

Our Plan Toronto: Keele-St. Clair Local Area Study – Final Recommendation Report

Date: April 11, 2022

To: Planning and Housing Committee

From: Chief Planner & Executive Director, City Planning

Wards: York South-Weston & Davenport

File Number: 20 182411 STE 10 OZ

SUMMARY

This report recommends the creation of a new Secondary Plan for the Keele-St. Clair area as a result of the Keele-St. Clair Local Area Study ("Study"). The report recommends amendments to Chapter 6, Secondary Plans, Chapter 7, Site and Area Specific Policies, Map 2, Urban Structure, Map 17, Land Use Plan, Map 35, Secondary Plan Key Map, and Schedule 2, The Designation of Planned but Unbuilt Roads of the Official Plan. The recommended changes are the result of extensive public and stakeholder consultations and engagement conducted through the Study as part of the current Municipal Comprehensive Review ("MCR") and Growth Plan Conformity Exercise of the City of Toronto Official Plan under Section 26 of the *Planning Act*.

The recommended Keele-St. Clair Secondary Plan ("Secondary Plan") and land use modifications respond to feedback from public and stakeholder consultation and engagement and establish a framework for the development of a complete community around the planned St. Clair-Old Weston GO Transit/SmartTrack Station located at the intersection of Union and Townsley Streets. The proposed Official Plan Amendment ("OPA") is appended as Attachment 1 to this report.

Pursuant to Section 26 of the *Planning Act* and in accordance with Planning and Housing Committee's direction, a statutory public open house was held on March 3, 2022 to discuss the draft policies tabled at the November 25, 2021 Planning and Housing Committee meeting. The recommended policies attached to this report have been refined to respond to additional stakeholder, public and provincial feedback received since November 2021.

The proposed OPA addresses A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) ("Growth Plan (2020)"), which includes policies and definitions for complete communities, Major Transit Station Areas, affordable housing, a high-quality, vibrant public realm, the efficient use of land, mitigating the impacts of climate change, integrating green infrastructure and low impact development, social equity and quality of

life, and a well-connected network of walkable neighbourhoods and destinations that encourage active transportation.

RECOMMENDATIONS

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

1. City Council amend the Official Plan substantially in accordance with the recommended Official Plan Amendment appended as Attachment 1.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the recommended Official Plan Amendment as may be required.
3. City Council declare by resolution to the Minister of Municipal Affairs and Housing that the Official Plan Amendment conforms with Provincial Plans or does not conflict with them; has regard to the matters of Provincial Interest in Section 2 of the *Planning Act*; and is consistent with policy statements issued under subsection 3(1) of the *Planning Act*.
4. City Council direct the Chief Planner and Executive Director, City Planning to advance a report to Planning and Housing Committee following approval of the Official Plan Amendment appended as Attachment 1, containing local area guidelines that will support the implementation of the Keele-St. Clair Secondary Plan policies, including but not limited to policies for parks and the public realm, community services and facilities, and built form.

FINANCIAL IMPACT

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

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

EQUITY IMPACT STATEMENT

The Official Plan provides a vision for the City grounded in principles that assure a successful and healthy future. A founding principle of the Official Plan is that Toronto's future must be diverse, inclusive and equitable.

The provision of adequate and affordable housing is a cornerstone of building inclusive and equitable communities. This is recognized in various plans, policies and guidelines, including but not limited to the HousingTO 2020-2030 Action Plan, a blueprint for action across the full housing spectrum – from homelessness to rental and ownership housing to long-term care for seniors – and the approved Inclusionary Zoning policy framework

that enables the provision of mixed-income housing by requiring certain new residential developments to include affordable housing units.

The attached OPA includes the delineation of the St. Clair-Old Weston Protected Major Transit Station Area ("PMTSA"), which advances the implementation of provincial policy requirements that enable the use of the Official Plan Inclusionary Zoning policies to secure new affordable housing through the development approval process as envisioned by provincial legislation and the Inclusionary Zoning framework for the City of Toronto.

The City's Parkland Strategy is a 20-year plan that will guide long-term planning for new parks and expansion and improved access to existing parks to provide essential elements of health and well-being by connecting people to nature, building community, and opportunities for improving physical health. Parkland provision per person in the majority of the Keele-St. Clair Local Area is significantly below the city-wide average and is also within a priority "Area of Parkland Need" in the Parkland Strategy, meaning it faces compounding factors of low park supply, low income, and/or high growth. There is a need for improved and expanded parks and open spaces to address the physical and mental health, social, and ecological needs of a growing and changing community.

The recommended OPA appended to this report as Attachment 1 includes policy provisions for the inclusion of affordable housing, a range of employment opportunities, community services and facilities, and parks and open spaces in order to contribute to the creation of a complete and equitable community.

