

Attachment 2: Final Assessments and Recommendations on Requests to Convert Land Designated Employment Areas

Table 1: Final Assessments and Recommendations on Requests to Convert Land Designated Employment Areas

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FINAL ASSESSMENT OF CONVERSION REQUEST NO.004A

Address: 50 Alma Avenue

General area: Queen Street West and Dufferin Street

Ward: Davenport (9)

Site area: Approximately 2.32 hectares (5.74 acres)

Existing uses: Large 1-storey warehouse building for food distribution at 50 Alma Avenue; and outdoor storage uses for excavation/waste disposal services



CONVERSION REQUEST

Proposal: Planning and Housing Committee directed staff to review the *Core Employment Areas* designation for the lands

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* (Map 17)

Area Specific Policies: N.A.

Zoning By-law: Employment Light Industrial Zone (EL) in the City of Toronto Zoning By-law 569-2013 – EL 2.0 (x 100)

SITE CONTEXT AND ADJACENT USES

North: Residential uses in row-house, semi-detached and detached buildings. (further north: residential uses consisting of low-rise townhouses and detached dwellings).

South: CN/CP/Metrolinx rail corridor (further south: CN/CP/Metrolinx rail corridor, West Toronto Rail Path, Parkdale Amphitheatre, mixed use buildings)

East: Mixed use development comprised of three buildings under construction at 430-444 Dufferin Street and 41 Alma Avenue. A one storey commercial building with a retail store and studio at 450 Dufferin Street.

West: CN/CP/Metrolinx rail corridor (further west: low-rise commercial uses such as art restoration studio, offices and retail uses)

On April 27, 2022, Planning and Housing Committee requested City Staff to expand their preliminary review of the conversion request at 450 Dufferin Street (No. 004) by including the lands directly west designated as *Core Employment Areas* at 50 Alma Avenue - <https://secure.toronto.ca/council/agenda-item.do?item=2022.PH33.13>

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the Provincial Policy Statement, 2020 (PPS 2020), and the Growth Plan for the Greater Golden Horseshoe, 2020 (Growth Plan 2020) emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020;

the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this request from Planning and Housing Committee; consulted with the owner; and conducted site visits. This Final Assessment completes the review of Conversion Request No. 004A and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located at the southern extent of the larger Junction-Weston-Dupont employment area, and adjacent to the Metrolinx GO Kitchener Rail Line.

Originally developed along the rail corridor with more traditional, impactful employment uses, this area has transitioned over the years to serve a diverse range of users, ranging from light industrial and auto-related uses, to galleries, studios, breweries and offices. The Junction-Weston Dupont area has contributed to over \$500 million in building permits for new industrial and commercial buildings and alterations between 2016-2021, and over 436,000 square metres of non-residential floor space in development currently. The larger Junction-Weston-Dupont employment area had a very low vacancy rate of 1% in 2021, demonstrating the demand for space within the employment area.

Employment areas provide opportunities for Torontonians to live and work in the City. Over 80% of the workers in the Junction-Weston-Dupont employment area reside in Toronto and 24% of those reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs.

The accessibility of employment areas by transit is a core strength as the city moves toward adapting to climate change. Providing convenient access to jobs contributes to the achievement of a complete community. Approximately a third of workers commute to the larger employment area using low-carbon modes of travel to work: 18% use transit, while 12% walk or cycle. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this

outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the *Employment Areas* at 50 Alma Avenue.

The lands are a large parcel adjacent to the CN/CP/Metrolinx rail corridor to the south and west. To the north and west of the lands are properties designated *Core Employment Areas* and *General Employment Areas*, with *Mixed Use Areas* and *Neighbourhoods* to the south and east. As part of the ongoing Municipal Comprehensive Review (“MCR”), Council adopted a redesignation at 450 Dufferin Street to *Mixed Use Areas* to permit a mid-rise mixed-use and mixed-income development through the adoption of Official Plan Amendment 591 (“OPA 591”) in July 2022. OPA 591 is currently before the Minister of Municipal Affairs and Housing for a final decision as the approval authority.

While the lands are located in a predominately mixed-use context with low-rise residential and some employment uses to the north, it is staff’s opinion that it is premature to redesignate these lands to permit residential as it currently provides a buffer of non-sensitive employment uses between the mixed-use context along Dufferin Street and impacts of the active rail corridor.

The lands are located close to the downtown. In discussions with the existing operators on the lands (Riverview Produce), as well as other large industrial users operating in the Junction-Weston-Dupont employment area, proximity to clients and customers downtown is critical, as well as access to labour, which are key considerations when making decisions to locate or expand facilities. Staff note that given the location and size of the lands, if the current operator, Riverview Produce, were to leave this location, a different employment use could move to this large, and strategically located *Employment Area*.

The proposed conversion would reduce the inventory of lands designated *Employment Areas* in this area, and in particular large sites. The lands currently accommodate different types of employment uses, including warehousing, outdoor storage and waste recycling that may be space intensive. The size of lands is conducive for a variety of jobs. Provision of a variety of land parcel sizes is important for accommodating a range of permitted employment uses. Employment sites that are larger than 2 hectares are rare in this part of the city, and they serve an important role in providing dedicated space for current and future industries and a variety of employment users that need larger areas to function. The impact of the removal of a key, large employment site in this location, would not be desirable given the high demand for industrial space, and the low vacancy rate.

The lands are not located along a street identified as a Major Street in Map 3 of the Official Plan. Staff have concerns regarding the impact that introducing residential uses would have on the capacity and function of the transportation network given constraints to road access. Access to the lands would be through Alma Avenue or Florence Street, the former is a small, dead-end street, and the latter becomes a one-way street west of Dufferin Street. The maintenance of truck access to the lands is also an important consideration for this location to facilitate the continued operation of the employment use, which is greatly impacted by local traffic.

Development of the lands that includes sensitive uses, such as residential, would be required to be built with a 30 metre setback from the adjacent rail corridor, or using another buffer that provides the same level of protection to be evaluated through a Peer Reviewed Rail Mitigation and Rail Safety Study. Additionally, noise and vibration impacts from the adjacent rail line would need to be assessed to determine if new sensitive lands uses would be compatible. The necessary compatibility/mitigation studies, submitted for other conversion requests, to determine if sensitive lands uses would be compatible with the surrounding rail corridor and employment uses has not been submitted for these lands. It would be premature to consider a conversion of this property without the necessary analysis to determine if residential development is appropriate with respect to compatibility and mitigation.

Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres is one of the considerations examined by staff. While the lands do have community services and facilities nearby, other factors had a greater bearing on staff's recommendations, in reading the Growth Plan 2020, PPS 2020, and OP in their entirety.

RECOMMENDATION

Staff reviewed Conversion Request No. 004A (50 Alma Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.005

Address: 2482-2488 Dufferin Street & 1120 Castlefield Avenue

General area: Dufferin Street and Eglinton Avenue West

Ward: Eglinton Lawrence (8)

Owner (Applicant): Rami Wellman (Bousfields Inc.)

Site area: Approximately 0.17 hectares (0.42 acres)

Existing uses: Four 2-storey commercial/retail buildings



CONVERSION REQUEST

Proposal: Request to redesignate the subject lands from *General Employment Areas* to a designation that permits non-employment uses to facilitate a mixed-use building with commercial/office and residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 17)

Area Specific Policies: N.A.

Zoning By-law: Prestige Employment Zone (PE S16 (429)) in Area By-law 1152-2007 - Castlefield Caledonia Design and Décor District amending the Former City of York Zoning By-law 1-83

SITE CONTEXT AND ADJACENT USES

North: Dufferin Business Centre - multi-unit commercial/industrial plaza with surface parking

South: 3-storey mixed-use building with commercial at grade and residential above

East: 2-storey mixed use commercial building

West: 1-storey commercial building

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. The applicant provided additional materials for review, which staff have considered in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 005 and provides staff's recommendations.

FINAL ASSESSMENT

The Caledonia – South Downsview Area of Employment represents 289 hectares of land south of Downsview Park. The spine of the employment area follows Caledonia Road from Eglinton Avenue West at the south, to Wilson Avenue to the north. The eastern and western boundaries are between Dufferin Street and Keele Street. There are two small portions of the employment area that extend beyond the above-mentioned boundaries, including the lands at Wilson and Highway 401/Allen Road and a few sites along Caledonia Road south of Eglinton Avenue West.

The Caledonia – South Downsview Area of Employment continues to thrive and is a viable and successful employment area. Over 4,000 jobs have been added between 2011-2019, and there are over 8.9 million square feet of rentable industrial building area, with a very low vacancy rate of 1.6% in 2021. In addition, \$116 million in non-residential building permits were issued during this same time period, with an additional 56,000 square metres of proposed development, reflecting a high level of investment in non-residential buildings. Taken together, this indicates that the area is desirable, and that businesses have confidence locating there.

The Caledonia - South Downsview Area of Employment contains the Design and Décor District, which contains a mix of light industrial uses associated with shipping and warehousing with some office and retail uses. The area is a successful destination for design and décor shopping, and is subject to the Castlefield Caledonia Design and Décor District By-law (By-law 2007-1152), which protects the uses and guides the built form of the district.

Employment areas provide opportunities for Torontonians to live and work in the City. Seventy one percent of workers in the Caledonia - South Downsview Area of Employment are Toronto residents, and 29% of all workers in the employment area reside in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents.

The accessibility of employment areas by transit is a core strength as the city moves toward adapting to climate change. Forty-six percent of workers in this employment area use a low-carbon mode of travel to work: 40% use transit, while 6% walk or cycle. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this

outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 2482-2488 Dufferin Street & 1120 Castlefield Avenue.

Staff have concerns with the potential impact of re-designating the site from *General Employment Areas* to a designation that permits residential and other sensitive uses. The introduction of residential and other sensitive uses on this site would signal a change in the City's planned approach to the Castlefield Caledonia Design and Décor District. This would create a precedent for further conversions, reduce the inventory of lands designated for employment uses in the Castlefield Caledonia Design and Décor District, and negatively impact the viability of the employment area and its ability to function for its intended purpose. The lands are the only conversion request under review within the Caledonia – South Downsview Area of Employment.

The lands are part of a large contiguous area planned for business and economic activities. The lands also form part of two long, continuous, unbroken boundaries separating the broader industrially zoned *Employment Areas* from more sensitive residential uses to the south and east. The lands front onto Dufferin Street and Castlefield Avenue, which provides a natural, and continuous edge of *Employment Areas* uses for over half a kilometre both to the north and to the west. The contiguous nature of these *Employment Areas* lands provides land use certainty for businesses and helps to facilitate clustering of associated businesses. This area provides a wide range of parcel sizes, locations and characteristics that help ensure the long-term competitiveness of the area, and that reflects the diverse needs of industry and business operations.

Through the City's peer review and business engagement process, it has been determined that the lands are within the area of influence of 32 Class I, II, and III industrial facilities, which can cause considerable noise, vibration and odour issues that would require mitigation measures at the source as well as on site to improve compatibility with sensitive uses.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, traffic noise, and impact on industrial/commercial operations in the vicinity and the broader Employment Area. The Peer Reviewer was not able to confirm that the C/M Study fulfills the City's Terms of Reference for C/M Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is 1.7 km away from the lands.

The nearest assigned Toronto District School Board (“TDSB”) elementary school is 1.4 km away from the lands.

RECOMMENDATION

Staff reviewed Conversion Request No. 005 (2482-2488 Dufferin Street & 1120 Castlefield Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.006

Address: 808 York Mills Road, 1859 Leslie Street

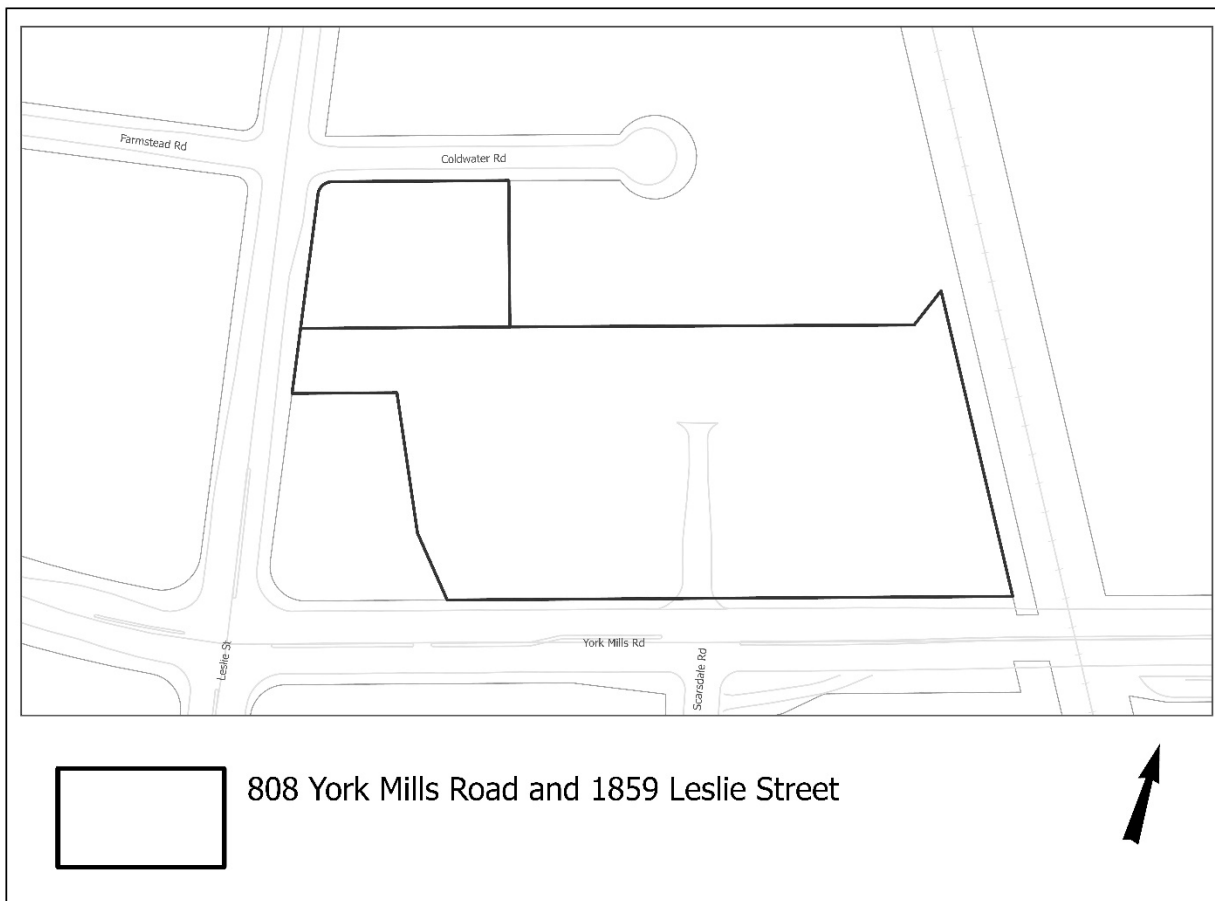
General area: Leslie Street and York Mills Road

Ward: Don Valley East (16)

Owner (Applicant): First Capital Realty (Bousfields)

Site area: Approximately 3.66 hectares (9.04 acres)

Existing uses: Retail, restaurant, service commercial and medical office plaza (York Mills Gardens shopping plaza)



CONVERSION REQUEST

Proposal: Request to redesignate all of the lands from *General Employment Areas* to *Mixed Use Areas* to permit a mixed-use form of intensification consisting of residential, office, retail and service commercial uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 19)

Area Specific Policies: Chapter 7 SASP 92 – Northeast of Eglinton Avenue East and Leslie Street

Zoning By-law: MC Zone (Industrial-Commercial Zone) in the former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: 2-storey office and commercial plaza and 1-2 storey commercial and office building

South: York Mills Gardens 3-storey office and commercial plaza

East: Canadian National railway corridor

West: Petro-Canada gas station and car wash

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary

assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 006 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are part of the Duncan Mills Office-Focused Area of Employment, which represents 127.2 hectares of land and 20,147 employees in 2022. There are three conversion requests in this *Employment Area*, which is bounded by Leslie Street and Scarsdale Road to the west, Betty Sutherland Trail Park to the north, Don Mills Road to the east and Bond Park and CN Railway to the south. \$86.3 million in non-residential building permits were issued between 2016-2021 in this *Employment Area*, including construction and renovations. In total, these permits represent 86,000 square metres of additional gross floor area to be added throughout the *Employment Area*, demonstrating growth and investment.

Fourteen percent of all Toronto jobs in the finance, insurance & real estate sector that are found in areas of employment are located in the Duncan Mills area. The area is attractive to small and mid-sized tenants seeking lower office occupancy costs and is suited to private businesses and entrepreneurial-type occupancies.

Employment areas provide opportunities for Torontonians to live and work in the City. The Duncan Mills Office-Focused Area of Employment has one of the highest shares of workers residing in the City. Seventy-one percent of the workers in this employment area live in the City, and 15% live in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area provides a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The accessibility of employment areas by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (33%) use a low-carbon mode of travel to work: 32% use transit, which is higher than the average for all areas of employment, while 3% walk or cycle.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 808 York Mills Road and 1859 Leslie Street.

Staff have concerns with the potential impacts of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The subject lands form part of a contiguous area of land designated *Employment Areas*

that is used and planned for business and economic activities. The lands also assist in buffering the northern part of the *Employment Areas* from sensitive uses south and west of the lands. The proposed conversion would create a precedent for further conversions to allow residential and sensitive non-residential uses in this *Employment Area*. The requested introduction of residential and sensitive non-residential uses on the lands would adversely affect the overall viability of the larger *Employment Area*.

The contiguous nature of these *Employment Areas* lands provides land use certainty for operating businesses and helps to facilitate clustering of associated businesses. The lands are part of a cluster with surrounding business establishments including commercial uses to the north and south. Given the context of the location and surrounding land use designations, conversion of the lands may negatively impact the ability to provide opportunities for the clustering of similar or related employment uses.

It is important to provide for a wide range of parcel sizes, locations, and characteristics to ensure the long-term competitiveness of the City's *Employment Areas* so they can continue to accommodate the diverse needs of industry and business operations. The lands provide good visibility to the *Employment Area*, which increases value and marketability, attracting customers and employees, and improving the visibility of land for development or investment purposes.

This employment area is well connected to major goods movement corridors. There are five major roadways providing access for traffic/deliveries both in and out of the area; Leslie Street, York Mills Road, Don Mills Road, Highway 401 and the Don Valley Parkway. It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the Compatibility Mitigation ("C/M") Study determined that required information and assessment was not provided with respect to the following: complaint history, traffic noise, odour, air quality, vibration, exchange of information with major facilities and other nearby businesses, summary of nearby commercial/industrial operations, impact on industrial/commercial operations in the vicinity and the broader *Employment Areas* and impact that the conversion request would have on potential employment uses permitted in the area. The Peer Reviewer was not able to confirm that the "C/M" Study fulfills the City's Terms of Reference for "C/M" Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools.

The nearest library is approximately 2.7 km away from the lands. The nearest recreation centre is approximately 2 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) intermediate school is approximately 1.6 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) elementary school is approximately 1.5 km away from the lands. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is approximately 4.6 km away from the lands.

In order to access the nearest library, public school, catholic school and community centre via walking, the route would require crossing major streets including Highway 401 if travelling by foot. The width of the right-of-way of those major streets range from approximately 30 metres to over 38 metres.

Despite a notable number of workers that use transit, the lands lack higher order transit and frequent, reliable bus service makes the lands difficult to reach via transit. The nearest higher order transit station is Leslie Subway Station, which is approximately 2.3 km away and reached by a bus route that is not part of the City's Ten-Minute Network. The Ten-Minute Network are surface bus routes that operate every ten minutes or better when the route is operated. This lack of accessibility could be a hindrance for residents who rely on transit, increase reliance on vehicles, and negatively impact the area.

RECOMMENDATION

Staff reviewed Conversion Request No. 006 (808 York Mills Road and 1859 Leslie Street) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 010

Address: 20 Wynford Drive

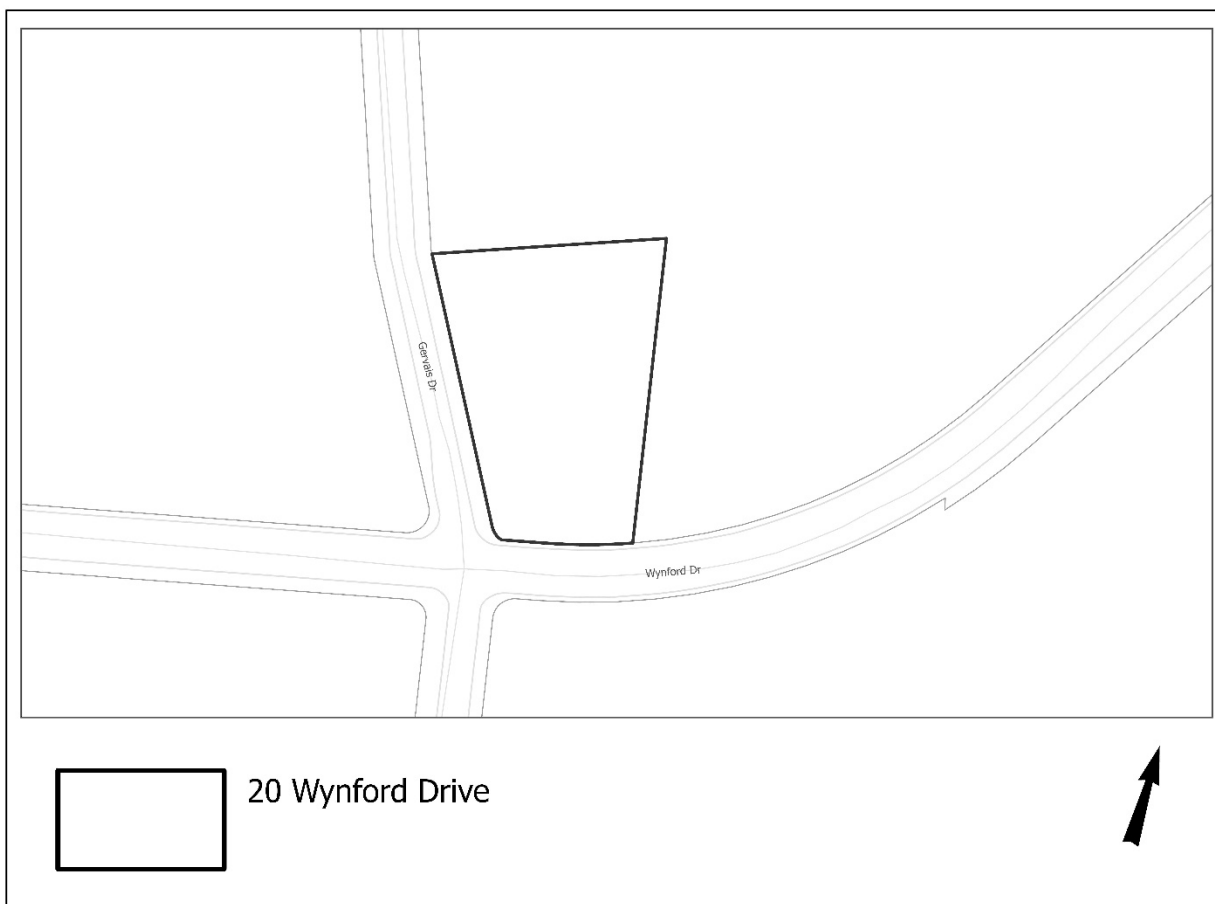
General area: Wynford Drive and Gervais Drive

Ward: Don Valley East (16)

Owner (Applicant): Northwest Healthcare Properties Corporation (Bousfields)

Site area: Approximately 0.67 hectares (1.65 acres)

Existing uses: Three-storey medical office building with a surface parking lot



CONVERSION REQUEST

Proposal: Request to redesignate all of the subject lands from *General Employment Areas* to mixed-use designation to permit a mixed-use residential building, with retail and service commercial uses at the base of the building.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 20)

Area Specific Policies: Chapter 7 SASP 394 – Business Parks along the Don Valley Parkway Corridor

Zoning By-law: MO Zone (Industrial Office-Business Park Zone) in the former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: 3-storey office building with day-care and surface parking lot

South: 4-storey office building (5-storey on the south side due to the site change in grade) with surface parking

East: 3-storey office building

West: 7-storey office building with 4-storey parking garage

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review (MCR). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary

assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. The applicant provided additional materials for review, which staff considered in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 010 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are part of the Don Mills Office-Focused Area of Employment, which represents 81.8 hectares of land and a total of 10,614 employees in 2022. There are six conversion requests in this section of the employment area, bounded by Don Mills Road to the west, Greenbelt Drive to the north, the Don Valley Parkway to the east and Eglinton Avenue East to the south.

