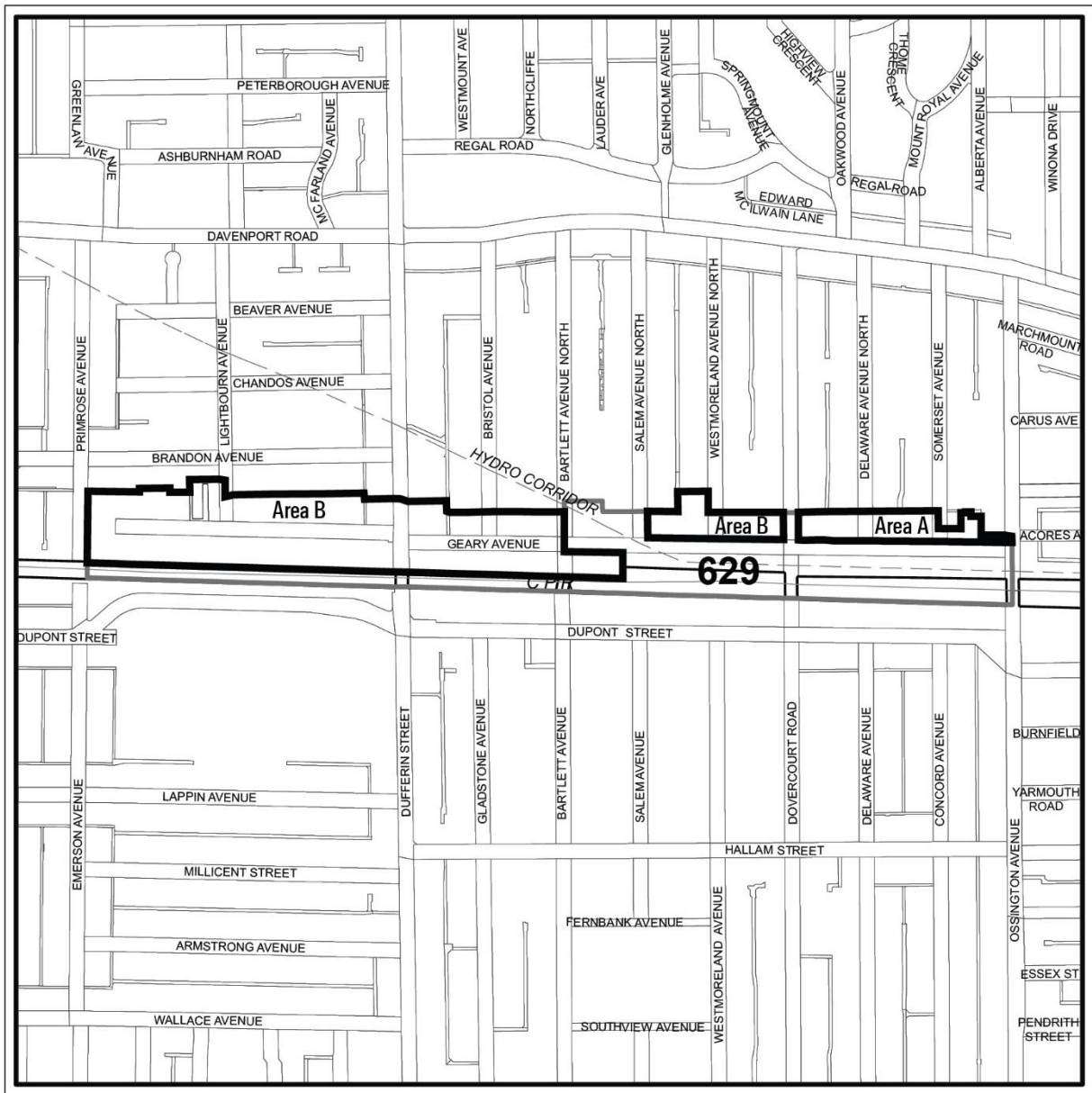
The following policies apply to 82-360 Geary Avenue, 1102 Dovercourt Road, 325 & 327 Westmoreland Avenue North, 338, 340, 342, 344 & 346 Westmoreland Avenue North, 165-345 Geary Avenue, 21-39 Primrose Avenue, 1352-1384 Dufferin Avenue, 1347-1355 Dufferin Avenue, shown as "Area B" on Map 1

19. Small-scale restaurants and entertainment facilities are permitted on lands designated *General* and *Core Employment Areas* provided that:

- a. they are associated with a Core Employment Use on the same site;
- b. the entertainment facilities are restricted to those compatible with the employment uses in the area in terms of hours of operation and generation of traffic; and
- c. the employment uses are at least 60 per cent of the gross floor area on a site.

20. Small-scale retail uses are permitted on lands designated *Core Employment Areas* provided that:

- a. part of the retail uses are ancillary to the Core Employment Use on the same site; and
- b. the employment uses are at least 60 percent of the gross floor area on a site."



Site and Area Specific Policy # 629

Map 1

File # 19 207051 STE 09 OZ

-  Area A and B
-  Subject Lands



Not to Scale
03/16/2022

**Attachment 5: Preliminary Assessments of Employment Area Conversion
Requests Group 4**

(Provided separately)

**Attachment 6: Future of Toronto Employment Areas and the Office Market
(Employment Study)**

(Provided separately)

Attachment 7: Sector Specific Engagement Summaries

(Provided separately)

Attachment 8: Indigenous Engagement Written Submissions

(Provided separately)

Attachment 9: Accessibility Focused Meeting Summary

(Provided separately)