DECISION HISTORY

In 2009 and 2011, City Council adopted Avenue Studies for St. Clair Avenue West between Bathurst Street and Keele Street/Weston Road (2009) and Keele Street/Weston Road and Scarlett Road (2011). The Avenue Studies introduce a vision for this portion of St. Clair Avenue West, including planning frameworks for development, Zoning By-law amendments and urban design guidelines to guide new development. The Decision Histories and implementing by-laws can be accessed at these links: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.PG26.2> and <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.EY5.2>.

The City completed the St. Clair Avenue West Transportation Master Plan ("TMP") in August 2019 to identify area-wide infrastructure improvements that address traffic congestion on St. Clair Avenue West between Keele Street and Old Weston Road. City staff are currently developing an implementation strategy, including timing and completion of detailed engineering designs, property acquisition and timing for construction. More information on the St. Clair Avenue West TMP can be accessed at this link: <https://www.toronto.ca/community-people/get-involved/public-consultations/infrastructure-projects/stclairwesttmp/>.

At its meeting on October 15, 2019, Planning and Housing Committee adopted a report from the Chief Planner and Executive Director, City Planning, on the Growth Plan (2020) Conformity Exercise and MCR requirements, and directed that City Planning

"prioritize the study of the Keele-St. Clair area including lands around McCormack Street where lands are designated as *Employment Areas* and are not identified as a Provincially Significant Employment Zone as part of the upcoming review in order to enable the potential unlocking of the lands in the vicinity of the SmartTrack/GO Kitchener line and planned station located in the area of these lands." The Decision History can be accessed at this link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH9.2>.

At its meeting on June 29, 2020, Council adopted a report from the Chief Planner and Executive Director, City Planning, containing a work plan for the MCR/Growth Plan Conformity Exercise. The work plan described local area studies required for potential PMTSAs and Major Transit Station Areas ("MTSAs"), including the Keele-St. Clair Local Area Study ("KSC LAS"). The Decision History can be accessed at this link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH14.4>.

At its meeting on February 2, 2021, Council adopted a report from the Deputy City Manager, Infrastructure and Development Services, for the advancement and implementation of the SmartTrack Stations Program, including the planned St. Clair-Old Weston SmartTrack Station. City staff are currently working with Metrolinx to finalize plans for the design and development of the station in the context of the Keele-St. Clair Local Area Study. The Decision History can be accessed at this link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.EX20.2>.

At its meeting on June 28, 2021, Planning and Housing Committee adopted a report from the Chief Planner and Executive Director, City Planning, containing a consultation summary and draft directions for policy and land use considerations for the KSC LAS. A draft OPA for the St. Clair-Old Weston PMTSA was also included in the report. Staff were directed to further consult on the directions in the report and report back to Planning and Housing Committee with a draft OPA. The Decision History can be accessed at this link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH25.8>.

At its meeting of November 9, 2021, City Council adopted OPA 557 and Zoning By-law 941-2021, introducing Inclusionary Zoning policies into the Official Plan and City-wide Zoning By-law 569-2013. The OPA requires residential developments within PMTSAs to include affordable housing units. The Decision History can be accessed at this link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH28.1>

At its meeting of November 25, 2021, Planning and Housing Committee adopted a report from the Chief Planner and Executive Director, City Planning, containing draft land use changes and policies for the draft Keele-St. Clair Local Area Secondary Plan, as well as other site and area specific policy amendments. Staff were directed to engage with the public and key stakeholders to obtain comments and feedback on the draft OPA, and to prepare a Final Recommendation Report with a recommended OPA in the second quarter of 2022 for a special meeting in fulfillment of Section 26 of the *Planning Act* as part of the current MCR. The Decision History can be accessed at this link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH29.10>

COMMENTS

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

The Provincial Policy Statement (2020) ("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 use and management of land and infrastructure;
- ensuring the sufficient provision of housing to meet changing needs including affordable housing;
- ensuring opportunities for job creation;
- ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs; and
- protecting people, property and community resources by directing development away from natural or human-made hazards.

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 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 Council shall also be consistent with the PPS.

The PPS is more than a set of individual policies. It is to be read in its entirety and the relevant policies are to be applied to each situation.

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."

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

The Growth Plan (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 ("GGH") region, of which the City forms an integral part. The Growth Plan (2020) establishes policies that require implementation through an MCR, which is a requirement pursuant to Section 26 of the *Planning Act*.

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 Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan (2020).

Planning for Major Transit Station Areas

The Growth Plan (2020) contains policies pertaining to population and employment densities that should be planned for in MTSA's along priority transit corridors or subway lines. MTSA's are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk.