This employment area is characterized as a corporate market with many larger tenants. However, the Don Mills Office-Focused Area of Employment can equally accommodate small to medium sized occupancies as compared to some other suburban submarkets which traditionally cater primarily to small occupancies. There are also some significant cultural institutions in the area, including the Aga Khan museum and the Japanese Canadian Cultural Centre. The majority of job growth in this area over the last ten years has been in the broader Finance sector, accounting for 1,600 jobs in the area from 2011 to 2019.

Employment areas provide opportunities for Torontonians to live and work in the City. Seventy-two percent of the workers in this employment area live in the City, and 18% of all workers in the employment area reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (38%) use a low-carbon mode of travel to work: 32% use transit, which is higher than the average for all areas of employment, while 6% walk or cycle. Segments of the Don Mills Office-Focused Area of Employment will benefit from the opening of the Eglinton Crosstown LRT and construction of the Ontario Line subway.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 20 Wynford Drive.

The employment area is well connected to major goods movement corridors for vehicles and adjacent to the CP Rail Corridor. There are five major roadways providing access for traffic/deliveries both in and out of the area; Greenbelt Drive, Eglinton Avenue East, Don Mills Road, Wynford Drive and the Don Valley Parkway. The lands are a two-minute drive from the Wynford Drive ramp to the Don Valley Parkway, located approximately 650 metres down the street. The lands front on Wynford Drive, a major street on Map-3 of the Official Plan with a right-of-way width of approximately 27 metres serving the *Employment Area*. Because of its direct access to the highway, Wynford Drive is important in the goods movement network and often accommodates larger trucks. It also provides a logical and consistent boundary for the *Employment Area*, which is designated for employment uses to the north, separating it from the planned sensitive uses to the south.

Major streets are designed as wider arterials to accommodate a mix of land uses, but due to their ability to support high volumes of traffic and provide good visibility and access for businesses, they are particularly well-suited for employment uses such as office buildings, retail stores, and manufacturing facilities. Employment lands that front a major expressway or highway are also valuable and well-suited for business, given their visibility and prominence.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses, including the rail corridor to the north and surrounding road network.

The range and quantity of space that Toronto's *Employment Areas* provide is extremely important to Toronto's economy. It is important therefore to provide for a wide range of parcel sizes, and characteristics to ensure the long-term competitiveness of the City's *Employment Areas* that can accommodate the diverse needs of industry and business operations. These lands are a desirable size and shaped parcel.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The lands form part of a contiguous area of land designated *Employment Areas* that is used and planned for business and economic activities. The lands are internal to the *Employment Area* and surrounded by employment lands that are used and planned for business and economic activities. The proposed conversion of the lands would create a precedent for further conversions to allow residential and sensitive non-residential uses in this *Employment Area*, diminishing the supply of employment land for *Employment Area* uses. The requested introduction of residential and sensitive non-residential uses on the lands would adversely affect the overall viability of the larger *Employment Area*, and impact its ability to provide a stable and productive operating environment for existing and new businesses for their economic activities.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the Compatibility Mitigation ("C/M") Study determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, traffic noise, summary of nearby commercial/industrial operations and impact on industrial/commercial operations in the vicinity and the broader *Employment Area*. The Peer Reviewer was not able to confirm that the "C/M" Study fulfills the City's Terms of Reference for "C/M" Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres is one of the considerations examined by staff. While the lands do have community services and facilities nearby, other factors had a greater bearing on staff's recommendations, in reading the Growth Plan 2020, PPS 2020, and OP in their entirety.

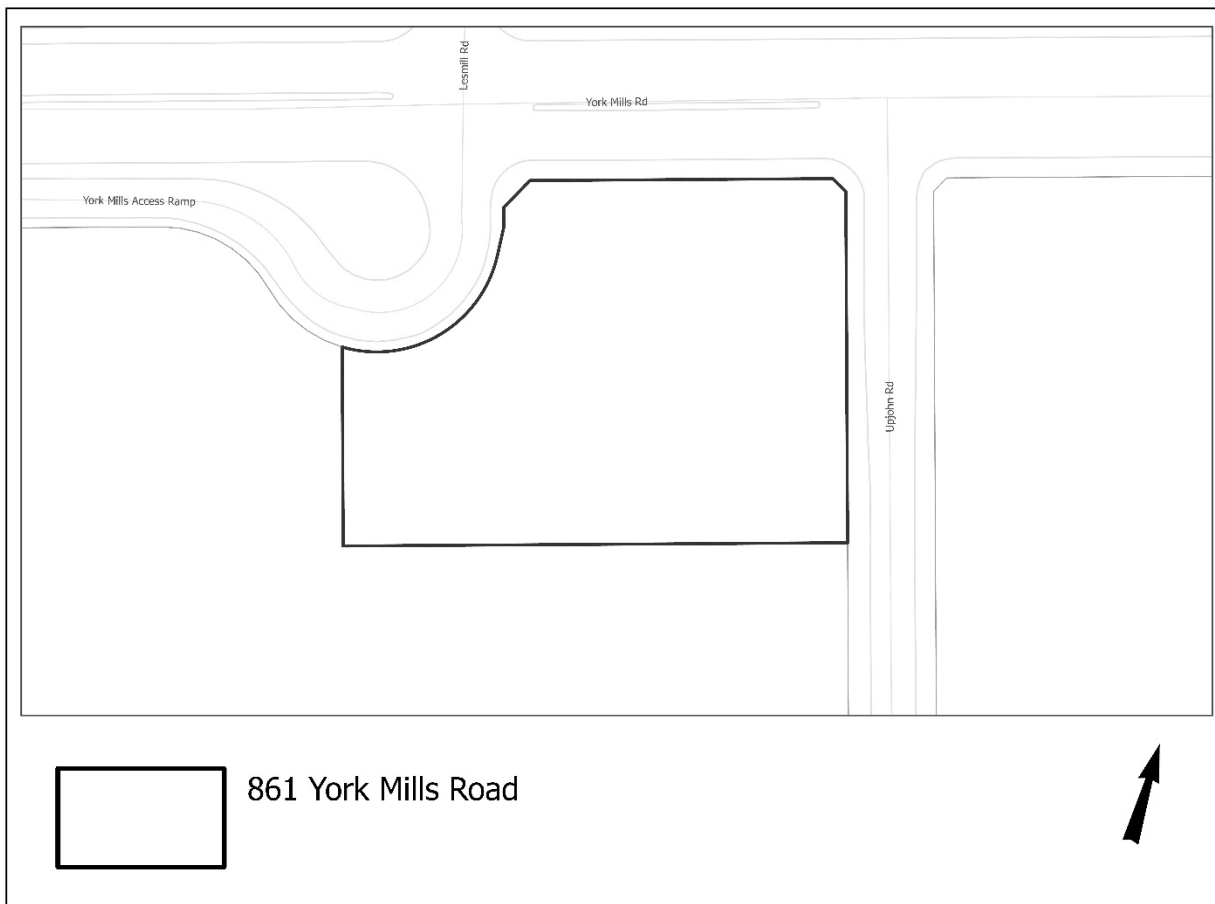
The lands are located within the Council-adopted Aga Khan Park & Museum Major Transit Station Area ("MTSA"). The Aga Khan Park & Museum station serves the Eglinton Crosstown light rail transit line. The MTSA was submitted to the Minister of Municipal Affairs and Housing for approval on July 29, 2022, as the approval authority for MTSA's. To date, no decision has been made. The Growth Plan 2020 minimum density targets for PMTSA/MTSA's are targets for jobs as well as residents. Existing and permitted development within the PMTSA is planned for and exceeds the minimum population and employment target of 200 residents and jobs combined per hectare. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

RECOMMENDATION

Staff reviewed Conversion Request No. 010 (20 Wynford Drive) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.011

Address: 861 York Mills Road
General area: Don Mills Road and York Mills Road
Ward: Don Valley East (16)
Owner (Applicant): First Capital Realty (Bousfields)
Site area: Approximately 0.84 hectares (2.06 acres)
Existing uses: Commercial



CONVERSION REQUEST

Proposal: Request to redesignate the lands from *General Employment Areas* to *Mixed Use Areas* to permit a mix of residential, office, retail and service commercial uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 19)

Area Specific Policies: N.A.

Zoning By-law: MO Zone (Industrial-Office Business Park Zone) in the former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Commercial Plaza (860 York Mills Road)

South: 1-2 storey office building

East: 1-2 storey service commercial and commercial plaza

West: 2-storey Rogers Communications office building

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 011 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are part of the Duncan Mills Office-Focused Area of Employment, which represented 127.2 hectares of land and 20,147 employees in 2022. There are three conversion requests in this *Employment Area*, which is bounded by Leslie Street and Scarsdale Road to the west, Betty Sutherland Trail Park to the north, Don Mills Road to the east and Bond Park and CN Railway to the south. \$86.3 million in non-residential building permits were issued between 2016-2021 in this *Employment Area*, including construction and renovations. In total, these permits represent 86,000 square metres of additional gross floor area to be added throughout the *Employment Area*, demonstrating growth and investment. Fourteen percent of all Toronto jobs in the finance, insurance & real estate sector that are found in areas of employment are located in the Duncan Mills area. The area is attractive to small and mid-sized tenants seeking lower office occupancy costs, and is suited to private businesses and entrepreneurial-type occupancies.

Employment areas provide opportunities for Torontonians to live and work in the City. The Duncan Mills Office-Focused Area of Employment has one of the highest shares of workers residing in the City of Toronto. Seventy-one percent of the workers in this employment area live in the City, and 15% live in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (33%) use a low-carbon mode of travel to work: 32% use transit, which is higher than the average for all areas of employment, while 3% walk or cycle.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 861 York Mills Road.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The subject lands form part of a contiguous area of land designated *Employment Areas* that is used and planned for business and economic activities. The lands are internal to the *Employment Areas* and surrounded by employment lands that are used and planned for business and economic activities. The proposed conversion would create a

precedent for further conversions to allow residential and sensitive uses in this *Employment Area*. The requested introduction of residential and sensitive non-residential uses on the lands would adversely affect the overall viability of the larger *Employment Area*, not being able to provide a stable and productive operating environment for existing and new businesses for their economic activities.

The contiguous nature of these *Employment Areas* lands provides land use certainty for operating businesses and helps to facilitate clustering of associated businesses. The lands are part of a cluster with surrounding business establishments including commercial uses to the north and east. Given the context of the location and surrounding land use designations, conversion of the lands may adversely affect the ability to provide opportunities for the clustering of similar or related employment uses.

It is important to provide for a wide range of parcel sizes, locations, and characteristics to ensure the long-term competitiveness of the City's *Employment Areas* so they can continue to accommodate the diverse needs of industry and business operations. The lands provide good visibility to the *Employment Area*, which increases value and marketability, attracting customers and employees, and improving the visibility of land for development or investment purposes.

The lands offer good access to five major roadways providing access for traffic/deliveries both in and out of the area: Leslie Street, York Mills Road, Don Mills Road, Highway 401 and the Don Valley Parkway. The lands front onto York Mills Road, which has an average daily traffic volume of 15,000 vehicles. It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the Compatibility Mitigation ("C/M") Study determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, traffic noise, air quality, vibration, exchange of information with major facilities and other nearby businesses, summary of nearby commercial/industrial operations, impact on industrial/commercial operations in the vicinity and the broader *Employment Areas* and impact that the conversion request would have on potential employment uses permitted in the area. The Peer Reviewer was not able to confirm that the "C/M" Study fulfills the City's Terms of Reference for "C/M" Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools.

The nearest library is approximately 2.3 km away from the lands. The nearest recreation centre is approximately 2.5 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) elementary school is approximately 2.2 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) intermediate school is approximately 2.4 km away from the lands. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is approximately 3.1 km away from the lands.

In order to access the nearest library, public school, catholic school and community centre via walking, the route would require walking through the *Employment Areas* and crossing major streets including Highway 401 if travelling by foot. The width of the right-of-way of those major streets range from approximately 30 metres to over 38 metres.

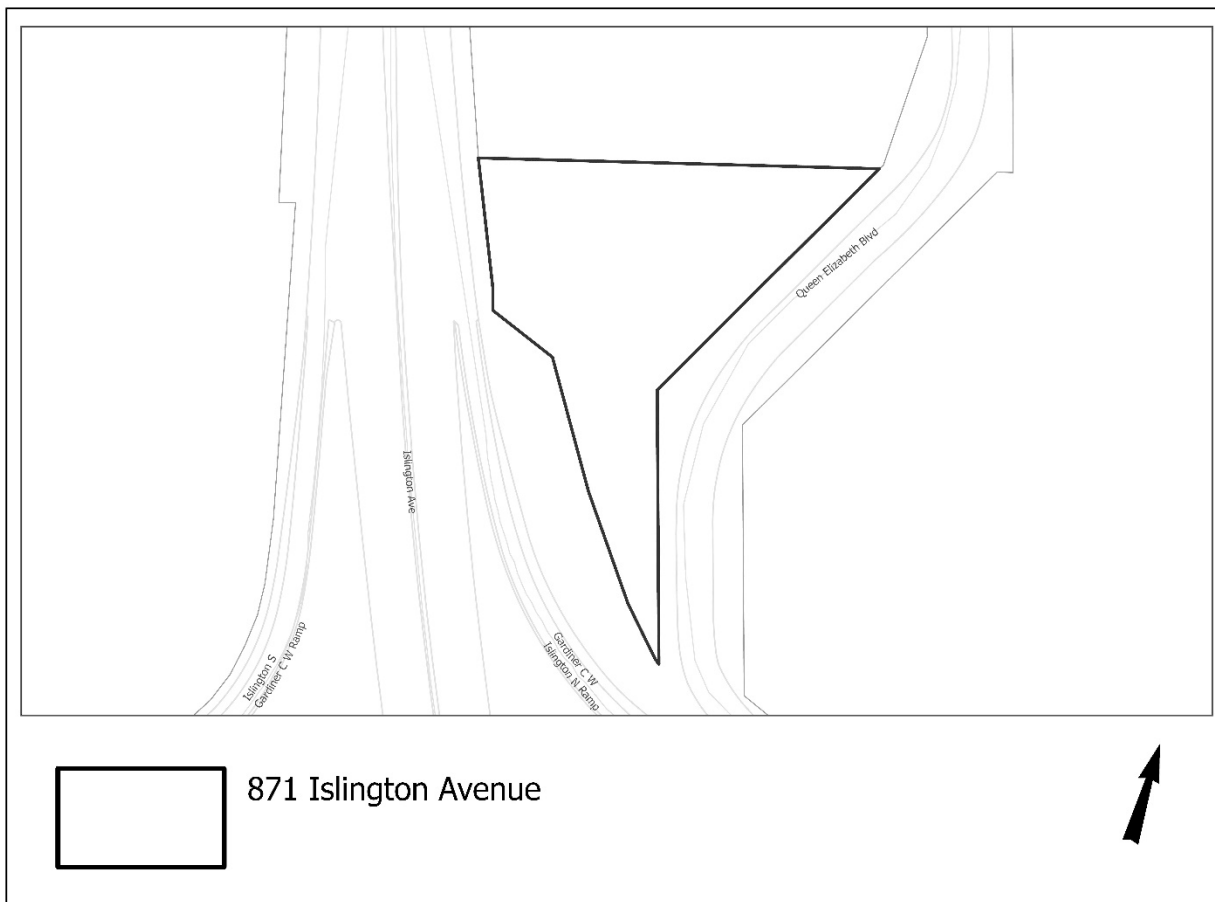
Furthermore, the lack of higher order transit and frequent, reliable bus service makes the lands difficult to reach via transit, raising concerns about the suitability of the lands for residential use. This lack of accessibility could be a hindrance for residents who rely on transit, increase reliance on vehicles, and negatively impact the area. The nearest higher order transit station is Don Mills Station, which is approximately 2.7 km away and reached by a bus route that is not part of the City's Ten-Minute Network. The Ten-Minute Network are surface bus routes that operate every ten minutes or better at all times the route is operated. As part of its 2023 budget, the Toronto Transit Commission (“TTC”) modified service on 20% of its routes. The 25 Don Mills bus route that services the lands is included in the changes and wait times have increased up to 29% during peak use. The Don Mills Bus Rapid Transit from Sheppard Avenue East to Highway 7 is proposed in Metrolinx's 2041 Regional Transportation Plan, but the certainty and timing is unknown. The distance of the proposed transit will be approximately 2.7 km from the lands.

RECOMMENDATION

Staff reviewed Conversion Request No. 011 (861 York Mills Road) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.014

Address: 871 Islington Avenue
General area: Gardiner Expressway and Islington Avenue
Ward: Etobicoke-Lakeshore (3)
Owner (Applicant): Orest Kelebay (Bousfields Inc.)
Site area: Approximately 0.4 hectares (1.0 acre)
Existing uses: Retail and warehouse



CONVERSION REQUEST

Proposal: Request to redesignate all of the lands from *Core Employment Areas* to *Mixed Use Areas* to permit residential, live-work and hotel uses, and introduce policy direction in a site and area specific policy.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* (Map 15)

Area Specific Policies: N.A.

Zoning By-law: Employment Industrial (E 1.0) in the City of Toronto By-law 569-2013

SITE CONTEXT AND ADJACENT USES

North: Food wholesaling and distribution uses

South: Gardiner Expressway off-ramp, Queen Elizabeth Boulevard and Gardiner Expressway

East: Food wholesaling and distribution, and furniture wholesaling/retail uses

West: Gardiner Expressway off-ramp and Islington Avenue, with movie theatre beyond

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 014 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the central eastern portion of the South Etobicoke employment area. This area ranks as the second largest concentration of land designated *Employment Areas* in the City, accommodating over 39,000 jobs. This node has excellent highway access with close proximity to Toronto's Lester B. Pearson International Airport and the downtown core. Transportation and warehousing are the predominant employment types however, manufacturing also maintains a significant continuing presence. Equally important is the existence of two other influential major industry hubs. First is the local film industry hub anchored by one of the largest production studios in Canada, as well as the country's largest film equipment supplier. The food industry also has substantial presence in this employment area which is largely anchored by the Ontario Food Terminal – the second largest fresh food distribution facility in North America. Given their dominance and economic importance, there is a strong locational demand to be within close proximity to these major facilities from the wide network of firms with goods and services that support these clusters. Reinvestment in this area remains strong with over \$350 million in building permit activity issued between 2016-2021 with at least four new major industrial buildings of over 23,000 square metres currently in the development approval pipeline.

Employment areas provide opportunities for Torontonians to live and work in the City. Fifty-nine percent of the workers in this employment area live in the City, and 19% of all workers in the employment area reside in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 871 Islington Avenue.

The lands are currently developed with a retail and warehouse establishment, and surrounded by wholesaling, distribution, retail uses and transportation corridors. The lands benefit from excellent visibility and convenient access to Islington Avenue, the Gardiner Expressway and The Queensway, which are all major streets as shown in Map 3 of the Official Plan.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent

to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

A conversion would introduce residential uses to a key location for employment uses, reducing the inventory of lands designated *Core Employment Areas* and available for the establishment of related uses within the area. This is anticipated to negatively impact the ability to provide a stable and productive operating environment for existing and new businesses and their economic activities in the *Employment Area*. The requested introduction of residential and sensitive non-residential uses on the site would adversely affect the overall viability of the broader employment area.

The lands currently accommodate employment uses similar to and that are part of a cluster with, surrounding business establishments which include retail, wholesaling and distribution uses to the north and east. *Employment Areas* are characterized by clusters of business and economic activities. Clusters can encourage knowledge sharing and collaboration between businesses. This can increase productivity and innovation. Given the context of the location and related employment land use designations, conversion of the lands would reduce opportunities to cluster similar and related employment uses both locally and with the surroundings.

The lands front Islington Avenue, however, the Gardiner Expressway off-ramp abuts the lands, which prevents direct vehicle access off Islington Avenue. Access is achieved from the north and east through Queen Elizabeth Boulevard, which is classified as a local road, accommodating lower traffic volumes at lower speeds. This road serves a significant role in being the primary road to access surrounding employment lands.

The introduction of residential uses at this location will require vehicle access through the *Employment Area*, via Queen Elizabeth Boulevard. A conversion is anticipated to increase vehicle traffic to and from the lands, which is anticipated to impact the local transportation network in which surrounding employment uses also rely upon for access. This would affect the functioning of the network and the movement of goods for existing and future employment uses, such as truck traffic and deliveries where surrounding uses are wholesale and distribution focused.

Staff have concerns with the proximity of nearby facilities and the potential for compatibility issues between sensitive land uses and impactful industries. Due to the location being adjacent to food wholesaling facilities to both the north and east, constraints have been identified on sensitive land use development and in meeting appropriate separation requirements.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The submitted Compatibility/Mitigation (“C/M”) Study indicated that the proposed residential uses would require further study respecting truck traffic noise and air and noise impacts from transportation sources. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: classification of an industrial facility, noise impacts from stationary sources, identification of additional commercial/industrial operations, traffic noise

assessment and discussion on impact on the surrounding *Employment Areas* to confirm compatibility. The Peer Reviewer was not able to confirm that the C/M Study fulfils the City's Terms of Reference for C/M Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. The nearest Toronto District School Board ("TDSB") elementary school is approximately 1.3km away from the lands, and the nearest recreation centre is approximately 2.6km away in walking distance. Accessing both facilities requires the crossing of major roads, if travelling by foot, and traveling through the *Employment Area* to access local stores, schools, services and public service facilities.

There is no convenient access to higher order transit from the lands that would support the introduction of residential uses. While the lands are serviced by bus transit options, the closest rail option is not located within a convenient distance to accommodate the introduction of new residential uses.

RECOMMENDATION

Staff reviewed Conversion Request No. 014 (871 Islington Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.017

Address: 33 Green Belt Drive

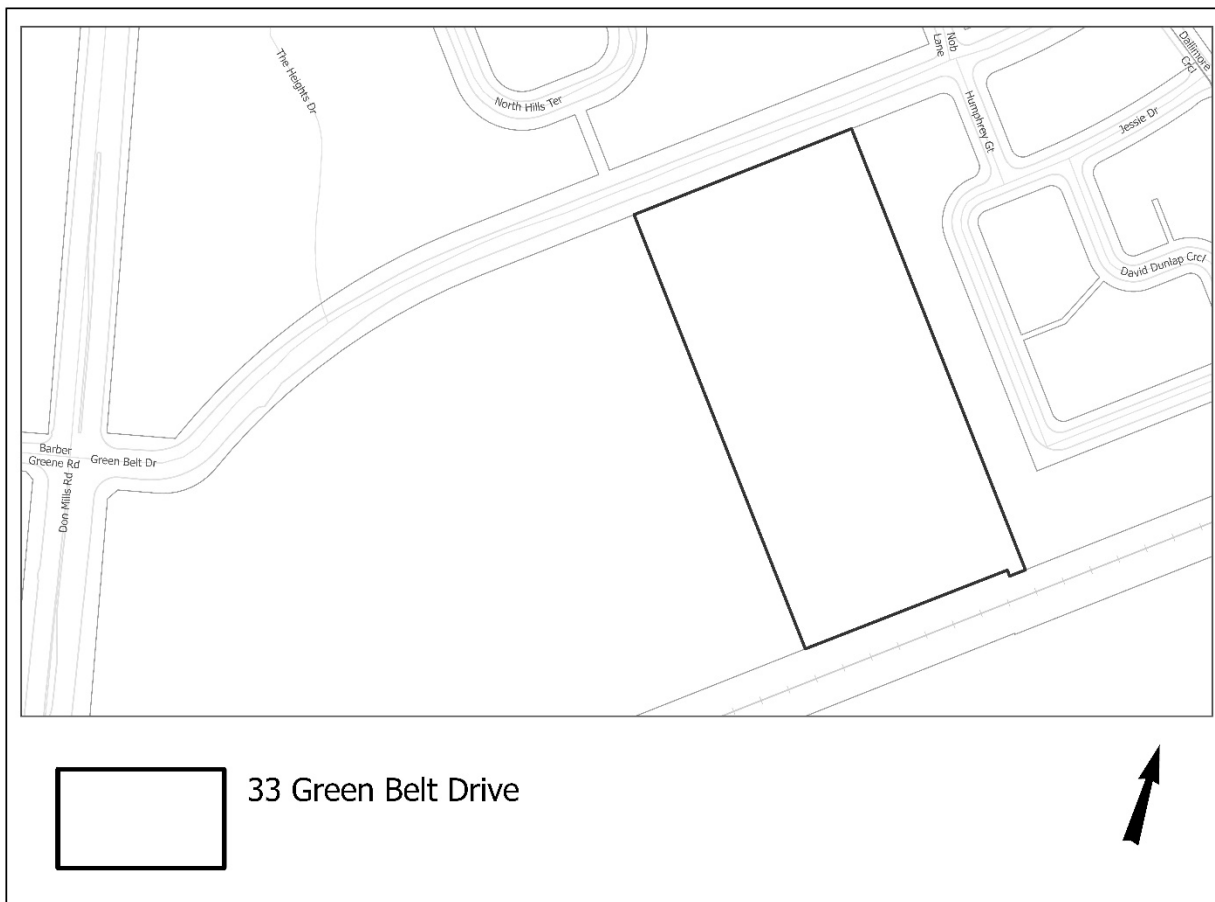
General area: Don Mills Road between Lawrence Avenue East and Eglinton Avenue East

Ward: Don Valley East (16)

Owner (Applicant): OTT Financial (Bousfields)

Site area: Approximately 2.97 hectares (7.33 acres)

Existing uses: Vacant, 1-storey manufacturing facility previously occupied by Grand and Toy



CONVERSION REQUEST

Proposal: Request to redesignate the subject lands from *General Employment Areas* to *Mixed Use Areas* to permit a development with residential and employment uses, included technology-focused office space.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 20)

Area Specific Policies: Chapter 7 SASP 92 – Northeast of Eglinton Avenue East and Leslie Street

Zoning By-law: E 1.0 (x6) Zone (Employment Industrial Zone) in the City of Toronto Zoning By-law 569-2013

SITE CONTEXT AND ADJACENT USES

North: Residential neighbourhoods consisting of townhouses and apartments, located within the Central Don Mills Secondary Plan

South: CP Railway right-of-way and employment areas beyond

East: Two residential townhouse subdivisions, and an 8-storey and a 9-storey residential apartment building. (Multiple addresses) located within Central Don Mills Secondary Plan

West: Two storey employment building occupied by Janssen pharmaceuticals (19 Greenbelt Drive).