The Growth Plan (2020) requires that the City update its Official Plan to individually delineate MTSA boundaries and demonstrate how the MTSA's are planned for the prescribed densities as part of the current MCR. GO Transit stations, including the planned St. Clair-Old Weston Station, are prescribed a minimum density target of 150 residents and jobs per hectare. The recommended policy and land use changes resulting from the Study will permit a potential density of approximately 250 to 300 residents and jobs per hectare, well above the prescribed minimum density.

PMTSA's will become a subset of the 180+ MTSA's in the City of Toronto. Under Policy 2.2.4.5 of the Growth Plan (2020), the City may delineate MTSA's before the MCR is completed provided the delineation is for a PMTSA in accordance with Section 16(15) of the *Planning Act*. Section 16(15) of the *Planning Act* calls for Official Plan policies that:

- Identify the minimum number of residents and jobs, collectively, per hectare that are planned to be accommodated in the area;
- Identify the authorized uses of land and of buildings or structures on lands in the area; and
- Identify the minimum densities that are authorized with respect to buildings and structures on lands in the area.

Appeals of the Minister's decision on PMTSA's to the Ontario Land Tribunal ("OLT") are limited under existing legislation. If approved by the Minister, matters addressed in the approved PMTSA that will be reflected in the City-initiated Zoning Bylaw Amendment are likewise subject to very limited appeal rights under section 34(19.5) of the *Planning Act*. No amendments to a PMTSA are permitted without the approval of the Minister, inclusive of minor variances.

The Secondary Plan is centred on the future GO Transit/SmartTrack Station planned for the triangular property at the northwest corner of Union and Townsley Streets. As part of the Study, staff have delineated a PMTSA that represents an approximate 10-minute walk from the station. PMTSAs will allow for Inclusionary Zoning to secure affordable housing as part of future development applications in accordance with the approved Inclusionary Zoning policy framework of the Official Plan.

Inclusionary Zoning

Provincial regulation permits the City to implement an Inclusionary Zoning policy framework in order to secure affordable housing through new development. The implementation of Inclusionary Zoning is limited to PMTSAs (or where a Development Permit System by-law is in place) under Section 16(5) of the *Planning Act*. The identification and delineation of PMTSAs in areas of high growth and strong market conditions, including the Keele-St. Clair area, has been identified as a priority component of the City's Growth Plan Conformity Exercise.

On November 9, 2021, City Council adopted OPA 557 and Zoning By-law 941-2021, introducing Inclusionary Zoning policies into the Official Plan and City-wide Zoning By-law 569-2013. The OPA requires residential developments within PMTSAs to include affordable housing units. The Decision History can be accessed at this link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH28.1>

Planning for Employment Areas

On June 29, 2020, City Council approved a work plan for the Growth Plan (2020) Conformity Exercise and MCR of the Official Plan and established August 4, 2020 as the commencement of the City's current MCR. Council also authorized City Planning staff to review requests to convert *Employment Area* lands received by the City before August 4, 2021 by applying the Conversion and Removal Policies for *Employment Areas* in the Official Plan. The decision history can be accessed at this link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH14.4>

Public Consultation and Stakeholder Engagement

City Planning has undertaken a comprehensive public consultation and stakeholder engagement process for the Study. The preliminary public consultation program took place virtually from September to December 2020. Following the conclusion of the preliminary consultation program, staff held numerous additional meetings and workshops with staff and stakeholders, including the Design Review Panel ("DRP"), before advancing a Directions Report to the Planning and Housing Committee meeting on June 28, 2021. More information on the first phase of consultation, including a consultation summary, can be accessed at this link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH25.8>

Following the adoption of the Directions Report on June 28, 2021, City Planning staff hosted a virtual public consultation meeting on July 8, 2021 to present and receive feedback on the policy directions for the KSC LAS. Approximately 130 people attended

the consultation event. Numerous additional meetings with landowners, agencies, staff and Indigenous communities took place following the public consultation meeting.

On November 25, 2021, Planning and Housing Committee adopted a report from the Chief Planner and Executive Director, City Planning, containing a draft OPA for the purposes of consultation and engagement. Numerous meetings with stakeholders, including the Ministry of Municipal Affairs and Housing ("Ministry"), took place following the Committee meeting to obtain comments and feedback on the draft OPA in advance of the March 3, 2022 Statutory Public Open House.

The Ministry identified four considerations for the review of the Secondary Plan:

- MTSA objectives, and specifically the requirements of Policy 2.2.4.9 of the Growth Plan (2020) pertaining to development within MTSA's;
- The retention of jobs, through the application of development criteria, where *Employment Area* conversions are recommended;
- Land use compatibility between residential and industrial uses, and specifically the requirements of Section 1.2.6 of the PPS (2020) respecting the protection of the long-term viability of existing or planned industrial, manufacturing or other uses that are vulnerable to encroachment by adjacent sensitive land uses; and
- The coordination and engagement with Indigenous communities on planning matters.

March 3, 2022 Statutory Public Open House

On March 3, 2022 City Planning staff hosted a virtual public open house to present and receive feedback on the draft policies resulting from the Study.

Information on the Open House was widely distributed via posting on the dedicated Study webpage (www.toronto.ca/keelestclair) and through more than 22,000 notices mailed to area residents and businesses. In addition, more than 400 email invitations were sent to all organizations and individuals who requested to be notified of the reports and meetings related to the Study. 194 people attended the virtual open house and over 80 questions and comments were received for consideration. A summary of the questions, comments and answers from the open house is appended to this report as Attachment 2.

Revisions to the Draft Official Plan Amendment

Subsequent to the March 3, 2022 Open House, staff presented the draft Secondary Plan to the DRP and received submissions from the local community and the development industry. Generally, the community, development industry and DRP are supportive of the land use and policy directions in the Secondary Plan, though some concerns and additional considerations were raised. The comments received were used to inform revisions to the OPA, which generally pertain to the Public Realm, Environment and Climate Resilience, Mobility, Employment, Built Form and Density, and Land Use policies.

Public Realm, Environment & Climate Resilience

The Study area has one of the lowest green area ratios per capita in the City and has an extremely low tree canopy coverage of less than 10%. The majority of the Study area is also within a priority "Area of Parkland Need" with parkland provision per person significantly below the city-wide average, and containing parkland walkability gaps where residents do not have access to a park within a 5 to 10 minute walk of their homes.

These factors contribute to a high extreme heat exposure and medium-high storm-related basement flooding precedence in the Secondary Plan area due in part to an abundance of highly impervious surfaces. There is a need for an improved public realm, inclusive of new and expanded parks, a substantial increase in tree canopy coverage, connections to the natural environment, and landscaped open spaces throughout the Secondary Plan to address the physical and mental health, social, and ecological needs of a growing and changing community.

A number of comments received at the Public Open House, DRP meeting and through subsequent submissions expressed an appreciation for the "Public Realm First" approach to the Study and emphasized the need to use every tool available to maximize opportunities for greening the Secondary Plan and contributing to a sustainable, climate resilient community. The community expressed a desire for consolidated parks, more green spaces, increased tree canopy coverage and better public realm connections throughout the Secondary Plan.

The Secondary Plan includes policies and a Public Realm Plan that prioritize the enhancement and expansion of the public realm, including the natural environment, and provide guidance for new development to contribute to key public realm and environmental objectives. To strengthen the public realm and environmental outcomes and provide clearer policy direction in response to the feedback received, several additions to the Secondary Plan are proposed, including:

- A new vision section at the beginning of the Secondary Plan that reiterates the primary objective of creating a green, safe and attractive transit-supportive complete community consisting of a high quality public realm that supports a connected, walkable neighbourhood and a range of local social and recreation activities.
- Explicitly stating in the vision that, "Every opportunity to enhance the public realm, restore the area's contribution and connection to the natural environment, and increase landscaped open spaces and the urban tree canopy should be pursued throughout the Secondary Plan area."
- Policies that speak to minimizing energy demand, seeking opportunities for district energy solutions, and pursuing zero emissions in the General Policy Section 1.2.
- Policy language pertaining to the promotion of landscapes with native species and pollinators, and increasing and enhancing biodiversity.

- Recognizing emerging policy direction, as part of the Growth Plan (2020) conformity exercise, regarding ecologically significant groundwater recharge areas and contributing areas located in the Secondary Plan.
- A new Policy 2.4 pertaining to requirements for increasing the urban tree canopy and the provision of adequate soil volumes to support healthy, mature shade trees that contribute to climate resilience and pedestrian comfort.
- A new Policy 2.5 pertaining to the provision of Green Streets to enhance the extent and health of the urban forest, mitigate urban heat island effect, manage stormwater runoff and mitigate flooding.
- A new Policy 8.2 that requires development to be organized to maximize tree planting opportunities and high-quality landscaped open spaces throughout and surrounding development sites.

Mobility

The desire to prioritize bike lanes, multi-use trails and more active transportation options throughout the Study area was raised by a number of residents at multiple public meetings and through written correspondence to staff. The DRP also noted that key mobility objectives essential to the success of the complete community were not easily identified in the draft Secondary Plan and associated public realm mapping.