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on

requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 017 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are part of the Don Mills Office-Focused Area of Employment, which represents 81.8 hectares of land and had a total of 10,614 employees in 2022. There are six conversion requests in this part of the employment area that is bounded by Don Mills Road to the west, Greenbelt Drive to the north, the Don Valley Parkway to the east and Eglinton Avenue East to the south.

This employment area is characterized as a corporate market with many larger tenants. However, the Don Mills Office-Focused Area of Employment can equally accommodate small to medium sized occupancies as compared to some other suburban submarkets which traditionally cater primarily to small occupancies. There are also some significant cultural institutions in the area, including the Aga Khan museum and the Japanese Canadian Cultural Centre. The majority of job growth in this area over the last ten years has been in the finance sector, accounting for 1,600 jobs in the area from 2011 to 2019.

Employment areas provide opportunities for Torontonians to live and work in the City. Seventy-two percent of the workers in this employment area live in the City, and 18% of all workers in the employment area reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community. *Employment Areas* are a key contributor to the quality of life for Torontonians, reflected by the significant share of jobs held by city residents in these areas.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (38%) use a low-carbon mode of travel to work: 32% use transit, which is higher than the average for all areas of employment, while 6% walk or cycle. Segments of the Don Mills Office-Focused Area of Employment will benefit from the introduction of the Eglinton Crosstown LRT and Ontario Line subway.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 33 Green Belt Drive.

The employment area is well connected to major goods movement corridors for vehicles and adjacent to the CP Rail Corridor. There are five major roadways providing access for traffic/deliveries both in and out of the area; Greenbelt Drive, Eglinton Avenue East, Don Mills Road, Wynford Drive and the Don Valley Parkway. It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses, including the rail corridor to the south and surrounding road network.

The range and quantity of space that Toronto's *Employment Areas* provide is extremely important to Toronto's economy. It is important therefore to provide for a wide range of parcel sizes, locations and characteristics to ensure the long-term competitiveness of the City's *Employment Areas* that can accommodate the diverse needs of industry and business operations. These lands offer good access to a major arterial road and the Don Valley Parkway, and a desirable size and rectangular shaped parcel.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The lands form part of a contiguous area of land designated *Employment Areas* that is used and planned for business and economic activities. The lands currently ensure adequate buffering and protection to the western and southern part of the *Employment Areas* from the sensitive uses north and east of the lands. The proposed conversion of the lands would create a precedent for further conversions to allow residential and sensitive non-residential uses in this *Employment Area*, diminishing the supply of employment land for *Employment Areas* uses. It is also City Planning staff's opinion that a conversion of the lands may destabilize the employment lands immediately west of the lands along Greenbelt Drive. The requested introduction of residential and sensitive non-residential uses on the lands would adversely affect the overall viability of the *Employment Area*, in particular the area to the west of the lands.

In addition to the lands themselves, the lands west of the lands are zoned Employment-Industrial (E) in Zoning By-law 569-2013, providing as-of-right land use permissions for impactful industrial uses, including motor vehicle body repairs shops, laboratories and various manufacturing uses. The abutting E zone lands to the west are currently occupied by Janssen Inc, a Class I pharmaceutical facility.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the "C/M" Study determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, traffic noise, vibration, exchange of information with major facilities and other nearby businesses (including the Janssen Inc. facility), summary of nearby commercial/industrial operations, impact on industrial/commercial operations in the vicinity and the broader *Employment Area*, impact that the conversion request would have on potential employment uses in the area. The Peer Reviewer was not able to confirm that the "C/M" Study fulfills the City's Terms of Reference for "C/M" Study

requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres is one of the considerations examined by staff. While the lands do have community services and facilities nearby, other factors had a greater bearing on staff's recommendations, in reading the Growth Plan 2020, PPS 2020, and OP in their entirety.

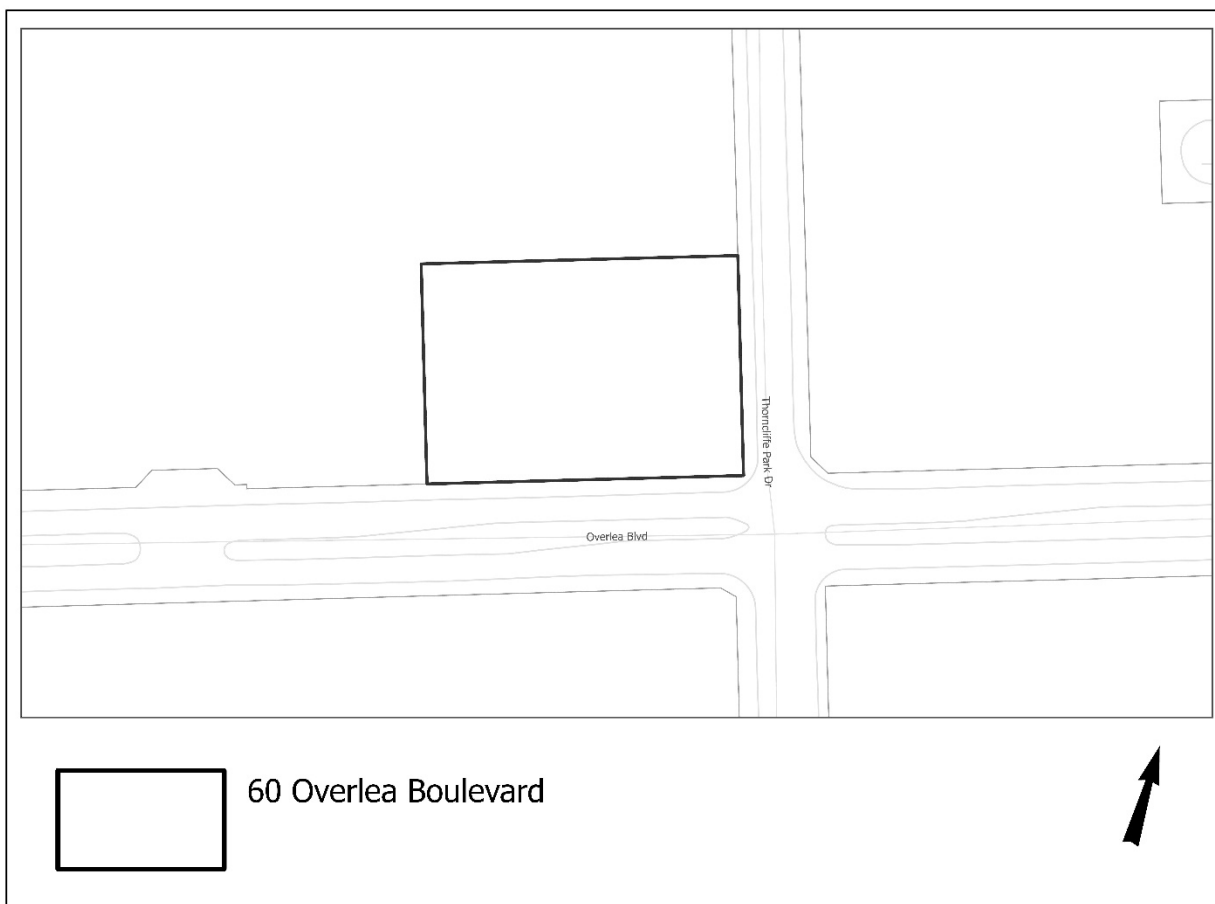
Despite a notable number of workers that use transit, the lands do not have good transit accessibility. The nearest higher order transit station is Pape Station, which is approximately 6.4 km from the lands and accessed by the 25 Don Mills bus route, which is not part of the City's Ten-Minute Network. The Ten-Minute Network are surface transit bus routes that operate every ten minutes or better at all times the route is operated. As part of its 2023 budget, the Toronto Transit Commission ("TTC") modified service on 20% of its routes. The 25 Don Mills bus route that services the site is included in the changes and wait times have increased up to 29% during peak use. The nearest TTC bus stop is approximately a 600-metre walk from the site on Don Mills Road.

RECOMMENDATION

Staff reviewed Conversion Request No. 017 (33 Green Belt Drive) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.020

Address: 60 Overlea Boulevard
General area: Overlea Boulevard and Thorncliffe Park Drive
Ward: Don Valley West (15)
Owner (Applicant): Plazaworks Inc. (Bousfields Inc.)
Site area: Approximately 0.61 hectares (1.51 acres)
Existing uses: Single-storey retail plaza.



CONVERSION REQUEST

Proposal: Request to redesignate from *General Employment Areas* to *Mixed Use Areas* to permit residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 20)

Area Specific Policies: N.A.

Zoning By-law: Business Centre Zone (BC (14) in the Zoning By-law 1916

SITE CONTEXT AND ADJACENT USES

North: Two low-rise commercial buildings, surface parking

South: Esso gas station, surface parking

East: Retail plaza buildings, surface parking, one storey religious organization building

West: Funeral home, surface parking, Costco warehouse store

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the

owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 020 and provides staff's recommendations.

FINAL ASSESSMENT

The lands at 60 Overlea Boulevard are part of the Leaside - Thorncliffe Area of Employment, which represents 100 hectares of land. The employment area surrounds the rail corridor and is bounded by Vanderhoof Avenue and E.T. Seaton Park to the north and east, Overlea Boulevard to the south and Laird drive to the east.

The Leaside - Thorncliffe Area of Employment is generally characterized by smaller industrial premises, with a few large users with land extensive facilities and Environmental Compliance Approval's that require separation from sensitive and residential uses. It is a viable and successful employment area and contains over 2 million square feet of rentable industrial building area, with a low vacancy rate of 1.4% as of 2021. There has been steady job growth in the Leaside - Thorncliffe employment area, with almost 3,000 new jobs since 2006. As of 2022, there were over 345 establishments in the area that employ 8,800 people in a wide range of activity. There has been \$90.6 million in non-residential building permits issued between 2016-2021 in this *Employment Area*.

Employment areas provide opportunities for Torontonians to live and work in the City. The Leaside - Thorncliffe Park Area of Employment has one of the highest shares of workers residing in the City of Toronto. Eighty percent of workers in the employment area live in the City of Toronto, and 29% of all workers in the employment area live in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community. *Employment Areas* are a key contributor to the quality of life for Torontonians, reflected by the significant share of jobs held by city residents in these areas.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (45%) use a low-carbon mode of travel to work: 35% use transit, which is higher than the average for all areas of employment, while 10% walk or cycle. The area will also benefit from the completion of the Eglinton Crosstown and Ontario Line transit lines, which will improve labour accessibility. The lands are in close proximity to the planned Thorncliffe Park station on the Ontario Line. The planned higher order transit will build on the area's ability to attract a range of businesses with good access to labour at a central location. Taken together, the area provides excellent job opportunities for local residents, including those residing in NIAs.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial

employment forecast. There is no need to convert the employment lands at 60 Overlea Boulevard.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses.

The employment area is well connected to major goods movement corridors for vehicles, with four major roadways providing access for traffic/deliveries both in and out of the area: Don Mills Road, Don Valley Parkway, Eglinton Avenue East, and Laird Drive/Millwood Road. It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses, including the rail corridor to the south and surrounding road network.

The contiguous nature of these *Employment Areas* lands provides land use certainty for operating businesses and helps to facilitate clustering of associated businesses. The lands currently accommodate similar employment uses to others nearby, and are part of a cluster with surrounding business establishments including retail uses to the north, west and east. Given the context of the location and surrounding land use designations, conversion of the lands may adversely affect the ability to provide opportunities for the clustering of similar or related employment uses.

The lands are part of a contiguous area of employment bounded by rail, the Natural Heritage System, and two major arterial roads (Overlea Boulevard and Millwood Road), that together form a natural delineation of the *Employment Area*, and separate it from residential neighbourhoods. The proposed conversion of the lands would create a precedent for further conversions to permit residential and sensitive uses and would diminish the area's ability to provide a stable operating environment for business and economic activities. An introduction of residential and sensitive non-residential uses on the lands would adversely affect the overall viability of the larger *Employment Area*. Pressure for further conversions in this section of the *Employment Area*, currently defined by clear boundaries, would also likely lead to complaints and compatibility issues related to the planned Metrolinx Maintenance and Storage Facility ("MSF") over the long term.

To the north and west of the lands, Metrolinx is planning to build a Maintenance and Storage Facility ("MSF") for future rapid transit vehicles used on the Ontario Line. The MSF will be a Class III Heavy Industry site and approximately 320 metres away from the proposed conversion lands. The proposed conversion will be within the area of influence of the MSF. There is concern that the proposed conversion of lands would adversely affect the operation of these facilities and have odour, noise and vibration related impacts. The lands are also located within the area of Influence setback distance of three other Class III Heavy Industry sites, including a hot mix asphalt plant, a commercial sealants and waterproofing manufacturer and a rail yard used for train maintenance.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The Peer Review of the Compatibility Mitigation (“C/M”) Study determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, traffic noise, odour, air quality, exchange of information with major facilities and other nearby businesses, summary of nearby commercial/industrial operations, impact on industrial/commercial operations in the vicinity and the broader *Employment Areas* and the impact that the conversion request would have on potential employment uses in the area. The Peer Reviewer was not able to confirm that the “C/M” Study fulfills the City’s Terms of Reference for “C/M” Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres is one of the considerations examined by staff. While the lands do have community services and facilities nearby, other factors had a greater bearing on staff’s recommendations, in reading the Growth Plan 2020, PPS 2020, and OP in their entirety.

The lands are located within the Council-adopted Thorncliffe Park Major Transit Station Area (“MTSA”). The MTSA was submitted on July 29, 2022 to the Minister of Municipal Affairs and Housing for approval, as the approval authority for MTSA’s. To date, no decision has been received. The Growth Plan 2020 minimum density targets for PMTSA/MTSA’s are targets for jobs as well as residents. Existing and permitted development within the PMTSA is planned for and exceeds the minimum population and employment target of 200 residents and jobs combined per hectare. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

RECOMMENDATION

Staff reviewed Conversion Request No. 020 (60 Overlea Boulevard) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.021

Address: 279 and 285 Yorkland Boulevard

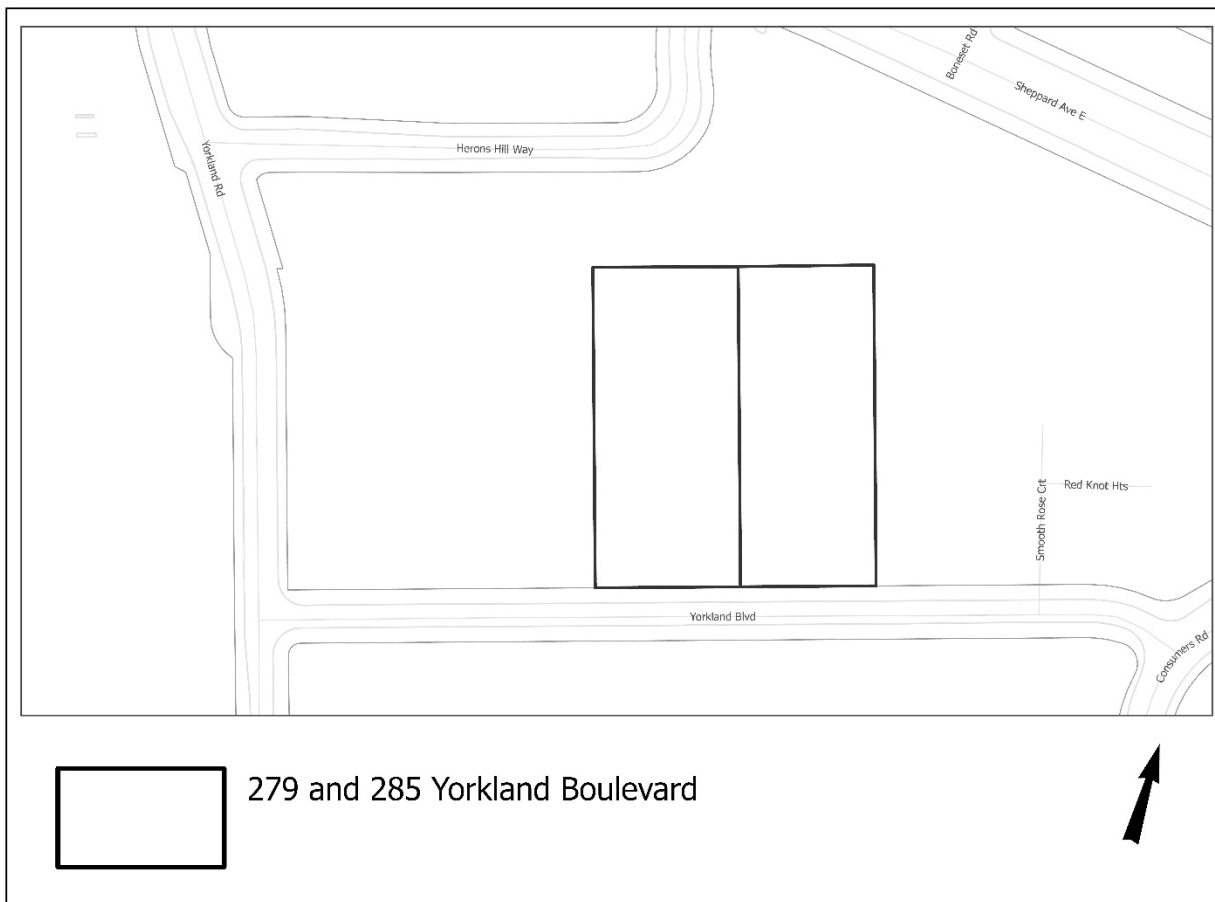
General area: Sheppard Avenue East and Highway 404

Ward: Don Valley North (17)

Owner (Applicant): Morguard REIT (MHBC)

Site area: Approximately 1.28 hectares (3.16 acres)

Existing uses: Two 1-storey office/warehouse buildings and surface parking



CONVERSION REQUEST

Proposal: Request to redesignate from *General Employment Areas* to *Mixed Use Areas* to permit residential uses in 3 buildings that are proposed to be 5, 30 and 35 storeys in height. A 3-storey office building is also proposed, and is permitted in the *Employment Area*

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 19) – OPA 231 appeal

Area Specific Policies: ConsumersNext Secondary Plan; Business Park Interior District (Map 35); Chapter 7 SASP 386

Zoning By-law: MO Zone (Industrial Office-Business Park Zone) in the former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Car wash, low-rise fast-food establishments, residential mixed-use development, gas station and car wash

South: Low-rise office buildings, place of worship, private school, surface parking

East: Residential mixed-use development

West: Low-rise office building with private school, mid-rise office buildings

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary

assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. The applicant provided additional materials for review, which Staff have considered in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 021 and provides staff's recommendations.

FINAL ASSESSMENT

Since 2006, the Consumers Road Office-Focused Area of Employment has experienced consistent strong growth. The area represents 54.5 hectares of land and as of 2022 there were 18,700 jobs in over 555 businesses. In 2021, the vacancy rate in this employment area was 0%. There are six conversion requests in the Consumers *Employment Area*, which is bounded by Highway 404 to the west, Sheppard Avenue East to the north, Victoria Park Avenue to the east and Highway 401 to the south.

There was \$70 million in non-residential building permits issued between 2016-2021 in this *Employment Area*, which includes construction and renovations, reflecting a high level of investment in non-residential buildings. In total, the building permits represent 57,973 square metres of non-residential gross floor area to be added throughout the *Employment Area*, demonstrating increased growth and investment in the *Employment Area*. This employment area is a successful, viable, functioning office park which currently has one of the largest concentrations of office workers outside of downtown.

Employment areas provide opportunities for Torontonians to live and work in the City. The Consumers Road Office-Focused Area of Employment has one of the highest shares of workers residing in the City of Toronto. Seventy-two percent of the workers in this employment area live in the City, and 16% of all workers in this employment area reside in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community. *Employment Areas* are a key contributor to the quality of life for Torontonians, reflected by the significant share of jobs held by city residents in these areas.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A notable proportion of workers in this employment area (33%) use a low-carbon mode of travel to work: 29% use transit, while 4% walk or cycle.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial

employment forecast. There is no need to convert the employment lands at 279 and 285 Yorkland Boulevard.

Official Plan Amendment No. 231 ("OPA 231") adopted by City Council on December 19, 2013 contained new economic policies and new policies and designations for *Employment Areas* as part of the Official Plan and Municipal Comprehensive Reviews. OPA 231 was appealed to the Ontario Municipal Board by numerous parties, including the owners of 279 and 285 Yorkland Drive. Staff's final assessment of this conversion request is consistent with OPA 231 which recommended that these lands be retained for employment purposes and designated *General Employment Areas*.

The lands are located within the in effect ConsumersNext Secondary Plan and are located in the Business Park Interior District. The Secondary Plan provides a vision for future growth and development priorities for the area, and was developed after extensive stakeholder and community consultation. It came into effect on April 26, 2021 and provides a vision for future growth and priorities for development. The districts and nodes within the plan are intended to define, enhance and connect to one another to benefit the users of this *Employment Area*. The conversion request for the lands does not reflect the vision of the in effect Secondary Plan, which locates *Mixed Use Areas* on the edges of the area, where properties have frontage onto a major street. The lands are also retained as an *Employment Areas* in the Business Park Interior District, which is intended to be retained for, and intensified with employment uses.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The subject lands form part of a contiguous area of land designated *Employment Areas* that is used and planned for business and economic activities. The proposed conversion of the lands would create a precedent for further conversions to allow residential and sensitive non-residential uses in this *Employment Area*, diminishing further the supply of employment land for *Employment Areas* uses. The requested introduction of residential and sensitive non-residential uses on the lands would adversely affect the overall viability of the *Employment Area*, and the ability of the area to provide a stable and productive operating environment for existing and new businesses.

The contiguous nature of these *Employment Areas* lands provides land use certainty for operating businesses and helps to facilitate clustering of associated businesses. The lands currently accommodate similar employment uses to others nearby, and are part of a cluster with surrounding business establishments including offices uses to the west and south. Given the context of the location and surrounding land use designations, conversion of the lands may adversely affect the ability to provide opportunities for the clustering of similar or related employment uses.

The range and quantity of space that Toronto's *Employment Areas* provide is extremely important to Toronto's economy. It is important therefore to provide for a wide range of parcel sizes, locations and characteristics to ensure the long-term competitiveness of the City's *Employment Areas* that can accommodate the diverse needs of industry and business operations. The lands represent a large land parcel designated for

employment, contributing to the variety of parcel sizes and accommodation of a range of employment uses in the area.

The employment area is well connected to major goods movement corridors for vehicles. There are six major roadways providing access for traffic/deliveries both in and out of the area: Highway 404, Highway 401, Sheppard Avenue East, Victoria Park Avenue and Consumers Road. These lands offer good access to Highway 404 and Highway 401. The lands do not have direct access to Sheppard Avenue East and access may only be obtained via Yorkland Boulevard. It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The Peer Review of the Compatibility Mitigation (“C/M”) Study determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, traffic noise, odour, air quality, and impact that the conversion request would have on potential employment uses permitted in the area. The Peer Reviewer was not able to confirm that the “C/M” Study fulfills the City’s Terms of Reference for “C/M” Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools.

The nearest library is approximately 1.9 km away from the lands. The nearest recreation centre is approximately 1.6 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) elementary school is approximately 1.3 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) intermediate school is approximately 2.1 km away from the lands. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is approximately 1.3 km away from the lands.

In order to access the nearest library, public school, catholic school and recreation centre via walking, the route would require walking across the *Employment Areas* and crossing major streets including Highway 404. The width of the right-of-way of those major streets range from approximately 27 metres to over 36 metres.

The lands do not have good accessibility to higher order public transit. The nearest higher order transit station is Don Mills Subway Station on Line 4 (Sheppard) of the TTC Subway system, which is approximately 1.1 km from the lands. The timing and certainty

of the Sheppard East Line 4 Subway Extension that is intended to serve the area is unknown.

RECOMMENDATION

Staff reviewed Conversion Request No. 021 (279 and 285 Yorkland Boulevard) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.022

Address: 125 The Queensway

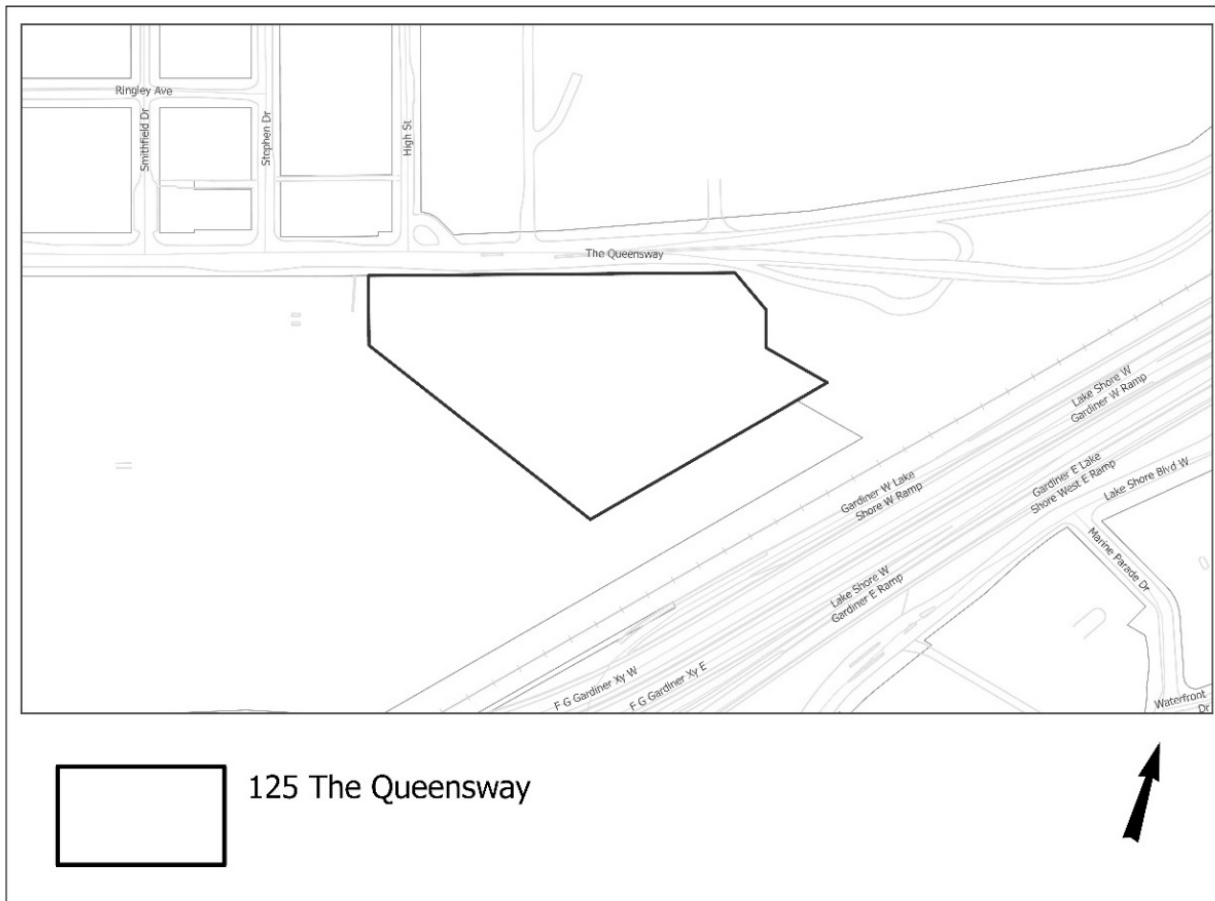
General area: The Queensway and Park Lawn Road

Ward: Etobicoke-Lakeshore (3)

Owner (Applicant): 125 The Queensway Inc. (MHBC Planning, Urban Design & Landscape Architecture)

Site area: Approximately 3.45 hectares (8.5 acres)

Existing uses: Shopping plaza with retail, service and restaurant uses



CONVERSION REQUEST

Proposal: Request to redesignate the lands from *General Employment Areas* to *Mixed Use Areas* to permit residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 15)

Area Specific Policies: N.A.

Zoning By-law: Class 1 Industrial (I.C1) in the Former City of Etobicoke Zoning Code

SITE CONTEXT AND ADJACENT USES

North: Humber Treatment Plant (wastewater treatment plant), park and proposed six storey apartment building (23 120448 WET 03 MV)

South: Open storage, hydro corridor with Metrolinx Oakville Rail Corridor and Gardiner Expressway beyond

East: Humber Loop (TTC station and intermediate streetcar turning loop)

West: The Ontario Food Terminal (wholesale fruit and produce terminal)

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands *designated Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study and supplementary

responses when submitted by an owner/applicant; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 022 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the east portion of the South Etobicoke employment area which ranks second largest in land area for the City, accommodating over 39,000 jobs. This node has excellent highway access with close proximity to Toronto's Lester B. Pearson International Airport and the downtown core. Transportation and warehousing are the predominant employment types however, manufacturing also maintains a significant continuing presence. Equally important is the existence of two other influential major industry hubs. First is the substantial presence of the food industry, which is the second largest food cluster in North America. The food industry here is largely anchored and supported by the Ontario Food Terminal ("OFT") – the second largest fresh food distribution facility in North America. Next is the local film industry hub anchored by one of the largest production studios in Canada as well as the country's largest film equipment supplier. Given their dominance and economic importance, there is a strong locational demand to be within close proximity to these major facilities from the wide network of firms with goods and services that support these clusters. Reinvestment in this area remains strong with over \$350 million in building permit activity issued between 2016-2021 with at least four new major industrial buildings of over 23,000 square metres currently in the development approval pipeline.

Employment areas provide opportunities for Torontonians to live and work in the City. Fifty-nine per cent of the workers in this employment area live in the City, and 19% of all workers in the employment area reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 125 The Queensway.

The lands are located in the interior of the *Employment Area*, and directly abuts the Ontario Food Terminal (OFT) to the east. The OFT is a publicly owned wholesale fruit and product distribution facility. The terminal maintains City-wide, provincial and national importance, as a significant component to the farm, retail/wholesale and food service industries. It plays a critical role in maintaining food security for Toronto's residents. In terms of employment, there are 5,000 people directly employed at the terminal which extends to 170,000 people who have direct or indirect employment through the terminal. This employment includes buyers, wholesalers, retail, food service and the farming community. The OFT Board has stressed the importance of the terminal for a variety of reasons including: reliance by a variety of industries and

establishments, influence on the overall price of products paid by the consumer, support and importance to small businesses, and service to customers across the country by strategically serving both coasts.

The Province has identified that the OFT lands as Provincially Significant Employment Zone (“PSEZ”) 30, given the significant role the OFT plays across the province at this location. PSEZ's are strategically located to provide long term planning for job creation and economic development across the region.

The lands are internal to the *Employment Areas* that is surrounded by *Core Employment Areas* to the north and west. Open storage for the OFT, a rail corridor and the Gardiner Expressway borders the lands to the south. The lands maintain frontage and access onto The Queensway, a major street that provides the *Employment Areas* with access to the Gardiner Expressway at Park Lawn Road. It is staff's opinion that the requested conversion of the lands within the Gardiner/QEW corridor to introduce sensitive land uses will adversely affect the overall viability of the South Etobicoke employment area. A conversion of the lands to introduce sensitive land uses to the interior of the *Employment Areas* could negatively impact the viability and operation of the *Employment Area*.

This parcel accommodates the only *General Employment Areas* land use designation within the eastern portion of the South Etobicoke employment area, providing additional flexibility in employment uses. Further, the lands represent a large land parcel designated for employment, contributing to the variety of parcel sizes and ability to accommodate a range of employment uses in the area. Conversion of the lands will remove a large and key location for employment uses, and impact the ability of the surrounding lands designated *Employment Areas* to provide a stable and productive operating environment for existing and new businesses, and their economic activities.

The proposed conversion could impact the capacity and functioning of the transportation network and movement of goods for existing and future employment uses. The lands maintain convenient access to a major road and connectivity with higher level transportation infrastructure. It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

The OFT heavily relies on the surrounding transportation network, and generates significant truck traffic to and from the area. The lands are also located in the study area of the Park Lawn Lake Shore Transportation Master Plan (TMP). This network was included in staff recommendations adopted by City Council on May 11, 2022 with amendments [Agenda Item History - 2022.IE29.4 \(toronto.ca\)](#). The Final Preferred TMP Network endorsed by Council includes a new north/south street that runs through the centre of the lands in order to connect The Queensway with the Gardiner Expressway via new on and off ramps. This new street is intended to provide another much-needed

connection under the Gardiner Expressway and rail corridors for *Employment Areas* establishments such as the OFT and others, and would provide an alternative north-south travel route to The Queensway and Park Lawn Road. A conversion of the lands may negatively impact the transportation network and the planned new connection to and from the Gardiner Expressway that the OFT and other *Employment Areas* establishments would benefit from in order to continue to operate and expand.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The submitted Compatibility/Mitigation (“C/M”) Study has indicated that the proposed residential uses would require mitigation measures respecting noise impacts from the OFT, roadways and corridors and perceived air quality impacts from the Humber Wastewater Treatment Plant and the Gardiner Expressway.

The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: clarification regarding odour measurements and modelling, further assessment of noise from the OFT, Humber Wastewater Treatment Plant, rail and road traffic, vibration from the Metrolinx Oakville rail corridor and discussion on the impact on the surrounding *Employment Areas* to confirm compatibility. The Peer Reviewer was not able to confirm that the C/M Study fulfils the City’s Terms of Reference for C/M Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

Staff have concerns with the proximity of nearby facilities and transportation corridors and the potential for compatibility issues between sensitive land uses and impactful industries. In particular, the Humber Wastewater Treatment Plant – a Class III Heavy Industry (Guideline D-6), the OFT, Gardiner Expressway and Metrolinx Oakville Rail Corridor. Representatives of multiple facilities and associations that support the OFT have submitted written comments raising concerns with the potential introduction of residential uses next to the terminal, including the OFT Board, Ontario Fruit & Vegetable Growers’ Association, Toronto Wholesale Produce Association, Toronto Farmers Association and Second Harvest Food Rescue.

There are potential emissions and compatibility issues with the OFT. The Peer Reviewer stated that the noise impact assessment should be revised to include worst-case truck operation scenario. OFT operations begin at 4:00 a.m. when delivery trucks are unloaded, and trucks line up on the OFT lands well in advance of 4:00 a.m. The trucks line up along the eastern edge of the OFT lands, which directly abuts the subject conversion request lands. Permitting residential uses adjacent to this location may lead to issues with complaints and constrain operations of the OFT, due to potential noise, light, traffic and safety concerns. These issues were also raised as concerns by the OFT Board. Converting lands directly abutting the OFT has the potential to create undesirable land use conflicts. This will affect the long-term vitality of the larger *Employment Areas* where the OFT is a prominent, significant place of employment and contributor to economic activity both city-wide and provincially.

In addition, locating sensitive land uses directly to the south of the Humber Wastewater Treatment Plant may create future compatibility issues. Staff have concerns regarding potential emission impacts on the lands from the plant. Toronto Water staff have indicated a risk of odour complaints, noise, visual and evening lighting impacts should residential uses be developed on the lands. The introduction of residential uses is anticipated to increase the probability of complaints and potential destabilization of the existing *Employment Areas* and its ability to operate.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. The nearest Toronto District School Board (“TDSB”) school is located approximately 1.2km away, and the closest recreation centre is located approximately 2.5km away. Access to both of these facilities require the crossing of a major road.

There is currently no convenient access to higher order transit from the lands that would support the proposed introduction and intensification of residential uses. The planned Park Lawn GO Station will be located approximately a 2,100 metre walk from the lands. While the lands are serviced by bus and streetcar transit options, the closest rapid transit option is not currently located within a convenient distance to accommodate the introduction of the proposed residential uses.

RECOMMENDATION

Staff reviewed Conversion Request No. 022 (125 The Queensway) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.030 AND 071

Address: 11 Davies Avenue (No. 030)
33 and 39 Davies Avenue (No. 071)

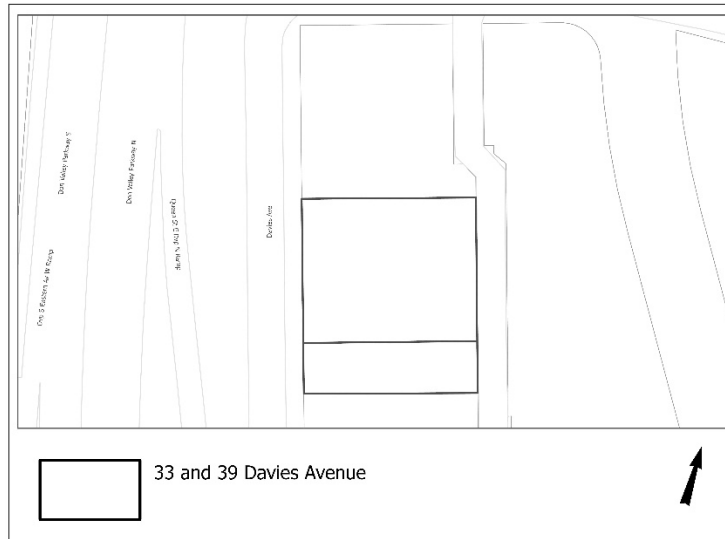
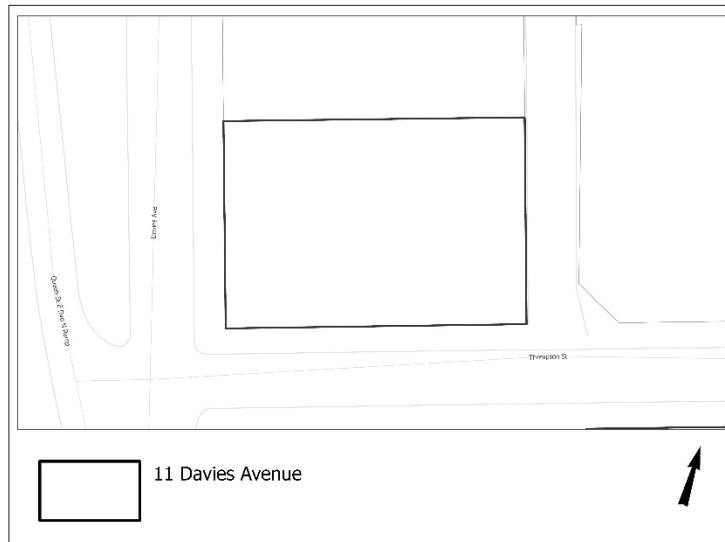
General area: Queen Street East and Don Valley Parkway

Ward: Toronto-Danforth (14)

Owner (Applicant): 1152136 Ontario Inc. (Bousfields Inc.) (No. 030)
First Gulf (Urban Strategies Inc.) (No. 071)

Site area: Total: Approximately 0.223 hectares (0.55 acres)

Existing uses: Two storey office buildings and surface parking lot



CONVERSION REQUEST

Proposal: Requests to redesignate the lands from *Core Employment Areas* to *Mixed Use Areas* to facilitate mixed-use developments. The site at 33 and 39 Davies Avenue is currently subject to a zoning by-law amendment application for a 15-storey office building: 21 161284 STE 14 OZ.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* (Map 18)

Area Specific Policies: Natural Heritage System (Map 9)

Zoning By-law: Industrial (I2 D3) in former Zoning By-law 438-86

SITE CONTEXT AND ADJACENT USES

North: Two and three storey office buildings (further north: café, industrial event space, office uses and automobile dealerships)

South: Two storey office buildings, 6-storey office studio building (further south: Queen Street East, mixed use development, automobile dealerships)

East: Joel Weeks Park (further east: 3-storey townhouses and 4-storey apartment building)

West: Don Valley Parkway and the Don River (further west: the Lower Don River Trail, Metrolinx rail corridor and Bayview Avenue are)

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary

assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted site visits. This Final Assessment completes the review of Conversion Request Nos. 030 and 071 and provides staff's recommendations.

Geographically Related Conversion Requests

These conversion requests form part of a series of three requests within the area. In assessing these conversion requests, staff also considered the potential cumulative impacts of all the conversion requests nearby, particularly:

- 9 Davies Avenue, 600 Queen Street East, and 16 Carroll Street (Conversion Request No. 038)

FINAL ASSESSMENT

These lands are located in the western portion of the larger Eastern-Carlaw-DVP-Greenwood employment area, which is characterised by a strong local office market that has seen significant growth in job numbers, doubling since 2011. The mix of businesses has evolved over time, occupying older and new buildings. This employment area offers a range of spaces that support adaptive reuse and alteration for diverse employment uses. The proximity and accessibility to downtown and the low vacancy rates make these *Employment Areas* lands critical to fostering and maintaining sustainable and complete communities for both residents and workers. Davies Avenue in particular benefits from both accessibility to transit on Queen Street East as well as access to the Don Valley Parkway. These sites are still attractive to a diversity of employment users that rely on access to the highway.

Employment areas provide opportunities for Torontonians to live and work in the City. Ninety percent of the workers in this employment area live in the City, and 16% of all workers in the employment area reside in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (62%) use a low-carbon mode of travel to work: 34% use transit, which is higher than the average for all areas of employment, while 28% walk or cycle.

The lands are located north of Queen Street East and east of the Don Valley Parkway, in the middle of a contiguous strip of *Core Employment Areas* designated lands on the east side of Davies Avenue, a narrow street running parallel to and immediately east of the Don Valley Parkway. The area contains a cluster of office, creative, studio, light industrial, and small businesses uses.

The business community on Davies Avenue has evolved over time, from more traditional light industrial uses to more creative industry uses, such as several studios, while still being home to auto-related uses as well. With a range of parcel sizes, a large proportion of employees living in Toronto, low vacancy rates, and proximity to Downtown and immediate access to a major expressway, this employment area provides opportunities for Torontonians to live and work in the City.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted, however, that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 11 Davies Avenue, and 33 and 39 Davies Avenue.

The conversion of these lands would adversely affect the viability of the employment area to maintain a stable and productive operating environment for existing and new businesses and their economic activities. The lands are situated in the middle of a successful and stable employment area that is transit accessible and provides opportunities for the clustering of similar or related creative, studio, and small businesses employment uses. If these lands are converted, the remaining *Core Employment Areas* in the broader Davies Avenue employment cluster are at risk of being converted. Losing these well-functioning *Employment Areas*, that employ people locally, would remove lands accessible to the creative industry, a key segment of Toronto's diverse economy.

These lands are close to downtown with access via the Queen streetcar, while also close to a critical goods movement corridor, the Don Valley Parkway. It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

The lands front on Davies Avenue, which is not identified as a Major Street on Map 3 of the Official Plan. Davies Avenue is a narrow one-way street with an on-ramp connecting vehicles to the Don Valley Parkway. Introducing sensitive uses would add traffic to the narrow street network, impacting accessibility to the Don Valley Parkway from Davies Avenue. Converting the lands could have a cumulative impact on employment uses to the north, such as along Carroll Street and Matilda Street, where Davies Avenue terminates. The cumulative impact could destabilize this well-functioning employment area, increasing the risk that nearby *Core Employment Areas* may convert, thereby removing a key location for employment uses that is located close and accessible to downtown, and provides the opportunity for similar or related uses to cluster. As well, there would be impacts of reducing the visibility of and access to employment lands. *Employment Areas* that have convenient access to major expressway are valuable and

well-suited for business, given their visibility and prominence as well as for the movement of goods.

These *Employment Areas* lands are stable with low vacancy rates, unique spaces that suit a variety of creative, studio, and small business uses, and serve a purpose in providing a range of employment uses close to downtown, with jobs that are accessible by transit, while offering the opportunity for similar employment uses to cluster.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registrations (“EASR”), as well as those in the immediate vicinity, in order to gauge the impact of introducing residential development to this employment strip. Continued access to the Don Valley Parkway is generally a concern, as well as the transit accessibility for employees and customers. More traditional employment uses to the north, such as the City maintenance facilities and operations building on Dundas Street East and the Toronto Hydro facility further north, benefit from the proximity to the Don Valley Parkway. The conversion request sites, along with the other Davies Avenue employment sites, serve as a buffer between these uses and the residential neighbourhoods to the east. The buildings along Davies Avenue serve a variety of users, and the loss of such spaces is a concern for this area of employment, which had a vacancy rate of just 1.4% in 2021. Of particular concern is the loss of the ability for clustering of creative uses, as currently exists in the area for artist studios. The versatility of adaptively reused spaces cannot be recreated in traditional office settings.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The submitted Compatibility/Mitigation (“C/M”) Studies have indicated that the proposed residential uses would require further study respecting air quality, noise and vibration impacts from the surrounding environment.

The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: complaint history; possible impacts and mitigation arising from the Don Valley Parkway and the two rail lines approximately 110 metres from the lands (the Metrolinx GO Transit Bala Subdivision and Don Branch Subdivision); stationary noise; industrial/commercial operations in the vicinity and justification for the classification of the industrial facility class; and the impact of the proposed development on the surrounding *Employment Areas* lands. The Peer Reviewer was not able to confirm that the C/M Studies fulfil the City’s Terms of Reference for C/M Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres is one of the considerations examined by staff. While the lands do have community services and facilities nearby, other factors had a greater bearing on staff’s recommendations, in reading the Growth Plan 2020, PPS 2020, and OP in their entirety.