To respond to these comments and recognize the importance of achieving a robust mobility network throughout the community that connects the local and regional transportation networks, the proposed Secondary Plan includes a new Section 4, Mobility and a separate Mobility Network map. These additions focus on the efficient movement of people within and around the Secondary Plan area with an emphasis on the use of walking, cycling and transit. Among other objectives, the policies and Mobility Network map identify Priority Pedestrian Locations and Cycling Interchanges where additional infrastructure and design considerations may be required to ensure safety and priority for pedestrians and cyclists.

The importance of the planned St. Clair Old-Weston SmartTrack Station to support the development of the community has also been addressed through additional language in the Secondary Plan, including:

- The inclusion of a paragraph in the vision section recognizing the station as a critical piece of public infrastructure required prior to the planned significant residential intensification.
- The inclusion of additional language in the vision section regarding the need to link higher order transit with improved mobility choices and connections to the broader community.
- A new Policy 4.11 that identifies initiatives to be explored to improve safety, reduce conflicts and congestion, maintain and prioritize surface transit operations, and support efficient multi-modal travel to and from the station.

- Revised language pertaining to the use of holding provisions to reduce potential conflicts with the delivery of the station and ensure the construction of the station is substantially complete, to the satisfaction of the City, prior to residential occupancy of new buildings.

Employment

The Secondary Plan recommends the conversion of more than 20 hectares of lands designated *Core Employment Areas* and *General Employment Areas* in proximity to St. Clair-Old Weston Station to *Mixed Use Areas*, *Neighbourhoods* and *Parks* designations that permit new residential, park, open space, community service, employment, commercial and service uses.

While the MCR is not yet complete, these conversions are recommended at this time to support the development of a sustainable, attractive and vibrant complete community around the planned St. Clair-Old Weston Station that:

- prioritizes outdoor public spaces, restores connections to the natural environment and responds to a changing climate;
- provides increased local opportunities for access and equity among existing and future residents;
- optimizes investments in public infrastructure; and
- provides a broader range of jobs and economic well-being.

Preliminary Assessments for requests to convert *Employment Areas* lands within the Study area were included in the June 2021 and November 2021 reports to Planning and Housing Committee. Final Assessments for *Employment Areas* conversions in the Study area will be advanced in a future report as part of the broader MCR and Growth Plan (2020) conformity exercise.

Comments on the draft OPA received from members of the public and local business owners identified the need to support a range of both full and part-time jobs throughout the community, including those that cannot be accommodated in mixed use buildings, such as manufacturing. The need to promote and support small businesses and provide opportunities for the arts – one of the hardest hit segments of Toronto's economy as a result of the pandemic – was also emphasized.

The Secondary Plan responds to these comments by requiring a minimum amount of employment space in certain areas, maintaining employment designations for some lands (notably in the Rail Corridor North and Rail Corridor South areas), and permitting employment and non-residential uses that support economic activities and job types across different employment sectors to meet long-term needs. Modifications to the Secondary Plan that strengthen this intent include:

- The inclusion of language in the vision section pertaining to the provision of a broad range of employment and non-residential uses to support a diverse local economy that can accommodate jobs across multiple sectors.

- Revisions to the Employment policies of Section 7 to increase the range of permitted employment and non-residential uses required on certain development sites, while maintaining a maximum contributing amount of retail and personal service uses to ensure greater opportunities for a diverse economic base that supports full-time jobs.
- The expansion of some *Employment Priority Area* boundaries to include lands designated *Core Employment Areas* or *General Employment Areas* to encourage the provision of employment uses in dedicated employment buildings.

Where conversions from *Core Employment Areas* or *General Employment Areas* designations to *Mixed Use Areas* are proposed throughout the Secondary Plan, development is required to "provide a minimum non-residential gross floor area equivalent to 1.0 times the site area, excluding lands conveyed to the City or other public body for new parks, open spaces, natural areas, streets and/or lanes, or 15 per cent of the total gross floor area of the proposed development, whichever is less".

The November 2021 draft OPA provided an alternative rate of 25 per cent of the total gross floor area to provide flexibility for sites that may have less development potential due to factors such as lot size or adjacency to low-density areas. However, after further analysis, staff determined that a 15 per cent alternative was more reflective of the total gross floor area that would be achieved by larger development sites applying the 1.0 times approach. This revision maintains the intended policy outcome while striking a more equitable balance between the provision of non-residential uses on larger and smaller sites.

While several landowners within the Secondary Plan are supportive of the recommended employment policies and have submitted development concepts or applications that meet or exceed the required non-residential gross floor area, some landowners have raised concerns over the minimum requirements and the ability of the market, based on the existing context, to support the amount of non-residential uses contemplated by the Secondary Plan.

It is important to note that the Secondary Plan is a long-term framework that is proposing a significant transformation from the existing context to an urbanized, more attractive, transit-supportive complete community with a variety of employment uses and job types, supportive local services and retail opportunities to serve a range of economic functions and contribute to a more equitable community by providing local jobs in an area where employment once thrived.

The introduction of a new higher-order transit station represents a significant public investment that will provide greater opportunities for existing and future employees to access the area. The increased mobility and active transportation options, enhanced public realm and expanded parks and open space network, and substantial increase in residential population will all contribute to the attractiveness of this area for new and existing employment uses, including but not limited to small-scale compatible employment uses such as food processing, urban agriculture, media facilities, spaces for artists and business incubators, and shared office spaces.

To support this vision and address concerns over the specific types of non-residential uses that contribute to the minimum non-residential requirements, the revised Secondary Plan provides for greater flexibility in the types of permitted non-residential uses by removing the prescribed list of minimum and maximum requirements for specific types of non-residential uses contained in the draft Secondary Plan. While there is no limit on the amount of retail and personal service uses permitted in the recommended Secondary Plan, the degree to which these uses contribute to the required non-residential gross floor area continues to be limited to 49 per cent to ensure greater opportunities for a diverse economic base and a range of job types.

The policy revisions will allow for a wider range of non-residential uses to be accommodated throughout the Secondary Plan as the community develops and the commercial environment changes, and will encourage the provision of community service facilities to respond to the local need for these services in the immediate context.

Built Form & Density

Feedback pertaining to built form related primarily to building heights and transition to the adjacent community. While there is general support from both the local and development community for increased height and density to support the public realm vision of the Secondary Plan, some residents raised concerns over the level of proposed intensification and maximum building heights, preferring a more modest approach to intensification. On the other hand, a limited number of developers requested greater maximum heights, citing the need for increased densities in order to achieve the broader objectives of the Secondary Plan and a transit-supportive community.

The recommended land use and built form policies permit an estimated potential density of approximately 250 to 300 residents and jobs per hectare within the proposed Secondary Plan boundary, similar to the existing densities at St. Clair subway station on Line 1, and well above the minimum density requirement of 150 residents and jobs per hectare in the Growth Plan (2020). The recommended planning framework provides for transit-supportive densities that will support the transformational vision of the Secondary Plan, while responding to the existing surrounding context through the application of the built form policies.

To provide for increased clarity and flexibility with respect to tall buildings throughout the Secondary Plan, many of the detailed tall building requirements from each built form area have been consolidated into a new set of policies at the beginning of Section 8, Built Form that provides general objectives for all tall buildings within the Secondary Plan. The policy sections for each built form area identified in the Structure Plan have also been revised to clarify a single approximate maximum building height that, when combined with the general policies respecting variation in tower heights and a "stepping down" of heights as distance from the station increases, will provide for a well-defined urban structure.

Land Use

The majority of land use designations presented in the November 2021 draft OPA remain unchanged in the recommended OPA attached to this report, with the exception of four areas: the park designation in the Station Centre across from the planned station; the east side of Old Weston Road; 35 Cawthra Avenue; and 189-195 Old Weston Road and adjacent properties on the west side of Miller Street.

Station Centre Park

The park located across from the primary SmartTrack station entrance is planned as an essential green space in the Station Centre area that will include the Transit Plaza Focal Point – a central community destination that will lend prominence to the primary station entrance and accommodate a range of community activities. The draft OPA identified two separate parks in this area, connected by a mid-block pedestrian gateway. In response to community and staff input, and in coordination with adjacent landowners, the recommended Secondary Plan combines the parkland provisions from three adjacent sites to create a single connected green space that will provide a wider range of parkland functions.

East Side of Old Weston Road

At the July 8, 2021 public meeting and again prior to the November 25, 2021 Planning and Housing Committee meeting, members of the community noted that the properties on the west side of Old Weston Road were proposed to be re-designated to *Mixed Use Areas* but the properties on the east side of the street were not. It was requested that the same land use flexibility be afforded to owners on the east side of the street, particularly to accommodate more than four storeys in height and the option of providing commercial uses at grade.

While the lots on the east side of the street are not particularly deep, a few additional storeys may be feasible in most cases, which would provide for a broader range of housing types in the community and achieve a better transition from the higher density areas on the west side of the street to the low-density *Neighbourhoods* east of the study area. A *Mixed Use Areas* designation would also provide flexibility to accommodate non-residential uses, and would facilitate the provision of an enhanced pedestrian experience through streetscape improvements realized as part of redevelopment.

The proposed designation change was presented at the March 3, 2022 public open house for consideration. At least one resident noted their opposition to the *Mixed Use Areas* designation.