The lands are located within the Council-adopted Leslieville Protected Major Transit Station Area (“PMTSA”). The planned Riverdale-Leslieville station will serve the planned Ontario Line subway route. Existing and permitted development within the PMTSA is planned for and meets a minimum population and employment target of 300 residents and jobs combined per hectare. The PMTSA was submitted on July 29, 2022 to the Minister of Municipal Affairs and Housing for approval, as the approval authority for MTSAs. To date, no decision has been received. Approximately, 34% of workers access this employment area by transit. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

RECOMMENDATION

Staff reviewed Conversion Request Nos. 030 (11 Davies Avenue) and 071 (33 and 39 Davies Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be as *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.031

Address: 1543-1551 The Queensway and 66-76 Fordhouse Boulevard

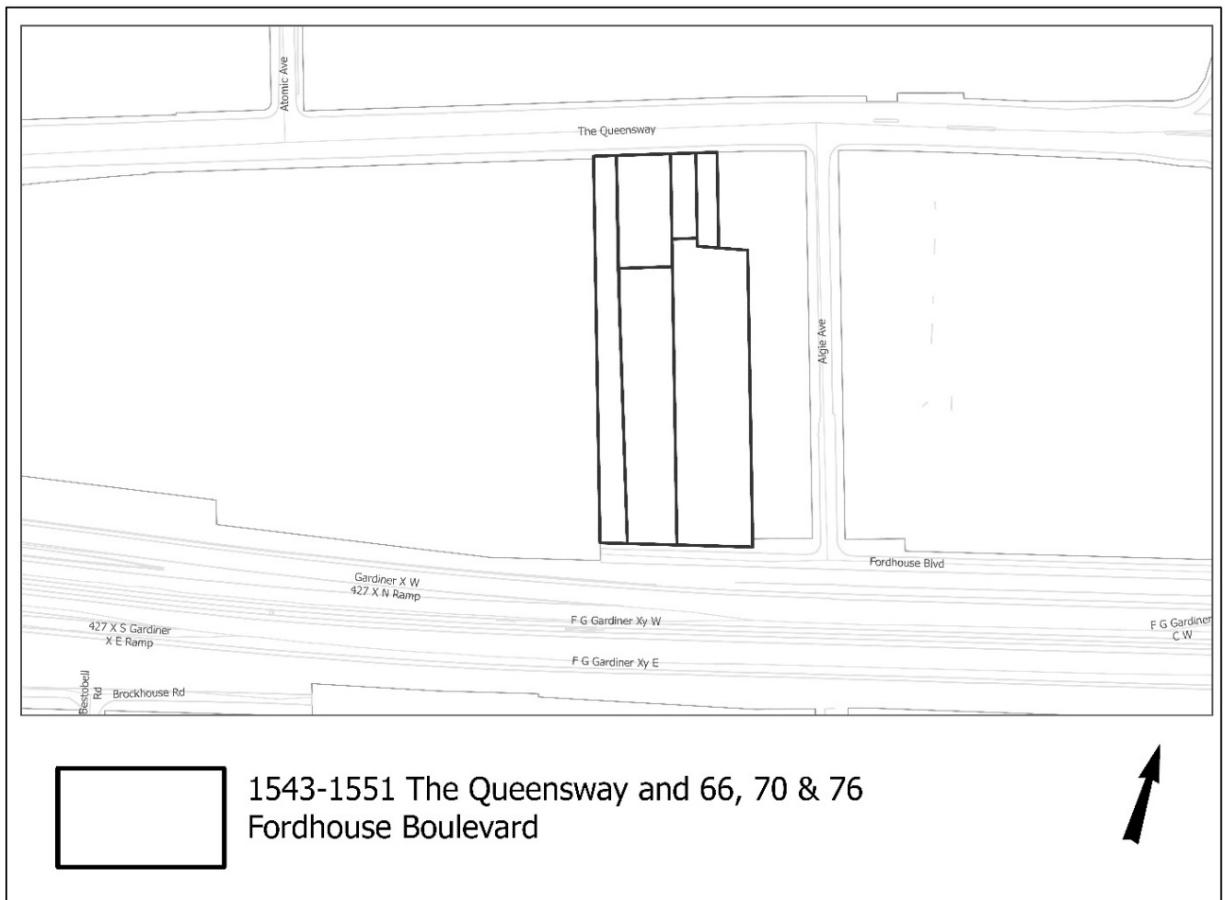
General area: The Queensway, midway between Highway 427 and Kipling Avenue

Ward: Etobicoke-Lakeshore (3)

Owner (Applicant): 2038980 Ontario Limited; 1545 The Queensway Inc.; 572989 Ontario Inc. and 1370443 Ontario Limited (Bousfields Inc)

Site area: Approximately 2.15 hectares (5.3 acres)

Existing uses: Film industry set production, warehousing, service uses and a vacant industrial building



CONVERSION REQUEST

Proposal: Request 1 – to redesignate the south part of the lands (1.25 hectares) from *Core Employment Areas* to *General Employment Areas* to permit retail and service uses
Request 2 – to redesignate the north part of the *Employment Area* lands (0.9 hectares) to *Mixed Use Areas* to permit residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* and *Core Employment Areas* (Map 15)

Area Specific Policies: N.A.

Zoning By-law: Class 1 Industrial (I.C1) in Former City of Etobicoke Zoning Code

SITE CONTEXT AND ADJACENT USES

North: Automobile sales, office and wholesaling

South: Gardiner Expressway

East: Automobile service, office and low scale residential in the form of interspersed houses

West: Retail, service and restaurant uses

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary

assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 031 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the northwestern portion of the South Etobicoke employment area. This area ranks as the second largest concentration of land designated *Employment Areas* in the City, accommodating over 39,000 jobs. This area has excellent highway access with close proximity to Toronto's Lester B. Pearson International Airport and the downtown core.

Within the employment area, transportation and warehousing are the predominant employment types, however, manufacturing also maintains a significant continuing presence. Equally important is the existence of two other influential major industry hubs. First is the local film industry hub anchored by one of the largest production studios in Canada, as well as the country's largest film equipment supplier. Next is the substantial presence of the food industry which is largely anchored by the Ontario Food Terminal – the second largest fresh food distribution facility in North America. Given their dominance and economic importance, there is a strong locational demand to be within close proximity to these major facilities from the wide network of firms with goods and services that support these clusters. Reinvestment in this area remains strong with over \$350 million in building permit activity issued between 2016-2021 with at least four new major industrial buildings of over 23,000 square metres currently in the development approval pipeline. Notably, there has been investment on the lands with recent building permit activity underway to support retrofitting of an existing building for office and warehouse uses (22 175570 BLD 00).

Employment Areas provide opportunities for Torontonians to live and work in the City, rather than commuting to jobs outside of the City. In this employment area, fifty-nine per cent of the workers live in the City of Toronto, and 19% of the workforce residing in Toronto live in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 1543-1551 The Queensway and 66-76 Fordhouse Boulevard.

Request 1 – to convert the south part of the lands to *General Employment Areas*

The lands are located in the interior of an *Employment Area*, in proximity to major transportation infrastructure and adjacent to other employment lands. The south part of the lands is proposed to be redesignated from *Core Employment Areas* to *General Employment Areas*. Uses that are permitted by the *Core Employment Areas* designation would continue to be permitted by the *General Employment Areas* designation. In staff's opinion, this proposed conversion to *General Employment Areas* will assist in maintaining a variety of compatible employment uses on the lands and with the surrounding area. This is part of a comprehensive approach in planning for future uses on the lands and the surrounding area. The existing zoning by-law permits a range of retail and service uses on these lands.

A conversion of the south part of the lands to *General Employment Areas* will contribute to continuity with adjacent lands to the north and west, and the north part of the subject lands that are all designated *General Employment Areas*. This will continue to provide opportunities for the clustering of uses permitted by the *General Employment Areas* designation. *Employment Areas* are characterized by clusters of business and economic activities. Clusters provide multiple benefits such as knowledge sharing and collaboration between businesses. This can increase productivity and innovation.

Access to Fordhouse Boulevard will continue to be maintained along the south edge of the lands, which provides connectivity with the local transportation network for employment uses for the properties abutting the lands to the east and the west.

A conversion of the south part of the lands to *General Employment Areas* would not adversely affect the overall viability of this *Employment Area*, nor the maintenance of a stable operating environment for business and economic activities. Approval of this redesignation to *General Employment Areas* would support employment on these lands over the long term, and contribute to the City's ability to meet employment forecasts as set in the Growth Plan 2020.

Request 2 – to convert the north part of the lands to *Mixed Use Areas*

The lands are located north of the Gardiner Expressway and east of the interchange of two 400-series highways, the Queen Elizabeth Way and Highway 427. This is a major interchange located within the South Etobicoke employment area. The lands also front a major street as shown on Map 3 of the Official Plan. It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

The lands are currently developed with a variety of employment uses and are internal to an *Employment Area*, surrounded by land that is planned for business and economic activities. A conversion of the north part of the lands to permit residential land uses would alter the visibility of employment uses in the larger *Employment Area*. The

introduction of residential uses on the north part of the lands would create compatibility concerns in this *Employment Area*, reduce the range of opportunities to attract businesses to the area, and would impact the overall viability of the *Employment Areas* by affecting existing and future operations.

The lands are comprised of a variety of land parcel sizes, developed with a range of employment uses. The range and quantity of space that Toronto's *Employment Areas* provide is extremely important to Toronto's economy. It is important therefore to provide for a wide range of parcel sizes, locations and characteristics to ensure the long-term competitiveness of the City's *Employment Areas* that can accommodate the diverse needs of industry and business operations. Retaining the lands as *Employment Areas*, will assist in accommodating a range of employment uses.

The lands are embedded in a contiguous area of land designated *Employment Areas* used and planned for business and economic activities. The portion of this employment area that extends along the north and south sides of The Queensway is 1.7 km long and stretches from Highway 427 to a point just west of Kipling Avenue. The lands are located at the midpoint of this long continuous expanse of employment area lands, and a conversion to introduce residential uses on this property would create a precedent leading to additional conversions and destabilize the *Employment Area*. A residential conversion of the north part of the lands would alter the continuity of employment land uses and designations within the *Employment Area*. This is anticipated to affect the ability of the area to provide a stable and productive operating environment for existing and new businesses and their economic activities.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The submitted Compatibility/Mitigation ("C/M") Study has indicated that there are no perceived land compatibility issues or conflicts with existing or future employment lands. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: complaint history, exchange of relevant information with surrounding businesses, summary of additional industrial/commercial operations around the lands; impact of emissions and noise from surrounding select facilities; traffic noise and stationary noise impacts, and impact on the surrounding employment areas. The Peer Reviewer was not able to confirm that the C/M Study fulfils the City's Terms of Reference for C/M Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. The lands are located internally within the *Employment Areas* and physically remote from existing and planned community infrastructure to accommodate the proposed residential conversion. The nearest Toronto District School Board ("TDSB") elementary school is approximately 1.8km away, and the nearest recreation centre is approximately 2.5km from the site.

The closest park is located approximately 1.8km way from the site. All locations require the crossing of major roads, if travelling by foot.

There is no convenient access to higher order transit from the lands in support of the introduction of residential uses. While the lands are serviced by bus transit options, the closest rapid transit option is not located within a convenient distance to accommodate the introduction of new residential uses.

RECOMMENDATION

Staff reviewed Conversion Request No. 031 (1543-1551 The Queensway and 66-76 Fordhouse Boulevard) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that:

- The south part of the lands be redesignated from *Core Employment Areas* to *General Employment Areas*, and
- The north part of the lands be retained as *General Employment Areas* so that the entirety of the lands be designated *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.034

Address: 5975-6025 Steeles Avenue East

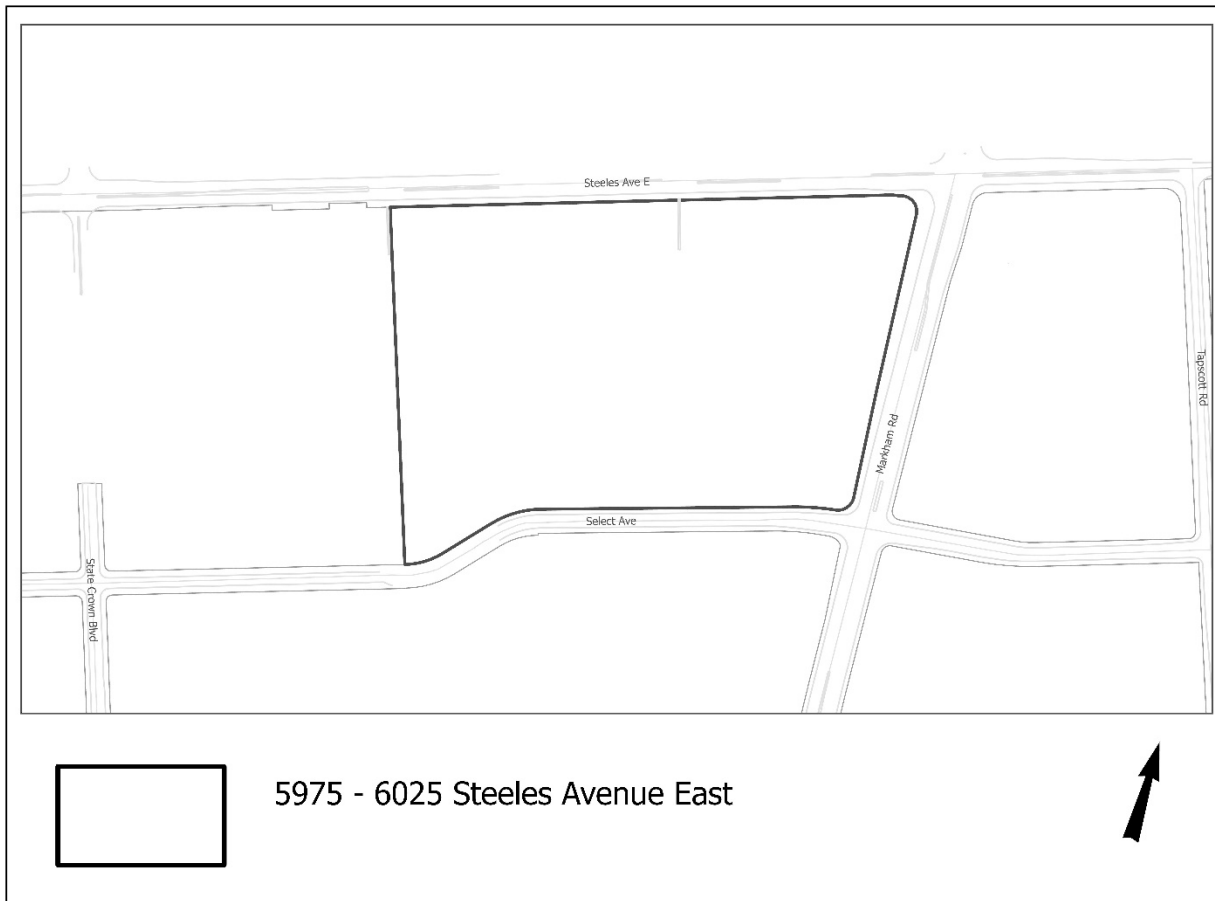
General area: Steeles Avenue East and Markham Road

Ward: Scarborough North (23)

Owner (Applicant): Markham Steeles Realty Inc. (Bousfields Inc.)

Site area: Approximately 14.23 hectares (35.17 acres)

Existing uses: Commercial shopping centre anchored by a Walmart Superstore and Lowe's Home Improvement Store



CONVERSION REQUEST

Proposal: Request to re-designate the lands from *General Employment Areas* to *Mixed Use Areas*

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 22)

Area Specific Policies: Chapter 7 SASP 227

Zoning By-law: Special District Commercial Zone (SDC) and Agricultural Zone (AG) in the Former City of Scarborough Employment District By-law 24982

SITE CONTEXT AND ADJACENT USES

North: City of Markham/York Region municipal boundary, low-rise residential and Markham Park

South: Across Select Avenue, proposal for three multi-tenanted industrial buildings; low-rise industrial buildings including seafood distributor (Caaveri) Enterprise; and, chemical manufacturer (AquaBond)

East: Across Markham Road, a plaza consisting of retail, services, and commercial uses. Further south and east is a Class III industry ready-mix concrete batching

West: Proposed commercial development. Further west is a plaza, consisting of retail, services, and commercial uses

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary

Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 034 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located along Steeles Avenue East immediately west of Markham Road, at the most northeast part of the Tapscott employment area. The Tapscott employment area is the City's third largest employment area geographically with 666 hectares of employment land. The Tapscott employment area was home to nearly 31,300 jobs in 2022, and 13% of all Toronto manufacturing jobs. Tapscott is also a favoured location for transportation, warehousing, and wholesale trade. Over \$500 million has been invested in new building and alteration permits between 2016-2021 with approximately 307,000 square metres of new development on the horizon demonstrating this employment area continues to be a desirable area for businesses to locate. Some of the last vacant lands exclusively for employment purposes in the city are located here and have been developed in recent years. Significant new investment (over half a billion dollars in the past five years) by users such as Amazon and Canada Post has reduced the remaining supply of vacant employment lands.

Currently there are few to no vacancies in the immediate area of the lands, with overall industrial vacancy rates in northern Scarborough now under 1%. Recent significant interest in additional warehousing space in the immediate area demonstrates market activity supporting expanded logistics activity in the area, bringing significant truck traffic. It is expected that the Tapscott employment area will remain in high demand for a wide range of businesses, with its key goods movement characteristics, including its proximity and ease of access to both Highways 401 and 407, and areas east of the City of Toronto.

Employment areas provide opportunities for Torontonians to live and work in the City. Approximately 59% of the workers in the Tapscott employment area live in Toronto, with 22% of those living in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs and provides convenient access to jobs contributing to the achievement of a complete community.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial

employment forecast. There is no need to convert the employment lands at 5975-6025 Steeles Avenue East.

The lands are currently used for a commercial shopping centre anchored by a Walmart Superstore and Lowe's Home Improvement Store. They are designated *General Employment Areas* and part of a large contiguous *Employment Areas* to the east, west, and south, with residential uses across Steeles Avenue in the City of Markham. The Steeles Avenue frontage of the lands serves as a lighter industrial and retail transition to the heavier uses internal to the Tapscott employment area and as a buffer between the heavier industrial uses in *Core Employment Areas* to the south, and across Passmore Avenue, and the residential uses to the north in Markham.

The proposed conversion of the lands would reduce the inventory of lands designated *General Employment Areas* and land availability for uses that are only provided for within *Employment Areas*. The lands are on the periphery but bounded by and part of a larger contiguous *Employment Areas* and the proposed conversion of the lands would create a precedent for further conversions, thereby diminishing the supply of the City's *General and Core Employment Areas*. The requested introduction of residential and sensitive non-residential uses on the site would adversely affect the overall viability of the broader employment area.

A conversion of these lands could jeopardize the ability to provide a stable and productive operating environment for existing and new businesses and their economic activities. The area remains attractive to businesses, as is evident by active development applications of non-residential uses west of the lands in addition to a large Amazon warehouse east of the site at Steeles Avenue East and Morningside Avenue. As of 2021, there was no vacant industrial space in the immediate vicinity of the lands and the industrial vacancy rate for the entire Tapscott employment area was very low at approximately 3.5%.

The lands front onto, and have access to Steeles Avenue East and Markham Road, both of which are Major Streets identified in Map 3 of the Official Plan, which provide visibility and transportation access for businesses. Staff are concerned that increased residential traffic from a conversion could negatively impact the ability of the lands and larger *Employment Areas* to use the transportation infrastructure to move goods and meet their operational needs.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals ("ECA") and Environmental Activity and Sector Registrations ("EASR"), of which there are several in the area, in order to gauge the impact of the proposed conversion to allow residential development south of Steeles Avenue East

and west of Markham Road. Several industries include 24-hour operations, as well as very high levels of truck traffic and employee shift changes, all potentially leading to significant conflicts with the introduction of residential uses. Both the Amazon and Canada Post facilities near Steeles and Morningside have the capacity to process hundreds of trucks to and from the facilities via Steeles Avenue East. New commercial and industrial development interest in the Tapscott employment area suggests there's a healthy market for the types of uses currently permitted on the lands. Introducing residential uses on the lands would likely affect the market interest in the area for logistics facilities and other employment uses, which are in high demand Toronto and the GTA.

Industrial facilities that are nearby the conversion lands may cause noise, odour, and dust related impacts onto the proposed conversion request lands. Staff have concerns with the potential for compatibility issues between sensitive land uses being requested and impactful industries in the area. As part of the conversion request process, a compatibility/mitigation study was required. The City's Peer Review of the compatibility/mitigation study found there are multiple other facilities with EASR /ECA permits located within a 1000-metre area of influence of the conversion lands, which were not identified or included in the study. These facilities include vehicle body repair shops, chemical manufacturing, processing, warehousing, metal, mineral or ore smelting, and a variety of manufacturing uses. In addition, one Class III (Heavy Industrial) facility is well within the minimum separation distance of the lands. Staff have concerns that the proposed conversion requests would adversely affect the ability of these impactful industries, which are limited in where they are permitted locate, to continue operating and/or expanding.

While there are existing residential uses on the north side of Steeles Avenue East, these are located where residential uses have historically existed and are planned. They are also outside of the City's jurisdiction. The introduction of new sensitive uses on the south side of Steeles Avenue East would adversely affect the ability of the impactful industries within the Tapscott employment area to continue with existing operations and/or expand.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. Staff have identified that many of the existing or planned community infrastructure to accommodate the proposed conversion request requires the crossing of major streets and are outside a convenient distance, with the nearest schools within the City of Toronto over 2 km away.

RECOMMENDATION

Staff reviewed Conversion Request No. 034 (5975-6025 Steeles Avenue East) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommends that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.036

Address: 85 and 115 Laird Drive

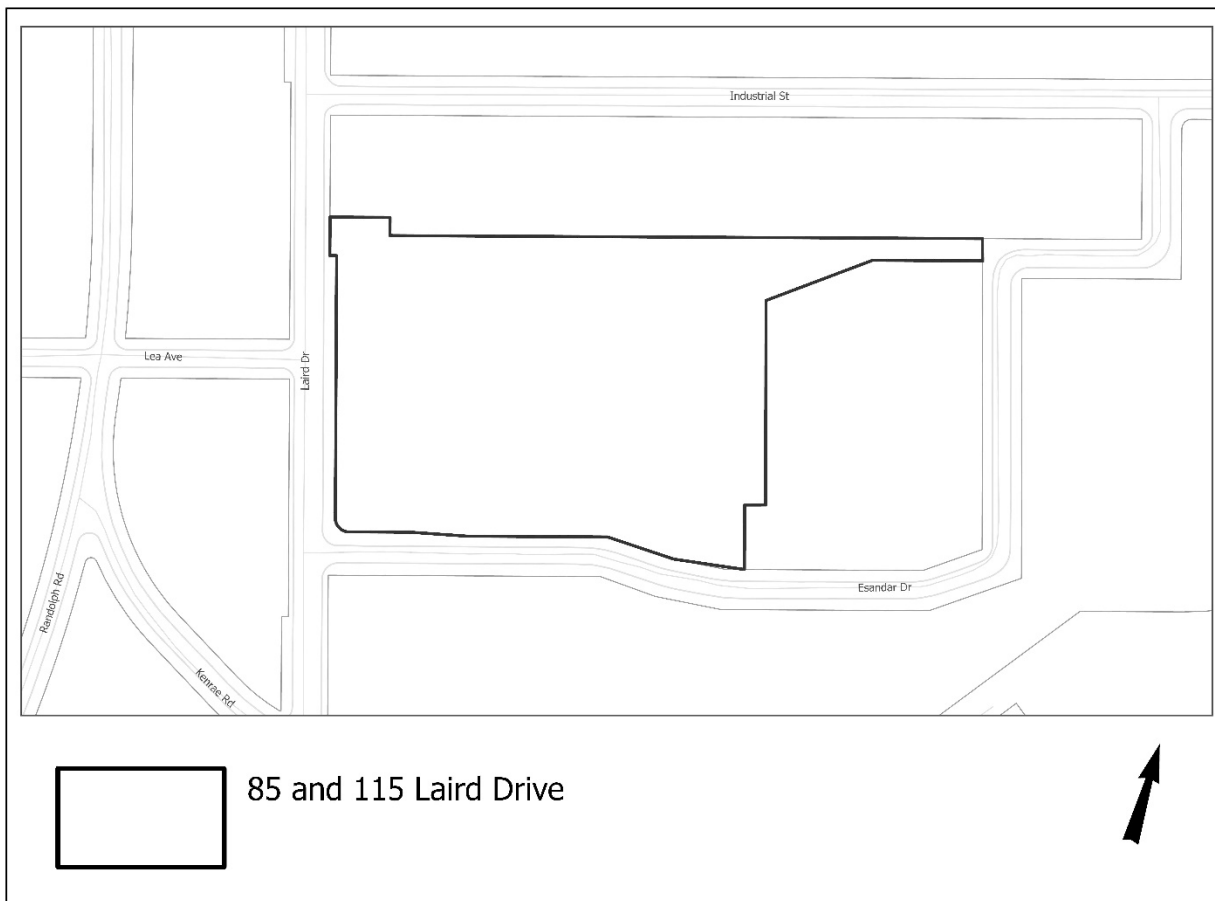
General area: Eglinton Avenue East and Laird Drive

Ward: Don Valley West Ward (15)

Owner (Applicant): First Capital Realty Inc. (Bousfields Inc.)

Site area: Approximately 1.6 hectares (3.95 acres)

Existing uses: Six existing commercial buildings that include a mix of retail, restaurant and services.



CONVERSION REQUEST

Proposal: Request to redesignate a 1.6-hectare portion on the west of the site from *General Employment Areas* to *Mixed Use Areas*.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 17)

Area Specific Policies: Laird in Focus (OPA 450)

Zoning By-law: M1 – Light Industrial & M2 – General Industrial

SITE CONTEXT AND ADJACENT USES

North: Auto repair shops, auto glass repair shop, car rental, commercial redevelopment

South: Data centre, surface parking, self-storage facility

East: Surface parking, Longo's grocery store, waste management transfer station, brick manufacturer

West: Low rise office, restaurants, commercial uses

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 036 and provides staff's recommendations.

FINAL ASSESSMENT

85, 115 Laird Drive is part of the Leaside - Thorncliffe Area of Employment, which represents 100 hectares of land and 8,801 employees (2022). The employment area surrounds the rail corridor and is bounded by Vanderhoof Avenue and E.T. Seaton Park to the north, E.T. Seaton Park to the east, Overlea Boulevard to the south and Laird drive to the east.

The Leaside - Thorncliffe area of employment is generally characterized by smaller industrial premises, with a few large users with land extensive facilities and Environmental Compliance Approval's that require separation from sensitive and residential uses. It is a viable and successful employment area that contains over 2 million square feet of rentable industrial building area, with a low vacancy rate of 1.4% as of 2021.