Staff are supportive of the redesignation for the reasons noted above and the change is reflected in the recommended Secondary Plan appended to this report. Policy 8.14 of the Secondary Plan provides area specific policies for development fronting Old Weston Road to accommodate a mid-rise form generally between 5 and 8 storeys in height, with good street proportion that relates to the adjacent low-rise residential contexts.

35 Cawthra Avenue

Cawthra Avenue is recognized as one of the most valuable and interesting streets in the community. This sentiment has been [highlighted by the media](#) given the success and popularity of the west side of the street within the immediate and broader community, reiterated by members of the community at the March 3, 2022 Open House, and raised by the DRP during each of their two reviews of the Study.

The eclectic mix of employment uses on the west side of Cawthra Avenue includes a brewery, a distillery, small and large scale bakeries, coffee roasters, advertising agencies, communication and design studios, media facilities, music studios, immigration services, contractors, equipment rental services, repair shops, and several other businesses, many of which are contained within well maintained industrial red brick buildings.

The east side of Cawthra Avenue contains a single triangular site adjacent to the rail corridor with frontage on Cawthra Avenue and Junction Road. The site is approximately two hectares in size and is occupied entirely by KN Rubber at 35 Cawthra Avenue. KN Rubber manufactures engineered rubber and plastic products. A number of concerns have been raised by the community regarding the land use conflict between the industrial facility, which emits odour and particulate matter, and nearby existing and planned sensitive uses.

The redevelopment of 35 Cawthra Avenue could accommodate a range of new employment uses that complement and enhance the business activities on the west side of the street and that are more compatible with the existing and planned context of the Secondary Plan. The site also provides an opportunity for potential larger employment uses that cannot readily locate elsewhere.

At the November 25, 2021 Planning and Housing Committee meeting, staff were directed to continue to consult with the owners of 35 Cawthra Avenue on the "feasibility and appropriateness of an employment land conversion to a designation(s) that may permit a range of uses including residential, parks, commercial, office, retail, light industrial, and other employment uses that complement and enhance the employment uses on the west side of Cawthra Avenue and that are compatible with planned residential uses within the Keele-St. Clair Local Area Secondary Plan"

As directed, staff met with the landowners to discuss the potential redevelopment of the site and the request to convert the *Core Employment Areas* designation to a designation that permits residential uses.

The recommended Secondary Plan maintains *Core Employment Areas* designations on both sides of Cawthra Avenue, including 35 Cawthra Avenue, to maintain, protect, support and enhance the unique character of the street by providing for dedicated employment uses that will support the new and existing community. A portion of the lands fronting the east side of Cawthra Avenue are recommended to be converted to *Parks* to provide a new park of approximately 4,000 square metres in size. The new park will complement and enhance the new and existing employment uses on both sides of the streets and provide much needed green space for local residents and visitors in this part of the community.

Beyond the employment and park frontages on the east side of Cawthra Avenue, a conversion of the remnant *Core Employment Areas* to a *Mixed Use Areas* designation can be accommodated on the easterly portion of 35 Cawthra Avenue adjacent to the rail corridor. The conversion of the easterly portion of this site, reflected in the attached OPA, will facilitate the redevelopment of the property to provide for new employment uses in dedicated employment buildings and the approximate 4,000 square metre park, while also eliminating the existing land use conflict between the current heavier industrial use and nearby sensitive land uses.

The proposed PMTSA delineation has also been extended south to include the entirety of 35 Cawthra Avenue, thereby allowing for the delivery of affordable housing units as part of future residential development in accordance with the City's Inclusionary Zoning framework.

189-195 Old Weston Road

189-195 Old Weston Road is located at the south end of Old Weston Road, with frontage on both Old Weston Road and Westport Avenue. The area has access to a public lane along the east side of the property, and is adjacent to the at-grade CP Rail line, including an at-grade crossing, to the west.

At the November 25, 2021 Planning and Housing Committee meeting, staff were directed to, "continue to consult with the landowners of 189-195 Old Weston Road on the feasibility and appropriateness of an employment land conversion to a designation(s) that may permit a range of uses, including residential, parks, commercial, retail, and employment uses, that are compatible with surrounding residential uses and that can accommodate appropriate rail safety requirements."

As directed, staff met with the landowners to discuss the potential redevelopment of the site through a full or partial conversion of the lands from the *Core Employment Areas* designation to a designation that permits residential uses.

The recommended Secondary Plan proposes a *Core Employment Areas* designation at the intersection of Old Weston Road and Westport Avenue, adjacent to the at-grade rail crossing, to provide for dedicated employment uses in a standalone employment building. A *Parks* designation is recommended adjacent to the *Employment Area* along the remainder of the Westport Avenue frontage, providing for additional green space at the south end of the Secondary Plan.