There has been steady job growth in the Leaside - Thorncliffe Area since 2006; a finding that is consistent with almost 3000 new jobs created in the employment area between 2006 and 2019. There are over 345 establishments in the area that employ 8,801 people in a wide range of activity. There has been \$90.6 million in non-residential building permits issued between 2016-2021 in this *Employment Area*.

Employment areas provide opportunities for Torontonians to live and work in the City. The Leaside - Thorncliffe Park employment area has one of the highest shares of workers residing in the City of Toronto. Eighty percent of workers in the employment area live in the City of Toronto, and 29% of all workers in the employment area live in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (45%) use a low-carbon mode of travel to work: 35% use transit, which is higher than the average for all areas of employment, while 10% walk or cycle. The area will also benefit from the completion of the Eglinton Crosstown and Ontario Line transit lines, which will improve labour accessibility. The lands are in close proximity to the planned Laird Station on the Eglinton Crosstown. The planned higher order station will build on the areas ability to attract a range of businesses with good access to labour at a central location. Taken together, the area provides excellent job opportunities for local residents, including those residing in NIAs.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It

should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 85 and 115 Laird Drive.

This employment area is well connected to vehicular major goods movement corridors, with four major roadways providing access for traffic/deliveries both in and out of the area: Don Mills Road, Don Valley Parkway, Eglinton Avenue East, and Laird Drive/Millwood Road. The lands abut Laird Drive, a major street on Map-3 of the Official Plan with a right-of-way width of approximately 27 metres serving the *Employment Area*. Laird Drive is a critical part of the local goods movement network and often needs to accommodate the movement of a variety of large trucks. The lands front onto the intersection of Esandar Drive and Laird Drive which sees approximately 1,500-2,000 truck traffic turns in a typical workday.

It is essential to preserve employment lands with good access to major transportation infrastructure to support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The lands are part of a contiguous area of employment that is clearly defined. Laird Drive provides a physical and consistent boundary that extends approximately 1.7 km for the *Employment Area*, which is designated for heavier employment uses to the east, buffering the residential area to the west. The lands are bordered on all three sides east of Laird Drive by *Core Employment Areas* which permit the full range of employment uses, including noxious uses. Maintaining the *Employment Areas* also helps to ensure buffering and protection of these lands to the east, north, and south.

The proposed conversion of the lands would create a precedent for further conversions into the *Employment Areas* that would diminish the areas' ability to provide a stable operating environment for business and economic activities. The lands are surrounded by heavy industry and noxious uses, with Class III Heavy Industry sites located within the recommended minimum distance separation and multiple Class II and Class III industry and Heavy Industry sites located within the potential influence area distance. The subject lands are located within the recommended minimum setback distance of three Class III Heavy Industry sites. The close proximity of these impactful uses raises compatibility issues. The introduction of sensitive uses would likely result in complaints related to the operations of the employment uses and reduce the *Employment Area's* ability to provide a stable and productive operating environment. This would reduce the *Employment Area's* ability to provide land use certainty for the planned function of the broader *Employment Area*, and would adversely affect its overall viability.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the Compatibility Mitigation ("C/M") Study determined that

required information and assessment was not provided with respect to the following: complaint history, stationary noise, traffic noise, air quality, odour, industrial/commercial operations in the vicinity and justification for the classification of a major facility. The Peer Reviewer was not able to confirm that the “C/M” Study fulfills the City’s Terms of Reference for “C/M” Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. For example, the nearest assigned Toronto District School Board (“TDSB”) school is approximately 1.4 km away from the lands. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is approximately 4.5 km away from the lands. Accessing schools would require walking through the *Employment Area*, a rail corridor and crossing major streets if traveling by foot. The width of the right-of-way of those major streets range from approximately 27 metres to 36 metres.

RECOMMENDATION

Staff reviewed Conversion Request No. 036 (85, 115 Laird Drive) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.040

Address: 55 Milne Avenue

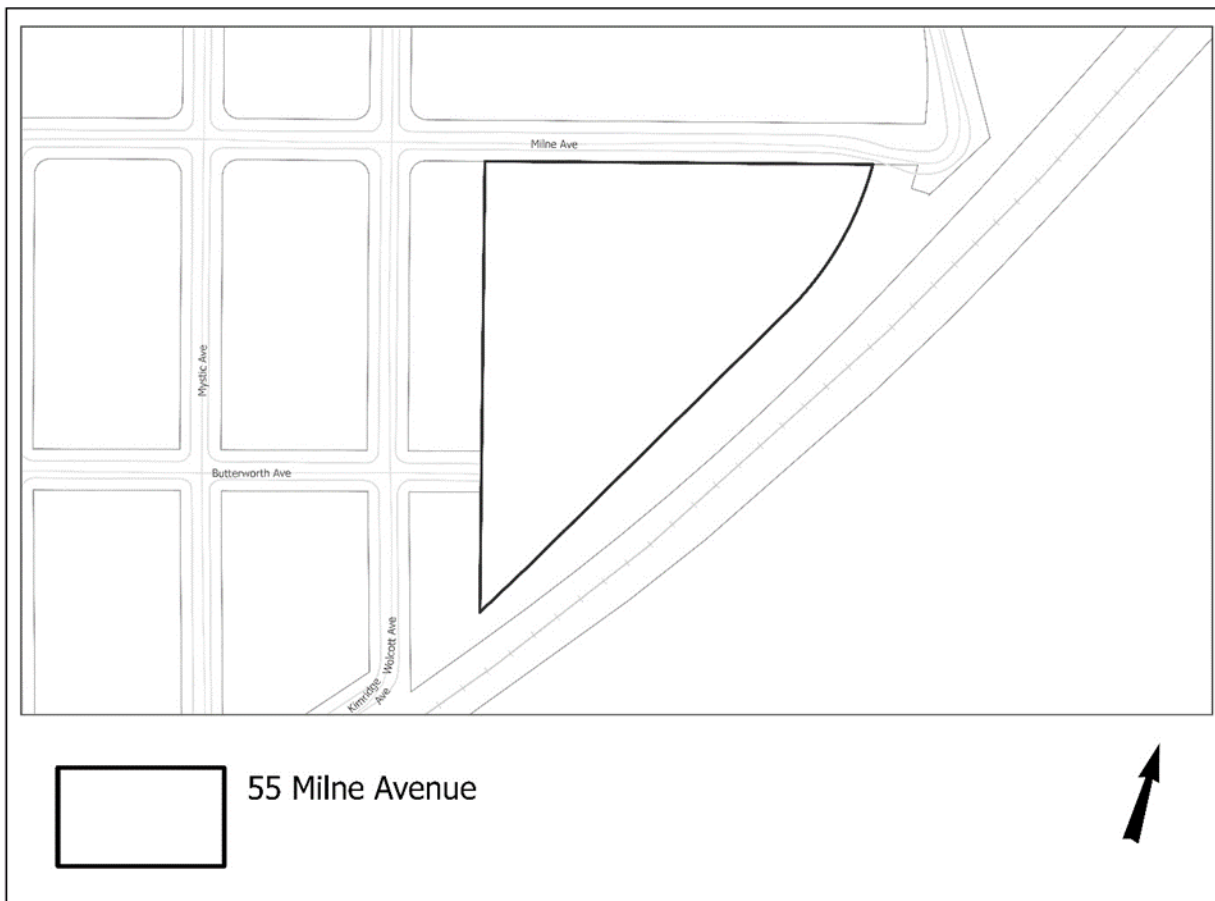
General area: Danforth Avenue and Birchmount Road

Ward: Scarborough Southwest (20)

Owner (Applicant): TAS Design Build (Bousfields Inc.)

Site area: Approximately 3 hectares (7.4 acres)

Existing uses: Vacant 1-storey building previously occupied by a manufacturer/distributor



CONVERSION REQUEST

Proposal: Request to redesignate from *Core Employment Areas* to *Mixed Use Areas*.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* (Map 21)

Area Specific Policies: N.A.

Zoning By-law: Employment Heavy Industrial Zone (EH) in the City of Toronto Zoning Bylaw 569-2013

SITE CONTEXT AND ADJACENT USES

North: Food product supplier and manufacturing (including spices & grinding), auto detailing, promotional products supplier

South: Rail line, Toronto Fire Station further south

East: Rail line, data centre, auto dealership, textile exporter, scrap metal processing

West: Low rise residential

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 040 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located adjacent to the Metrolinx GO Lakeshore East Rail Line, and north west of Danforth Avenue and Birchmount Road. The lands are located on the south-eastern edge of the larger Scarborough Junction employment area. This employment area is home to many transportation, warehousing and wholesale trade businesses, with many serving the local area. Over \$129 million has been invested in new building and alteration permits between 2016-2021 with approximately 134,000 square metres of new development on the horizon demonstrating that this employment area continues to be a desirable area for businesses to locate. Despite the loss of a key industry after the closure of Eli Lilly (a pharmaceutical company), the immediate business community has maintained very low vacancy rates.

Employment areas provide opportunities for Torontonians to live and work in the City. Over 80% of the workers reside in Toronto, and 34% reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This employment area accommodates a significant source of local jobs and provides convenient access to jobs, contributing to the achievement of a complete community.

Given its location and proximity to major corridors, the area is attractive for the warehousing and wholesale distribution industrial sectors, particularly considering the growth of e-commerce and logistics activity in Scarborough and the eastern GTA. To the south east of the site, in the former Eli Lilly property, a redevelopment proposal that would include a 42,800 square metre data centre is currently under review. It is expected that the Scarborough Junction employment area will continue to remain an attractive location for investment, in particular for companies looking to stay close to their customer base.

The lands are designated *Core Employment Areas* with a vacant 1-storey building previously occupied by a manufacturer/distributor. North, east, and south of the lands are designated *Core Employment Areas*, with lands to the west designated as *Neighbourhoods*.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. While there is no need to convert the employment lands at 55 Milne Avenue to meet the Provincial population forecast for Toronto or to address an incompatibility of *Employment Areas* permissions with existing adjacent lands uses, a conversion from *Core Employment Areas* to *General Employment Areas* would broaden the types of employment uses that would be permitted on the lands.

Staff have concerns with the introduction of residential and other sensitive uses that would be permitted in *Mixed Use Areas*. The predominant uses in this employment area include a mix of commercial auto related uses, metal fabrication locations, and storage and maintenance facilities, benefiting from being in proximity to one another. The proposed conversion to *Mixed Use Areas* would reduce the ability to provide opportunities for the clustering of similar or related employment uses.

The introduction of sensitive uses on the south side of Milne Avenue could set a precedent for further conversions within the larger *Employment Areas* reaching north to Danforth Road and along Birchmount. The proposed conversion of the lands would reduce the inventory of lands designated and available exclusively for uses that are only provided for within *Employment Areas*. Permitting sensitive uses on the subject lands may impact the existing and future development of employment uses, and limit their potential growth in the larger *Employment Area*.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registrations (“EASR”), as well as those in the immediate vicinity. Many sectors raised a variety of concerns with a potential conversion such as impacts on the maintenance of truck access which is critical to the local Employment Area. Encroachment or introduction of sensitive uses also raises concerns for pedestrian safety and potential increase or onset of noise complaints, which may affect existing operations or future expansion. Another concern raised by local industry is the limited supply of land, both locally and City-wide, available for warehousing and distribution. With vacancy rates in this area at less than 1%, the opportunity to expand operations in the local area is virtually non-existent.

As part of the conversion request process, a compatibility/mitigation study was required. The City's Peer Review of the compatibility/mitigation study concluded that several issues were identified. Including but not limited to matters such as not all facilities within a 1000-metre area of influence were identified, a number of development applications within the immediate area were not considered, and transportation noise analysis, and vibration analysis should be conducted at the preliminary stages of the project. The Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. Staff have identified that the majority of the existing or planned community infrastructure to accommodate the proposed conversion request are located further than 1.0 km from the lands and most require crossing major streets.

Further discussions with the requestor were had regarding a conversion from *Core Employment Areas* to *General Employment Areas*. In staff's opinion, the conversion to *General Employment Areas* would not adversely affect the overall viability of the *Employment Area*, nor the maintenance of a stable operating environment for business and economic activities. Uses that are permitted by the *Core Employment Areas* designation would continue to be permitted by the *General Employment Areas* designation. The conversion would retain these lands for exclusively business and

economic activities and broaden the types of employment uses that are permitted on the lands. The conversion to *General Employment Areas* would help to maintain a diverse economic base accommodating and attracting a variety of employment uses and a broad range of employment opportunities.

RECOMMENDATION

Staff reviewed Conversion Request No. 040 (55 Milne Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be redesignated from *Core Employment Areas* to *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.042

Address: 105, 109 Vanderhoof Avenue and 10 Brentcliffe Road

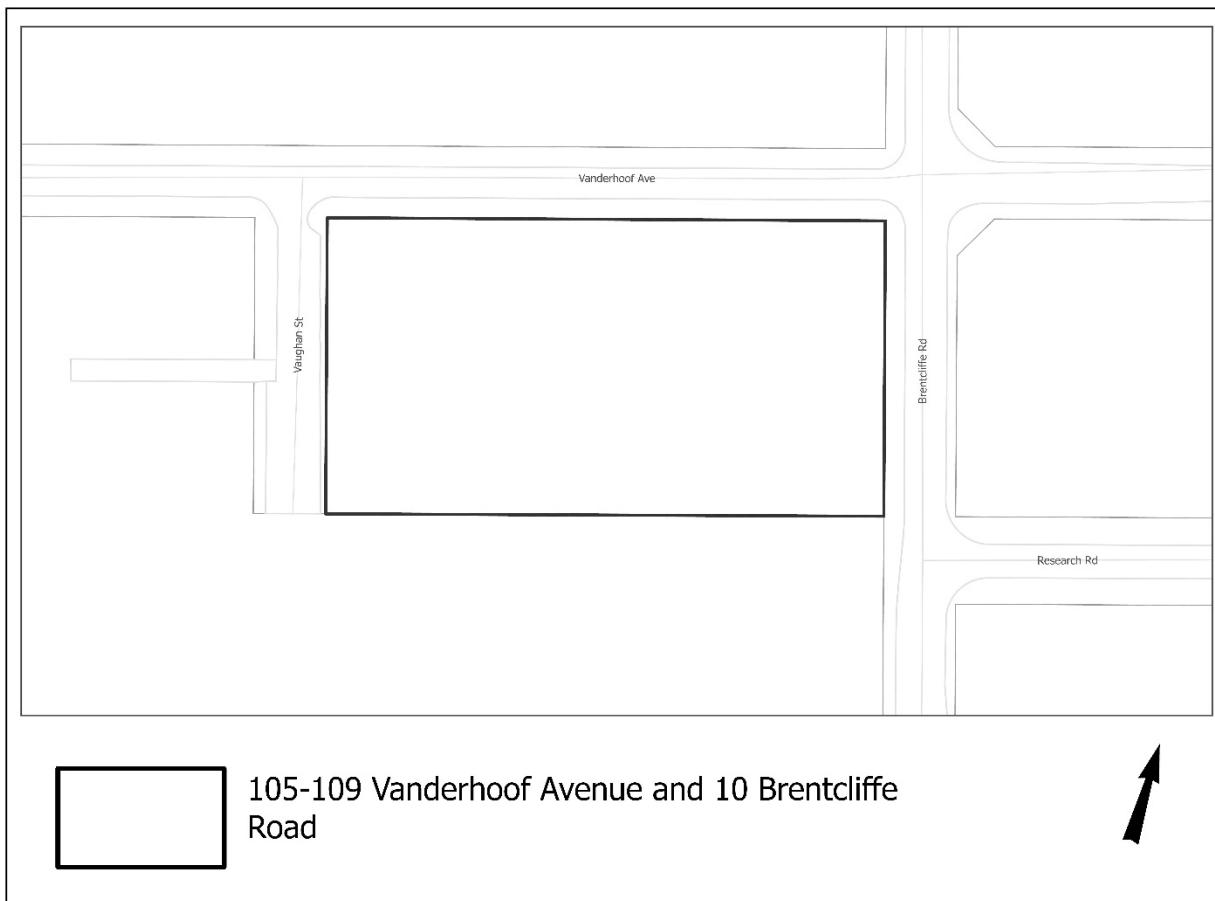
General area: Eglinton Ave and Laird Drive

Ward: Don Valley West (15)

Owner (Applicant): Rockport Holdings Limited (Bousfields Inc.)

Site area: Approximately 1.496 hectares (3.58 acres)

Existing uses: 2-storey and single storey office buildings and surface parking.



CONVERSION REQUEST

Proposal: Request to redesignate from *Core Employment Areas* to *Mixed Use Areas*.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* (Map 17)

Area Specific Policies: Laird in Focus (OPA 450); Chapter 7 SASP 393

Zoning By-law: EL 0.75 (x8) in By-law 569-2013 and M1(16) by By-law 1916, as amended by By-law 274-2019 (LPAT)

SITE CONTEXT AND ADJACENT USES

North: Mercedes Benz head office, 2-storey commercial building, Tim Hortons, mixed use development fronting onto Eglinton Ave

South: Auto body shop, vacant lot being redeveloped for commercial uses

East: Single storey office, surface parking, bakery

West: Vacant lot being redeveloped for commercial uses

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the

owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 042 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are part of the Leaside - Thorncliffe area of employment, which represents 100 hectares of land. The employment area surrounds the rail corridor and is bounded by Vanderhoof Avenue and E.T. Seaton Park to the north and east, Overlea Boulevard to the south and Laird drive to the east. The employment area is well connected to major goods movement corridors for vehicles, with four major roadways providing access for traffic/deliveries both in and out of the area: Don Mills Road, Don Valley Parkway, Eglinton Avenue East, and Laird Drive/Millwood Road.

The Leaside - Thorncliffe area of employment is generally characterized by smaller industrial buildings, with a few large users with land extensive facilities and Environmental Compliance Approvals that require separation from sensitive and residential uses. It is a viable and successful employment area and contains over 2 million square feet of rentable industrial building area, with a low vacancy rate of 1.4% as of 2021.

There has been steady job growth in the Leaside - Thorncliffe Area since 2006; a finding that is consistent with almost 3000 new jobs created in the employment area from 2006 to 2019. In 2022, there were over 345 establishments in the area that employ 8,801 people in a wide range of activity. There has been \$90.6 million in non-residential building permits issued between 2016-2021 in this Employment Area.

Employment areas provide opportunities for Torontonians to live and work in the City. The Leaside - Thorncliffe Park Area of Employment has one of the highest shares of workers residing in the City of Toronto. Eighty percent of workers in the employment area live in the City of Toronto, and 29% of all workers in the employment area live in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community. *Employment Areas* are a key contributor to the quality of life for Torontonians, reflected by the significant share of jobs held by city residents in these areas.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (45%) use a low-carbon mode of travel to work: 35% use transit, which is higher than the average for all areas of employment, while 10% walk or cycle. The area will also benefit from the completion of the Eglinton Crosstown and Ontario Line transit lines, which will improve labour accessibility. The lands are in close proximity to the planned Laird Station on the Eglinton Crosstown. The planned higher order transit will build on the area's ability to attract a range of businesses with good access to labour at a central location. Taken together, the area provides excellent job opportunities for local residents, including those residing in NIAs.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 105, 109 Vanderhoof Avenue and 10 Brentcliffe Road to meet the 2051 Provincial population forecast for Toronto.

Staff have concerns with the potential impact of re-designating the lands from *Core Employment Areas* to a designation that permits residential and other sensitive uses. The lands are part of a large contiguous *Employment Areas* and surrounded on three sides by lands designated for employment uses. The lands are located on the south side of Vanderhoof Avenue, which provides a natural and continuous boundary for *Core Employment Areas* to the east. The requested introduction of residential and sensitive non-residential uses on the lands would create a precedent for further conversions. This would adversely affect the overall viability of the broader Employment Area.

The proposed conversion is within the Area of Influence of over 30 Class I, II, & III industrial facilities, creating the potential for compatibility issues. For example, Coco Paving, a Class III Heavy Industry hot mix asphalt plant that can produce a maximum of 68 tonnes of asphalt per hour, is located within approximately 280 metres of the proposed lands. This heavy industry use creates noise, dust, and odours that would require potential mitigation at source. The lands are also located approximately 290 metres from and within the recommended minimum setback distance of another Class III Heavy Industry use.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The Peer Review of the Compatibility Mitigation (“C/M”) Study determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, air traffic noise, air quality, vibration, impact on industrial/commercial operations in the vicinity and the Employment Area. The Peer Reviewer was not able to confirm that the “C/M” Study fulfills the City’s Terms of Reference for “C/M” Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The lands are located within the Council-adopted Laird Major Transit Station Area (“MTSA”). The MTSA was submitted on July 29, 2022 to the Minister of Municipal Affairs and Housing for approval, as the approval authority for MTSA’s. To date, no decision has been received. The Growth Plan 2020 minimum density targets for PMTSA/MTSA’s are targets for jobs as well as residents. Existing and permitted development within the PMTSA is planned for and exceeds the minimum population and employment target of 200 residents and jobs combined per hectare. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools.

The nearest assigned Toronto District School Board (“TDSB”) intermediate school is approximately 1.3 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) elementary school is approximately 1.3 km away from the lands. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is approximately 1.5 km away from the lands. The nearest library is approximately 1.4 km away from the lands. The nearest recreation centre is approximately 1.4 km from the lands.

In order to access the nearest library, public school, catholic school and community centre via walking, the route would require crossing major streets if traveling by foot. The width of the right-of-way of those major streets range from approximately 27 metres to 30 metres.

RECOMMENDATION

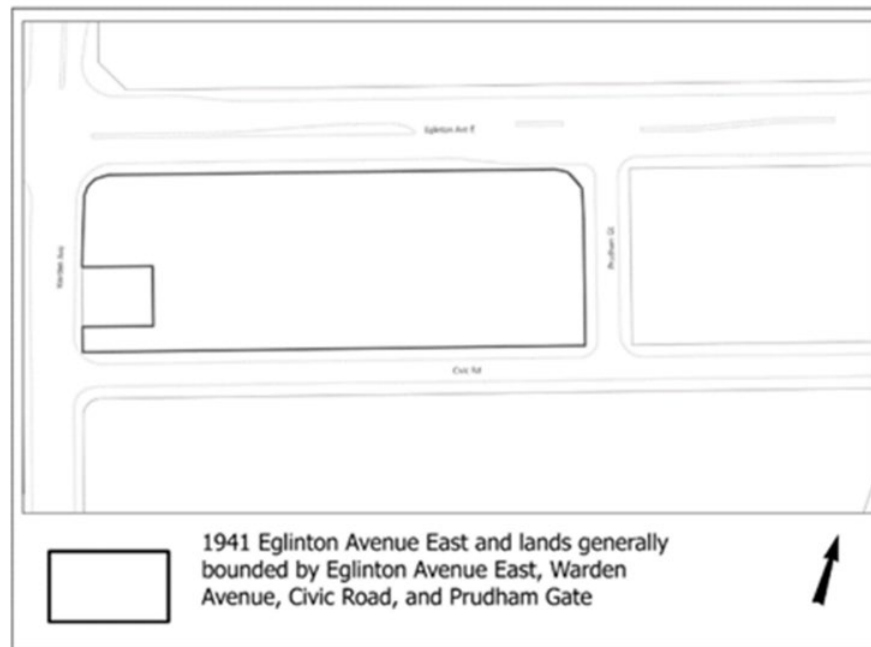
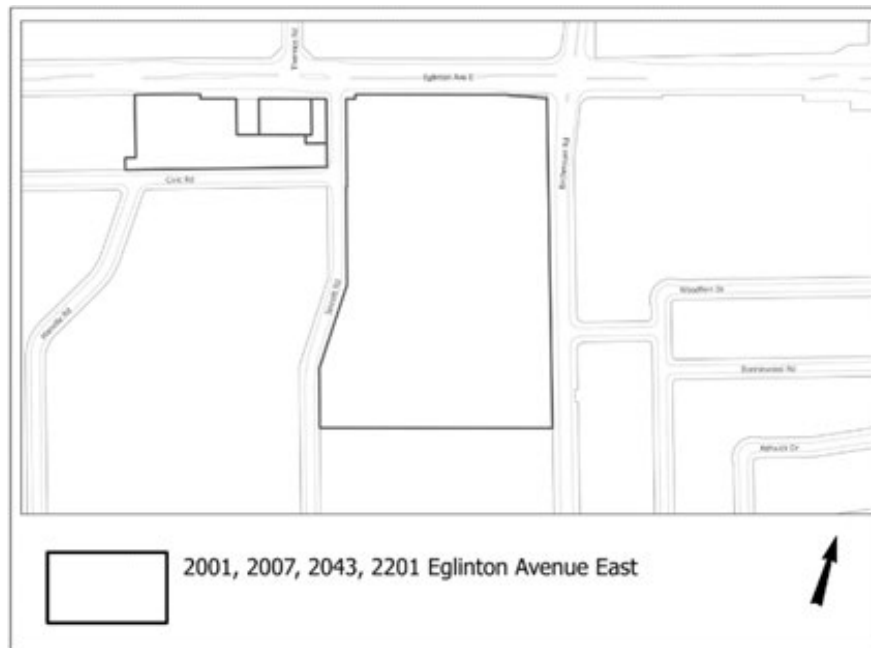
Staff reviewed Conversion Request No. 042 (105, 109 Vanderhoof Avenue and 10 Brentcliffe Road) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.043, 067

- Address:** 2001, 2007, 2043, 2201 Eglinton Avenue East (043)
1941 Eglinton Avenue East and lands generally bounded by Eglinton Avenue East, Warden Avenue, Civic Road, and Prudham Gate (67)
- General area:** Eglinton Avenue East (south side) between Pharmacy Avenue and Birchmount Road
- Ward:** Scarborough Southwest (20)
- Owner (Applicant):** Bank of Nova Scotia, 2007 Eglinton Avenue East Inc., and Westdale Construction Co. Limited (R.E. Millward + Associates Ltd) (043)
1941 Eglinton Avenue East Holdings Inc. (Goldberg Group) (067)
- Site area:** Approximately 8.6 hectares (21.2 acres) (043)
Approximately 1.1 hectares (2.7 acres) (067)

Total: Approximately 9.7Ha (22.5 acres)
- Existing uses:** 2007 and 2043 Eglinton Avenue East – restaurant uses
2001 Eglinton Avenue East - a surface parking lot providing supplementary parking to the two office buildings located at 2201 Eglinton Avenue East (043)

Lands are currently occupied by a combination of low-rise and low intensity service commercial uses in the form of a freestanding restaurant, two car dealerships, a vacant site owned by Metrolinx, and a small property at the northeast corner of Civic Road and Warden Avenue used as a sales outlet for automotive finish and industrial paint (067)



CONVERSION REQUEST

- Proposal:** Request to redesignate the entirety of 2001, 2007, 2043 Eglinton Avenue East from *Core Employment Areas* and *General Employment Areas* to *Mixed Use Areas (043)*
- Request to redesignate from *General Employment Areas* to *Mixed Use Areas (067)*

OFFICIAL PLAN AND ZONING FRAMEWORK

- Urban Structure:** *Employment Areas (Map 2) (043, 067)*
- Designation(s):** *General Employment Areas and Core Employment Areas (Map 20) (043)*
General Employment Areas (Map 20) (067)
- Area Specific Policies:** Golden Mile Secondary Plan
- Zoning By-law:** Former Scarborough Employment Districts Zoning By-Law 24982 Industrial Zone (M), Mixed Employment Zone (ME), General Industrial Zone (MG), and Industrial District Commercial Zone (MDC) (043)
Former Scarborough Employment Districts Zoning By-Law 24982 Commercial Zone (MDC) (067)

SITE CONTEXT AND ADJACENT USES

North: Surface parking, midrise office, large format retail (043)

At the northeast corner of Eglinton Avenue East and Warden Avenue is the existing Cosmetica Laboratories plant (1960 Eglinton Avenue East), comprised of a 2-storey office building, north of which is a large single storey industrial plant building together with surface loading and parking area (067)

South: The employment area further south retains some light industrial uses, most significantly in the form of vehicle repair shops with open storage of vehicles and some manufacturing uses. South of the more western portion of the sites is the Toronto East Detention Centre (043)

Along the south side of Civic Road between Warden Avenue and Manville Road, a City water tower is located at the southeast corner of Warden Avenue and Civic Road, east of which are low scale automotive uses with surface parking and outdoor vehicle storage (067)

East: Place of worship, apartment residential, as well as low rise residential further south along Birchmount Road (043)

Along the south side of Eglinton Avenue East, between Prudham Gate and Sinnot Road, there are 1 – 2 storey automotive related uses, large surface parking lots and some single storey restaurant buildings surrounded by surface parking (067)

West: Auto dealerships and auto repair shops (043)

Along the south side of Eglinton Avenue East, extending from Warden Avenue to west of Lebovic Avenue, are retail and service commercial plazas, single storey bank branches, institutional uses, including court buildings, big box/large format retail outlets and automobile dealerships. Immediately west of Scarborough Toyota, at the southeast corner of Eglinton Avenue East and Pharmacy Avenue (1891 Eglinton Avenue East) is a large industrial plant occupied by Flexible Packaging Corp (067)

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. In response to issues identified in the Preliminary Assessment, the applicant provided additional materials for review. Staff have considered these supplementary materials in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 043 and 067 and provides staff's recommendations.

FINAL ASSESSMENT

These employment area conversion requests are in close proximity to each other and are located on the south side of Eglinton Avenue East between Warden Avenue and Birchmount Road with frontage on Eglinton Avenue East. The lands are located within the Golden Mile / South-Central Scarborough employment area, which includes a mix of commercial, retail and industrial uses. Approximately \$176 million was invested in new building and alteration permits for industrial and commercial projects between 2016-

2021, and there is 36,000 square metres of new development in the pipeline. While this area of the Golden Mile/South-Central Scarborough employment area is evolving into a more commercial node, the larger employment area is still home to a number of traditional manufacturing and industrial uses with a vacancy rate of 0% in 2021.

The Eglinton Avenue East frontage serves as a commercial and retail hub, providing a transitional area to the heavier employment uses to the south, stretching east and west from Warden Avenue. The Golden Mile/South-Central Scarborough employment area has historically served as an economic engine for eastern Toronto, and the larger area of employment is home to approximately 1,300 establishments, employing almost 22,600 people in a variety of jobs.

Employment areas provide opportunities for Torontonians to live and work in the City. Seventy percent of the workers in this employment area live in the City, and approximately 30% of all workers in the employment area reside in Neighbourhood Improvement Areas (NIAs). NIAs are areas identified as priority for investments to improve the general well-being of residents. The accessibility of employment areas by transit is a core strength as the city moves toward adapting to climate change. Approximately 32% use public transit to get to work. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community."

Given its location along major streets such as Warden Avenue, Birchmount Road and Pharmacy Avenue, as well as the access to labour and ability to serve a significant population, the area will continue to be attractive to local-serving businesses, in particular warehousing and wholesale distribution. The Council-adopted Golden Mile Secondary Plan (OPA 499) identifies the area vision as one providing economic opportunities for both local residents and the larger region; and includes guiding language for the future of employment, encourages the preservation of existing uses, and supports the intensification of transit-supportive employment and industrial uses.

The lands are designated *General* and *Core Employment Areas* and front onto Eglinton Avenue East. Lands to the south, east, and west of CR 067 are designated *General Employment Areas* with *Mixed Use Areas* to the north on the other side of Eglinton Avenue East. The lands to the west and south of CR 043 are designated *General* and *Core Employment Areas*, while those to the north and east across Eglinton Avenue East and Warden Avenue are in designations that permit residential uses. Except for the rear portion of CR 043 at 2201 Eglinton Avenue East, all lands are within the Golden Mile Secondary Plan area.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. While there is no need to convert these lands to meet the Provincial population forecast for Toronto or to address an incompatibility of *Employment Areas* permissions with existing adjacent lands uses, a conversion of the lands subject to CR 067 and CR043 that are designated *General Employment Areas* to

Regeneration Areas with a Site and Area Specific Policy (SASP), can provide an opportunity to acknowledge, support and manage the introduction of residential uses in an evolving local context while still protecting and preserving nearby lands strictly for employment uses.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registrations (“EASR”), as well as those in the immediate vicinity and stakeholders in relevant sectors. Due to the level of comprehensive planning, transit investment and development interest in the area, there is a high degree of awareness on the part of existing users that the area is in transition. Outreach to local industry specific to this area included companies representing food and beverage manufacturers, logistics, plastics manufacturing, paper product manufacturing, pharmaceuticals, recycling facilities, auto-related uses and studio uses. Concerns about the proposal to introduce additional sensitive uses, in particular high-rise residential uses, on the south side of Eglinton Avenue East are primarily related to land use compatibility, such as noise and odour, as well as the infrastructure and road capacity, particularly in the area south of Eglinton Avenue East, as local residents move to local roads in an attempt to avoid traffic congestion along Eglinton Avenue. Business owners expressed concern with the inability to accommodate relocations or expansions on nearby sites, as industrial vacancy rates are at historic lows in the area. As highlighted in industry-wide consultations, a variety of parcel sizes such as are found in the area, are conducive to different users. Several businesses noted that transit investment in the area will be key to continuing to attract employees.

The lands are located within the Council-adopted Golden Mile and Birchmount Protected Major Transit Station Areas (“PMTSA”). Both the Golden Mile and Birchmount stations serve the Eglinton Crosstown light rail transit line. Approval for these two PMTSAs was submitted on July 29, 2022 to the Minister of Municipal Affairs and Housing for approval, as the approval authority for PMTSAs. To date, no decision has been received. The Growth Plan 2020 minimum density targets for PMTSA/MTSAs are targets for jobs as well as residents. Existing and permitted development within these PMTSAs is planned for and meets the minimum employment and population target of 200 jobs and residents combined per hectare.

Staff recommend the redesignation of the CR067 and CR043 lands designated *General Employment Areas* to *Regeneration Areas* with a Site and Area Specific Policy (“SASP”). This recommendation provides an opportunity to develop the lands in a manner that reflects the changing nature of the area, while protecting and preserving employment uses on site and those in the surrounding area.

The *Regeneration Areas* designation allows for consideration of how the lands may better integrate with the surrounding area, while determining what supportive of community infrastructure and facilities such as the provision of parks and community services is required to support residential uses. It requires a comprehensive planning and development framework to enable the creation of a complete community that will maintain the economic function of the lands and provide affordable housing. The proposed redesignation with a SASP would ensure that any future sensitive land use permissions, including residential use permissions, would be located, designed and

buffered to mitigate impacts from, be compatible with, and not impede the continuation of and the expansion of nearby employment uses. The recommended SASP would:

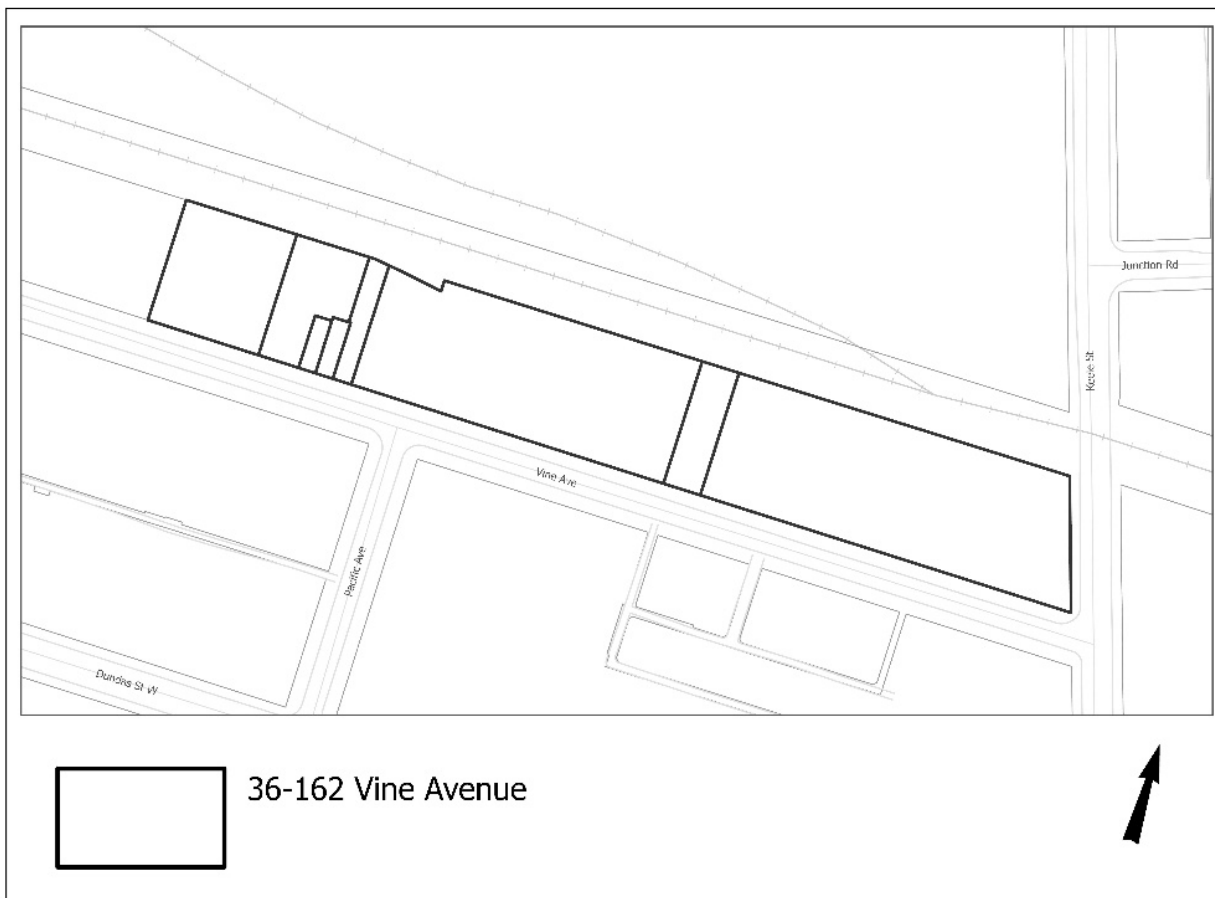
- Require that no form of residential or overnight accommodation will be permitted prior to the completion of the *Regeneration Areas* Study;
- Require the preparation of a secondary plan or SASP for the lands to ensure the development of a complete community, including the provision of community infrastructure to support any new residential uses;
- Require that if residential is permitted, a minimum amount will be for affordable housing;
- Require as part of the study leading to the secondary plan or SASP, a Land Use Plan that will include minimum employment gross floor area and a Phasing Strategy that sets out the non-residential gross floor area requirements for each phase to provide a balance of employment and residential growth in all phases of development; and
- Require various other technical studies to ensure the development of a complete community

RECOMMENDATION

Staff reviewed Conversion Requests No. 043 and 067 (2001, 2007, 2043, 2201 Eglinton Avenue East and 1941 Eglinton Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be redesignated from *General Employment Areas* to *Regeneration Areas* with a SASP. The designation sets out the requirement for a secondary plan or SASP while the SASP secures requirements for affordable housing, non-residential gross floor area, and other city building objectives.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.044

- Address:** 36-162 Vine Avenue
- General area:** Keele Street, north of Dundas Street West
- Ward:** Parkdale-High Park (4)
- Owner (Applicant):** Multiple Owners (Urban Strategies Inc.)
- Site area:** Approximately 1.9 hectares (4.7 acres)
- Existing uses:** From east to west: a self-storage facility; two-storey commercial buildings; a one-storey commercial building with various uses including a grocery store, gym and offices; a two-storey house form building containing offices; a semi-detached residential building; a two-storey commercial building with a number of small offices, studios, workshops and gym and a surface parking lot



CONVERSION REQUEST

Proposal: Request to redesignate all of the lands from *Core Employment Areas* to *Mixed Use Areas* to permit a range of uses including residential, commercial and employment uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* (Map 17)

Area Specific Policies: Chapter 7 SASP 442 - 108 and 162 Vine Avenue

Zoning By-law: Employment Light Industrial Zone (EL) in the City of Toronto Zoning By-law 569-2013

SITE CONTEXT AND ADJACENT USES

North: The CP Galt subdivision rail corridor, which includes the Canadian Pacific (CPR) West Toronto / Lambton Yard (further north: lands designated *Core Employment Areas* and *General Employment Areas* north of the rail corridor)

South: Low density residential uses (further south: the Dundas Street West main street area, consisting of generally 2-3 storey mixed-use buildings)

East: A demolished gas station; a mixed-use development (Heintzman Place) consisting of a 16-storey building; and, the main street area of Keele Street consisting of 2-3 storey mixed-use buildings)

West: The Vine Avenue Playground (further west: low density residential uses)

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary

Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted site visits. In response to issues identified in the Preliminary Assessment, the applicant provided additional materials for review. Staff have considered this supplementary submission in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 044 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the northern portion of the larger Junction-Weston-Dupont employment area. Originally developed along the rail corridor with more traditional, heavy employment uses, this area has transitioned over the years to serve an eclectic and diverse range of users, ranging from light industrial and auto-related uses, to galleries, studios, breweries and offices. The Junction-Weston Dupont area has seen over \$500 million in new building and alteration permits between 2016-2021, and over 436,000 square metres of non-residential floor space in development currently. The larger Junction-Weston-Dupont employment area had a very low vacancy rate of 1% in 2021, demonstrating the demand for space within the employment area. The provision of spaces suitable for office and studio uses, such as those that exist on the lands, are necessary to support the creative industry sector in this employment area, and across the city.

Employment areas provide opportunities for Torontonians to live and work in the City. Over 80% of the workers in the Junction-Weston-Dupont employment area reside in Toronto and 24% of those reside in Neighbourhood Improvement Areas. This area accommodates a significant source of local jobs. Approximately a third of workers commute to the larger employment area using low-carbon modes of travel to work: 18% use transit, while 11% walk or cycle. Providing convenient access to jobs contributes to the achievement of a complete community.

The lands are currently occupied by a number of employment uses, including office building spaces, creative studios including a props business, the Sweet Potato grocery store and a public storage facility. The lands are located on the north side of Vine Avenue, a street that runs parallel to the south side of the Canadian Pacific Railway corridor. The lands are bounded by Keele Street to the east and the City park, Vine Avenue Playground, to the west. The conversion seeks to convert the properties between 36-162 Vine Avenue from *Core Employment Areas* to *Mixed Use Areas*, which represents the whole block on the north side from Keele Street to the Vine Avenue playground.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It

should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the *Employment Areas* at 36-162 Vine Avenue.

Vine Avenue is not identified as a Major Street in Map 3 of the Official Plan and is a local road within the Transportation Services Road Classification system. Local roads typically have lower traffic speeds and generally do not have bus routes or surface transit. Introducing sensitive uses to the north side of Vine Avenue would add traffic to the narrow street network that already has traffic capacity constraints with the current uses. Outreach to businesses on the subject lands identified traffic impacts as a major concern, indicating that the potential addition of new residential uses could cause further traffic impacts for existing and new road users

The CP Galt Subdivision rail corridor and Lambton Rail Yard are located immediately north of the lands. The Federation of Canadian Municipalities ("FCM") and the Railway Association of Canada ("RAC") "Guidelines for New Development in Proximity to Railway Operations" recommends setback of 300 metres from the rail yards, such as the Lambton Rail Yard which is immediately to the north of the lands. The Lambton Rail Yard is a freight marshalling and shunting yard for Canadian Pacific Railway, which operates every day, 24 hours per day. In particular, there are several tracks that are used for switching and maintaining trains at this yard, as well as diesel locomotives that sit idling and are parked. While speeds may be lower in yards, rail yards have the greatest noise and vibration of all rail typologies due to more intensive and frequent operations. The operations create noise, vibration and air quality impacts that would be impactful to future additional residential uses if permitted. Adding residential uses in close proximity to the rail yard could also have negative impacts on the yard's ability to continue to operate.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals ("ECA") and Environmental Activity and Sector Registrations ("EASR"), as well as those in the immediate vicinity. There are currently a number of businesses on the subject lands, including a concentration of successful creative businesses such as studios and workshops, offices and retail uses that had previously been permitted by way of a site and area specific policy enacted through Official Plan Amendment 231. During various site visits, and in discussion with local area businesses, there appeared to be virtually no vacancies in the office, studio and other employment buildings on the street. This is consistent with the larger Junction-Weston-Dupont employment area, which has a very low vacancy rate of 1% in 2021. There is strong demand for employment spaces like those on Vine Avenue to help support the creative industry sector in this employment area, and across the city.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The submitted Compatibility/Mitigation ("C/M") Study has indicated that the proposed residential development on the lands would require a Class 4 area classification under the Ministry of the Environment, Conservation & Parks Publication NPC-300. A Class 4 area classification for the lands would subject residents to higher-than-normal noise levels, while allowing nearby noise sources to continue to operate without changes. This would not be considered mitigation, but an acceptance of higher-

than-normal noise levels. The Study also clarifies that the lands exceed the night-time sound level limits even with the Class 4 area classification, requiring mitigation measures through the design of any future development including receptor-based and potentially also source-based mitigation due to the location of the rail yard.

The Peer Reviewer noted that additional information was required, particularly with regard to impacts to industry in the area of the proposed site, history of complaints, information exchange with nearby major facilities and mitigation options. They have also confirmed that railway authorities have indicated that the Class 4 designation does not benefit their rail yard operations and that they may not cooperate with a development site that is using the Class 4 designation to achieve compatibility. Federally regulated rail yards are not obligated to implement mitigation measures to accommodate the conversion request. In staff's opinion, the conversion would not create an appropriate environment for potential future residents on the lands. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment. The requested introduction of residential and sensitive uses on the lands would adversely affect the overall viability of the surrounding employment uses.

Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres is one of the considerations examined by staff. While the lands do have community services and facilities nearby, other factors had a greater bearing on staff's recommendations, in reading the Growth Plan 2020, PPS 2020, and OP in their entirety.

RECOMMENDATION

Staff reviewed Conversion Request No. 044 (36-162 Vine Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommends that the lands be retained as *Employment Areas* and continue to be designated as *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.051

Address: 11 Redway Road

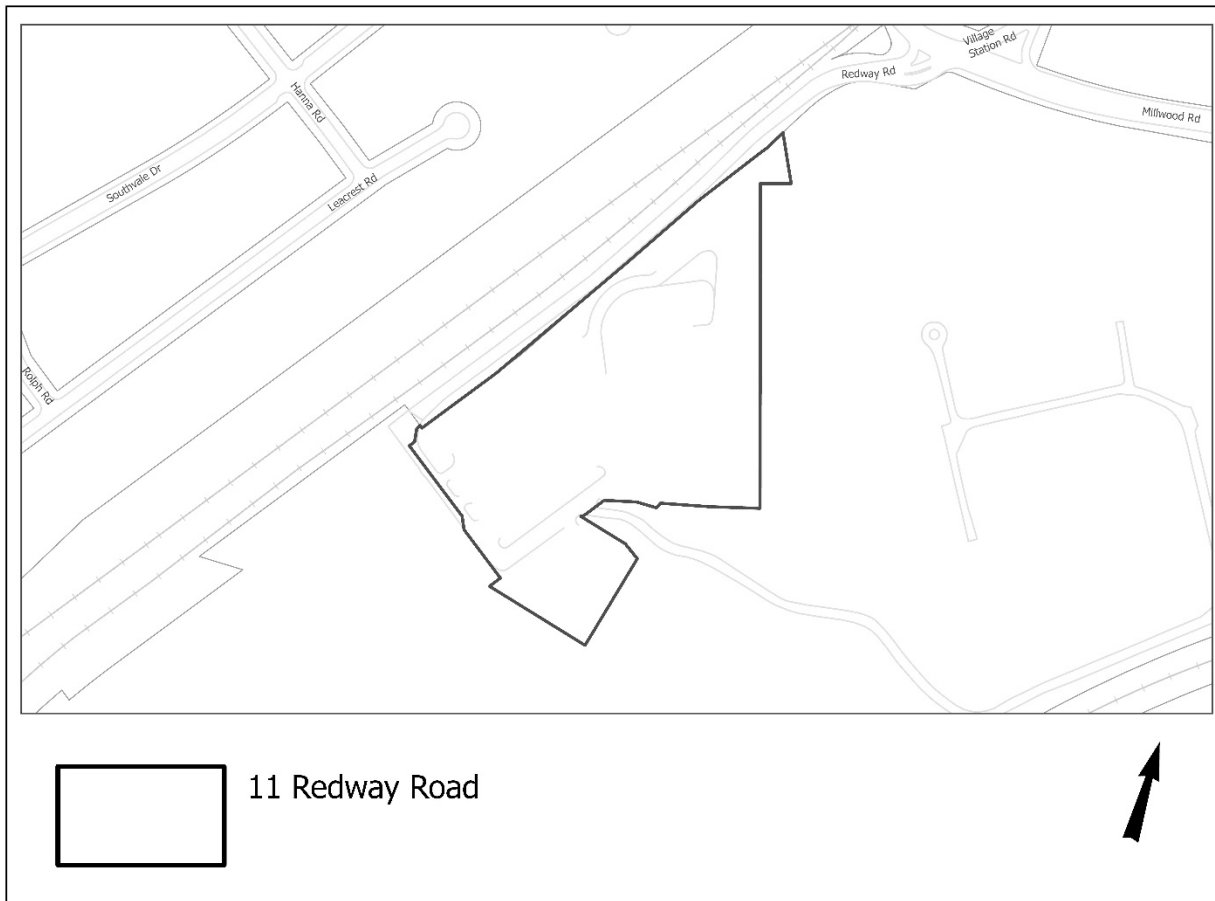
General area: Millwood Road and CN rail corridor

Ward: Don Valley West (15)

Owner (Applicant): Choice Properties Limited Partnership (Zelinka Priamo LTD.
c/o Rob MacFarlane)

Site area: 5.7 ha (14.09 acres)

Existing uses: Existing Loblaws supermarket



CONVERSION REQUEST

Proposal: Request to redesignate from *General Employment Areas* to *Mixed Use Areas* with residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 17)

Area Specific Policies: N.A.