South of the *Employment Area* and *Parks* designations, a *Mixed Use Areas* designation is recommended for the rear portion of 189-195 Old Weston Road and certain properties on the west side of Miller Street. The conversion of the southern portion of this area, reflected in the attached OPA, will facilitate the redevelopment of the properties to provide for a standalone employment building and adjacent public park, and an improved pedestrian and cyclist network inclusive of mid-block connections, a multi-use trail along the rail corridor and Old Weston Road that connects to the broader cycling network, and linking of the currently fragmented lane network.

The proposed PMTSA delineation has also been extended south to include the entirety of 189-195 Old Weston Road, thereby allowing for the delivery of affordable housing units as part of future residential development in accordance with the City's Inclusionary Zoning framework.

McCormack Street – Site and Area Specific Policy 437

As directed by Planning and Housing Committee, the KSC LAS included a study of the *Employment Areas* on the south side of McCormack Street. A formal conversion request was also submitted by the landowners for 33-177 McCormack Street and a preliminary assessment of the request was provided in the KSC LAS directions report that was considered by Planning and Housing Committee on June 28, 2021.

In the November 10, 2021 report to Planning and Housing Committee, staff noted that a Compatibility/Mitigation Study, submitted by the landowners in support of their conversion request, was peer reviewed by a third party retained by the City to determine whether or not the requested *Mixed Use Areas* designation would be compatible with the industrial operations to the south. The peer reviewer concluded that there was not enough information provided in the Compatibility/Mitigation Study to confirm whether or not the proposed conversion could be compatible with the surrounding area.

At the November 25, 2021 Planning and Housing Committee meeting, staff were directed to, "continue to consult with the landowners on the south side of McCormack Street, including 65-81 McCormack Street, on the feasibility and appropriateness of an employment land conversion to a designation(s) that may permit a range of uses, including residential, parks, commercial, retail, and employment uses, that are compatible with the residential uses to the north and the employment uses to the south."

Staff have met with the landowners and understand that they are currently in the process of gathering additional information to respond to the peer review and demonstrate that compatibility with the employment lands to the south can be achieved. In order to provide the landowners with additional time to complete their ongoing work, staff will provide a final assessment of the conversion request in a future report as part of the broader MCR and Growth Plan (2020) conformity exercise. As such, the draft revisions to Site and Area Specific Policy 437 pertaining to the lands on the south side of McCormack Street have been removed from the recommended OPA and will be instead be included as part of the final recommendation on the conversion request.

Stock Yards Village Shopping Mall

The Stock Yards Village Shopping Mall at the northwest corner of Weston Road and St. Clair Avenue West is within the Secondary Plan but remains subject to an ongoing appeal of OPA 231 at the Ontario Land Tribunal ("OLT") with respect to the *General Employment Areas* land use designation. As per Ontario Regulation 305/19, land uses and policy matters for sites that have appeal status under OPA 231 are to be continued and disposed of in accordance with the Growth Plan (2006) at the OLT. The attached OPA does not recommend any land use changes for these lands.

Conclusions

The recommended Official Plan Amendment contained in Attachment 1 of this report is an important component of the MCR and Growth Plan (2020) conformity exercise.

The recommended OPA reflects the outcome of extensive consultation and engagement to provide for a transformative planning framework that achieves critical city-building objectives and contributes to a high-quality of life for existing and future residents, employees and visitors of the Keele-St. Clair community. The recommended OPA is consistent with the policies and intent of the Provincial Policy Statement (2020), has regard for matters of Provincial interest listed in Section 2 of the *Planning Act* and conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020).

This report recommends that Council adopt the attached recommended Official Plan Amendment and that the amendment be forwarded to the Ministry of Municipal Affairs and Housing for approval under Section 26 of the *Planning Act* as part of the MCR and Growth Plan (2020) conformity exercise.

Following approval of the recommended Official Plan Amendment, City Planning staff will advance local area guidelines for parks and the public realm, community services and facilities, and built form to support the Secondary Plan policy implementation and the delivery of a transit-supportive complete community.

CONTACT

Steven Dixon, Senior Planner, Strategic Initiatives, Policy & Analysis, City Planning Division, 416-392-0189, Steven.Dixon@toronto.ca

Allison Reid, Program Manager, Urban Design, City Planning Division, 416-392-1295, Allison.Reid@toronto.ca

SIGNATURE

Gregg Lintern, MCIP, RPP
Chief Planner and Executive Director
City Planning Division

ATTACHMENTS

Attachment 1: Recommended Official Plan Amendment: Keele-St. Clair Local Area Study

Attachment 2: March 3, 2022 Statutory Public Open House: Questions, Comments and Answer Summary