Zoning By-law: SPC – Special Purpose Commercial Zone – in ZBL 1916

SITE CONTEXT AND ADJACENT USES

North: Rail overpass, Leaside Transformer Station, Esso gas station

South: Lower Don Parklands containing Crothers Woods Environmentally Significant Area, Thomas Hauser Memorial Trailhead

East: The Don Valley, North Toronto Wastewater Treatment Plant

West: CN rail corridor

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; corresponded and communicated with the owner/applicant; and conducted a site visit. This Final

Assessment completes the review of Conversion Request No. 051 and provides staff's recommendations.

FINAL ASSESSMENT

11 Redway Road is part of the Leaside - Thorncliffe Area of Employment, which represents 100 hectares of land. The employment area surrounds the rail corridor and is generally bounded by Vanderhoof Avenue and E.T. Seaton Park to the north and east, Overlea Boulevard to the south and Laird Drive to the east. A small portion of the employment area extends further east to Redway Road, bounded by the rail line to the north and Crothers Woods to the south, east and west. The lands make up a small portion of the employment area, which extends further east to Redway Road, bounded by the rail line to the north and Crothers Woods to the south, east and west.

The Leaside - Thorncliffe Area of Employment is generally characterized by smaller industrial premises, with a few large users with land extensive facilities and Environment Compliance Approval's that require separation from sensitive and residential uses. It is a viable and successful employment area and contains over 2 million square feet of rentable industrial building area, with a low vacancy rate of 1.4% as of 2021.

The employment area is well connected to major goods movement corridors for vehicles, with four major roadways providing access for traffic/deliveries both in and out of the area: Don Mills Road, Don Valley Parkway, Eglinton Avenue East, and Laird Drive/Millwood Road.

There has been steady job growth in the Leaside - Thorncliffe employment area since with almost 3,000 new jobs created in the employment area between 2006-2021. In 2022, there were over 345 establishments in the area that employ 8,801 people in a wide range of activity. There has been \$90.6 million in non-residential building permits issued between 2016-2021 in this employment area.

Employment areas provide opportunities for Torontonians to live and work in the City. The Leaside - Thorncliffe Park Area of Employment has one of the highest shares of workers residing in the City of Toronto. Eighty percent of workers in the employment area live in the City of Toronto, and 29% of all workers in the employment area live in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community. *Employment Areas* are a key contributor to the quality of life for Torontonians, reflected by the significant share of jobs held by city residents in these areas.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (45%) use a low-carbon mode of travel to work: 35% use transit, which is higher than the average for all areas of employment, while 10% walk or cycle. The area will also benefit from the completion of the Eglinton Crosstown and Ontario Line transit lines, which will improve labour accessibility. The lands are in close proximity to the planned Thorncliffe Park station on the Ontario Line. The planned

higher order transit will build on the area's ability to attract a range of businesses with good access to labour at a central location. Taken together, the area provides excellent job opportunities for local residents, including those residing in NIAs.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 11 Redway Road.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The North Toronto Wastewater Treatment Plant shares the eastern property line of the lands. The Recommended Minimum Setback Distance for a Class III industrial use is 300 metres with an area of influence of 1,000 metres. The North Toronto Wastewater Treatment Plant facility itself is 75 metres from the lands. This municipal treatment plant is one of four such plants operated by the City, located in the Don Valley and serves an approximate population of 55,000. The North Toronto Wastewater Treatment Plant has plans to more than double its current daily capacity and hire additional staff.

The lands are also located 50 metres from and within the recommended minimum setback distance of another Class III Heavy Industry use: the CPR Rail Yard. The lands are also within the Area of Influence of Coco Paving, a Class III Heavy Industry hot mix asphalt plant that can produce 68 tonnes of asphalt per hour.

The requested introduction of residential and sensitive non-residential uses on the site would adversely affect the overall viability the broader employment area. There are a number of heavy industries in the area, and by bringing sensitive uses within the Recommended Minimum Setback Distance of a Class III Heavy Industry use, there is the potential that the industries have to alter their operations. The compatibility study provided by the requestor identified seven potential warning clauses that would be required for new residents if the site were to be converted for sensitive uses.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, odour, air quality, vibration, and impact on industrial/commercial operations in the vicinity and the broader Employment Area. The Peer Reviewer was not able to confirm that the C/M Study fulfills the City's Terms of Reference for C/M Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The lands are not easily accessed. There is only one point of entry/exit for the lands located at Millwood Road and Redway Road. The entry/exit point is also surrounded by

rail and natural heritage areas. The nearest higher order transit station (the future Ontario Line) will be over 1 km from the lands when the Ontario Line is constructed.

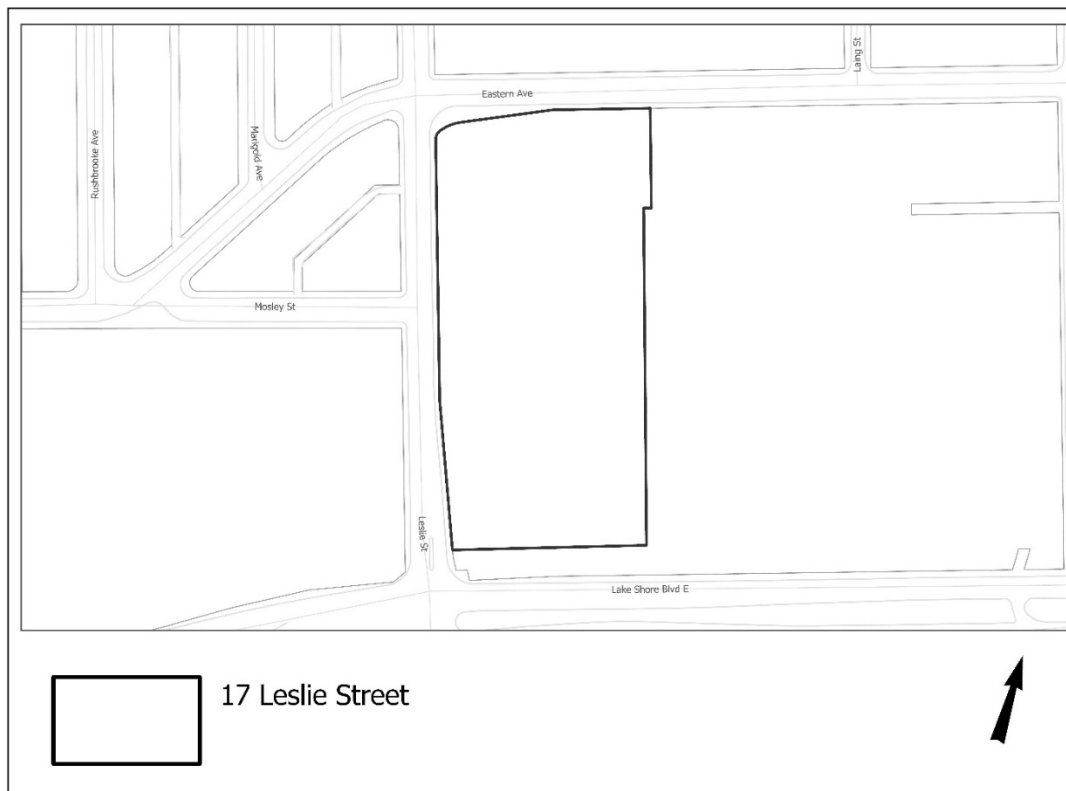
The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. The nearest assigned Toronto District School Board (“TDSB”) secondary school for example, is 2.2 km away from the lands. In order to access the facilities, it would require walking through the *Employment Area*, crossing a rail corridor, and crossing major streets when traveling by foot.

RECOMMENDATION

Staff reviewed Conversion Request No. 051 (11 Redway Road) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.055 AND 092

- Address:** 17 Leslie Street (No. 055)
629, 633, and 675 Eastern Avenue (No. 092)
- General area:** Eastern Avenue and Leslie Street (No. 055)
Eastern Avenue and Carlaw Avenue (No. 092)
- Ward:** Toronto-Danforth (14)
- Owner (Applicant):** Choice Properties Limited Partnership (Urban Strategies Inc.) (No. 055)
Smart Centres – Eastern Avenue Developments Limited.
(MHBC Planning, Urban Design & Landscape Architecture) (No. 092)
- Site area:** Approximately 10.12 hectares (25 acres) (combined)
- Existing uses:** Loblaws grocery store, stand-alone retail, and surface parking (No. 055)
Revival 629 Film Studio, two low-rise office buildings, surface parking, and trailer truck parking (No. 092)





CONVERSION REQUEST

Proposal: Request to retain the *Core Employment Areas* designation and add *Mixed Use Areas* residential permissions on the lands to facilitate the mixed-use redevelopment of the lands. (CR092)

Request to convert the lands from *General Employment Areas* to *Mixed Use Areas* to develop a mixed development, including buildings ranging from 6 to 31 storeys. (CR055)

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2) – No. 055 is an OPA 231 Appeal Site

Designation(s): *General Employment Areas* (Map 21) – OPA 231 Appeal Site (No. 055)
Core Employment Areas (Maps 18 and 21) (No. 092)

Area Specific Policies: Lower Don Special Policy Area (Map 11 2of2)
 Site and Area Specific Policy 427 (No. 092)

Zoning By-law: Industrial (IC D5 N1) in the Former Zoning By-law 438-86 (No. 055)

Industrial (I2 D1(H-1)(H-2)) in the Former Zoning By-law
438-86, and subject to site-specific By-law 1174-2015 (No.
092)

SITE CONTEXT AND ADJACENT USES

- North:** Low-rise residential, commercial, and institutional uses
- South:** Lower Don Recreational Trail (further south: Lake Shore Boulevard East, the Port Lands, Leslie Barns TTC maintenance and storage facility, heavier industrial uses including roofing manufacturing and concrete batching facilities)
- East:** City of Toronto Fleet Services building, Toronto District School Board facility and surface parking lot (further east: auto repair shop, a Toronto Fire and EMS Training Centre, Canada Post's South Central Processing Plant)
- West:** Television and film production studios, surface parking, auto dealership (further west: industrial uses including scrap recycling, rebar processing, fabrication, welding, motorcycle and auto repair shops; audio and audiovisual equipment and repair shops; roofing companies; photography and other creative studios)
- (West of No. 055 / East of No. 092: low-rise office building and parking lot, grocery store, future Toronto GM Mobility Campus)

CONVERSION REQUEST ASSESSMENT

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan 2020 Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; corresponded and communicated with the owner/applicant; and conducted site visits. This Final Assessment completes the review of Conversion Request No. 055 and 092 and provides staff's recommendations.

Geographically Related Conversion Requests

These conversion requests form part of a series of four requests within the South of Eastern Employment Area. In assessing these conversion requests, staff considered the potential cumulative impacts of all nearby conversion requests, particularly:

- 21 Don Valley Parkway, 30 Booth Avenue, and 375-385 Eastern Avenue (East Harbour) (Conversion Request No. 041)
- 65, 87 Heward Avenue (Conversion Request No. 127)

FINAL ASSESSMENT

Along with the Port Lands to the south, the South of Eastern employment area is home to a significant concentration of Toronto's film and television production facilities. The City of Toronto is the 5th largest production jurisdiction in North America and anchors the growing film and television industry in Ontario. In 2022, film and television productions in Toronto resulted in a \$2.6 billion direct spend within the city; this does not include associated indirect spending to adjacent industries, which multiplies the economic impact substantially. Productions in the city employs approximately 35,000 Torontonians every year. Demand for Toronto's studio space outpaces capacity. Each year the City of Toronto Film Office turns away substantial amounts of production and resulting jobs and investment because studios in Toronto are already full.

The South of Eastern Employment Area plays a critical role in Toronto's television and film industry as it allows for the clustering of film and film-related uses, including television and production, prop suppliers, visual effects and sound studios. The cluster of film and television production facilities drives locational decisions for a number of businesses and facilities that support the sector, from prop suppliers to visual effects and post-production studios.

On December 1, 2021, the Economic and Community Development Committee adopted direction from the Film, Television and Digital Media Advisory Board, acknowledging the importance of the existing Official Plan *Employment Areas* designations in the South of Eastern area to ensure the protection of existing, and the development of new, studio and production space. With over 1 million square metres of non-residential development proposed in the area, and a 1% vacancy rate in 2021, the South of Eastern employment area will continue to be a critical location for employment growth in Toronto and the region.

Both conversion request sites are located in Growth Plan 2020 Provincially Significant Employment Zone ("PSEZ") – Zone 8. PSEZ's are strategically located to provide long term planning for job creation and economic development across the region.

Employment areas provide opportunities for Torontonians to live and work in the City. Seventy-four percent of the workers in the South of Eastern employment area and the Port Lands live in the City of Toronto, and 16% of all workers in the employment area reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs

contributes to the achievement of a complete community. As the employment area is accessible by major goods movement corridors, such as the Don Valley Parkway, Lakeshore Boulevard East and the Gardiner Expressway, currently the majority of workers arrive to the employment area by driving; 16% use transit, while 8% walk or cycle.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 17 Leslie Street and 629, 633, and 675 Eastern Avenue.

Both of the conversion sites are internal to the South of Eastern employment area and are surrounded by land that is used for and planned for business and economic activities. To the east and west of the lands are properties designated *Core Employment Areas* and *General Employment Areas*. To the north are lands designated *Neighbourhoods* and *Mixed Use Areas*, and there are *Regeneration Areas* and *Core Employment Areas* to the south. Some of the largest employers in the area are Canada Post, Loblaws, Toronto District School Board, BMW Toronto, and Revival Studios (multiple productions) at 629 Eastern Avenue, one of the conversion sites. The employment uses surrounding the subject lands generate a high amount of traffic and large trucks that produce noise at varying hours.

Based on its access to major goods movement corridors, including the Don Valley Parkway, Lakeshore Boulevard East and the Gardiner Expressway, as well as access to the Port Lands, more traditional heavy industries and large sites devoted to City services have historically located here. Large film and television production studios are drawn to the area for similar reasons, including access, flexible large sites and proximity to a workforce and Downtown Toronto. It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

The requested introduction of residential and sensitive non-residential uses on the site would adversely affect the overall viability of the broader employment area. Conversions to allow sensitive land uses, including residential uses, such as those proposed on the subject lands, within this cluster of designated *Employment Areas* lands would impact the ability for existing and new businesses to continue operating, and create a precedent for additional conversions and the erosion of the surrounding employment area. Loss of these employment lands would result in the loss of both numerous and diverse jobs, including specialized job opportunities in the film and television industry, distribution and warehousing. The conversion of the lands would adversely impact the ability of these *Employment Areas* to provide a stable and productive operating

environment for existing and new businesses. Given the low vacancy rates in this area, existing businesses that may be displaced by new stand-alone retail uses may have difficulties relocating and clustering in this same area.

The conversion request submitted for the lands at 629, 633, and 675 Eastern Avenue proposes to retain the *Core Employment Areas* designation on the lands while adding *Mixed Use Areas* permissions, including residential uses on the lands. This approach does not conform to the Growth Plan 2020, as Policy 2.2.5.7 directs municipalities to prohibit residential uses on *Employment Areas*.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registrations (“EASR”), as well as those in the immediate vicinity and stakeholders in relevant sectors. Businesses in the area, in particular those that support the film and television industry, noted the benefits of their location and the ability to cluster within the South of Eastern employment area. For example, the prop suppliers would have significant increases in costs related to transportation and time if they have to relocate away from the production facilities in the area.

The variety of parcel sizes are conducive to different users, and there is a need for large sites in this area, driven by the demand for warehousing and storage facilities to support the film and television industry. Outreach to other industries in the area included auto uses, recycling and salvage uses, traditional machining and roofing suppliers and storage facilities. Although these users represent more traditional employment area uses, their activities and operations can exist alongside film and production uses, which provide a buffer from residential areas. Continued truck access, as well as access to a local workforce, are concerns for these industries as well. Several businesses noted that transit investment in the area will be key to continuing to attract employees and support the *Employment Areas*

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The submitted Compatibility/Mitigation (“C/M”) Study for the proposed conversion at 629, 633, and 675 Eastern Avenue recommends investigating a Class 4 area classification for the lands due to noise from the CanRoof facility and concrete batching uses to the south. A Class 4 area is defined under the Ministry of the Environment, Conservation & Parks Publication NPC-300 guidelines, and means that residents would be subject to higher-than-normal noise levels, while allowing nearby noise sources to continue to operate without changes. This would not be considered mitigation, but acceptance of higher-than-normal noise levels. The Peer Review of the C/M Study notes elevated noise limits that are higher than the prescribed Class 4 limits. The Peer Review determined that there has not been sufficient assessment confirming that Class 4 noise level limits can be met, and it has not been demonstrated that mitigation measures will be feasible and will resolve compatibility issues.

The Peer Reviews of the C/M Studies for both sites determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, transportation noise sources, odour impact, air emissions, dust impact, and operational changes and expansion plans for existing major facilities and the potential impacts of such changes. The Peer Reviewers were not able to confirm

that the C/M Studies fulfil the City's Terms of Reference for C/M Study requirements. Findings from the Peer Reviews were that, at a minimum, an assessment and screening is required for impacts arising from:

- the aggregate industry complex (with facilities including Dufferin Concrete, Portlands Energy Centre, and CanRoof Corporation) located south of the sites
- the wastewater treatment facility (Ashbridges Bay Wastewater Treatment Plant) located south of the sites
- the film facilities with sound stages (Six5 Studios) located east of 629, 633, and 675 Eastern Avenue
- the metal scrapyards (Ontario Salvage Limited) and auto parts store (Hollywood North Auto Parts) located north of 17 Leslie Street

Due to the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The lands are within the Lower Don Special Policy Area. The Provincial Policy Statement directs that any changes to the official plan policies, land use designations or boundaries applying to Special Policy Area lands, must be approved by the Ministers of Municipal Affairs and Housing and Natural Resources and Forestry prior to the municipality approving such changes. Any conversion would require prior approval from the Province.

The western portion of the lands at 629, 633, and 675 Eastern Avenue are located within the Council-adopted East Harbour Protected Major Transit Station Area (“PMTSA”). The planned East Harbour Subway/GO Interchange station will serve the planned Ontario Line subway route. Existing and permitted development within the PMTSA is planned for and meets a minimum population and employment target of 300 residents and jobs combined per hectare. The MTSA was submitted on July 29, 2022 to the Minister of Municipal Affairs and Housing for approval, as the approval authority for MTSA's. To date, no decision has been received. The Growth Plan 2020 minimum density targets for PMTSA/MTSA's are targets for jobs as well as residents. Approximately, 16% of workers access this employment area by transit. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. Conversion to permit residential uses would require sufficient community services and facilities such as parks, libraries, recreation centres and schools that exist or are planned within walking distance for new residents. The nearest library and community recreation centre are over one km away from the two conversion sites and would require the crossing of major streets.

Official Plan Amendment No. 231 ("OPA 231") adopted by City Council on December 19, 2013 contained new economic policies and new policies and designations for *Employment Areas* as part of the Official Plan and Municipal Comprehensive Reviews. OPA 231 was appealed to the Ontario Land Tribunal by numerous parties, including the owners of 17 Leslie Street. This appeal has not been scheduled for a hearing at the Ontario Land Tribunal at this time. Staff's final assessment of the conversion request at 17 Leslie Street is consistent with OPA 231, which recommended that these lands be retained for employment purposes and designated *General Employment Areas*.

RECOMMENDATION

Staff reviewed Conversion Request No. 055 (17 Leslie Street) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

Staff reviewed Conversion Request No. 092 (629, 633, and 675 Eastern Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.056

Address: 4925-5201 Dufferin Street

General area: Dufferin Street and Steeles Avenue West

Ward: York Centre (6)

Owner (Applicant): University of Toronto (Bousfields Inc.)

Site area: Approximately 12.08 hectares (29.85 acres)

Existing uses: Industrial and institutional uses including the University of Toronto Institute for Aerospace Studies, University of Toronto High Density and Preservation Facility, and University of Toronto Press



CONVERSION REQUEST

Proposal: Request to redesignate part of the lands from *Core Employment Areas* to *Mixed Use Areas* to permit three residential buildings with office, retail and service commercial uses at grade.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* (Map 16)

Area Specific Policies: Chapter 7 SASP 448 4925 and 5201 Dufferin Street

Zoning By-law: Employment Industrial Zone (E 1.0) in the City of Toronto Zoning By-law 569-2013

SITE CONTEXT AND ADJACENT USES

North: Commercial plaza and development application at 1881 Steeles Avenue West for mixed use, including 4 residential towers and at grade retail (19 262484 NNY 06 OZ)

South: Environment and Climate Change Canada office building and associated parking lot

East: G Ross Lord Park

West: Large format retail (Real Canadian Superstore)

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. The applicant provided additional materials for review, which staff considered in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 056 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are part of the Downsview Area of Employment, which represented 588 hectares of land and nearly 35,400 employees in 2,341 businesses in 2022. The employment area is bounded by Steeles Avenue West to the north, Dufferin Street to the east, Sheppard Avenue West and parts of Downsview Park and the Downsview Secondary Plan area to the south, and Keele Street to the east. A small portion of the employment area extends further east to Hidden Trail Road, bounded by G Ross Lord Park to the south.

The Downsview Area of Employment is a viable and successful employment area. With a central location and good access to labour, it has over 17.7 million square feet of rentable industrial building area and a very low vacancy rate of 0.8% in 2021. The Duke Heights Business Improvement Area (BIA), located within the employment area, is the second largest BIA in North America. The area is characterized by manufacturing (22%), transportation, warehousing & wholesale trade (16%) and professional, scientific & technical services (12%) sectors. The area contains almost a quarter of all public administration jobs in *Employment Areas* across the GTA, with top employers including Toronto Transit Commission and Department of National Defense. It also has a large share of health care and professional, scientific and technical services, with prominent employers like Sanofi Pasteur Ltd.

The Downsview Area of Employment continues to thrive, adding 1,800 jobs from 2016-2019. There has also been significant investment in non-residential construction and alterations, with over \$250 million in non-residential building permits issued between 2016-2021. In addition, 56,000 square metres of new gross floor area is proposed to be added through new development, demonstrating the area's continued ability to attract a range of users. The small inventory of office space in the area will continue to appeal to low-cost businesses, especially those that serve nearby industrial firms.

Employment areas provide opportunities for Torontonians to live and work in the City. Fifty-six percent of the workers in this employment area live in the City. Of these workers, 45% reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. Downsview Area of Employment employs the highest share of workers who live in areas designated by the City of Toronto as NIAs. Providing convenient access to jobs contributes to the achievement of a complete community.

The area's accessibility by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (38%) use a low-carbon mode of travel to work: 34% use transit, which is higher than the

average (20%) for all areas of employment, while 4% walk or cycle. Two new higher order transit stops are planned for Keele / Finch and Sheppard / Chesswood, which will build on the larger area's ability attract a range of businesses with good access to labour and a central location.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 4925-5201 Dufferin Street.

It is essential to preserve employment lands with good access to important transportation infrastructure to support the movement of goods. The *Employment Area* is well connected to major goods movement corridors for vehicles. There are six major roadways providing access for traffic/deliveries both in and out of the area: Allen Expressway/Dufferin Street, Keele Street, Finch Avenue West, Steeles Avenue West, Sheppard Avenue West and Wilson Avenue.

The lands are subject to Site and Area Specific Policy 448 in the Official Plan, which prohibits any and all forms of residential uses, including those associated with a community college or university on the lands.

Staff have concerns with re-designating the site to a designation that permits residential and other sensitive uses. The subject site is designated *Core Employment Areas*, which allows for a wide range of employment uses, including industrial uses that require separation from more sensitive and residential uses. These types of industrial permissions are typically located away from neighbourhoods to reduce the likelihood of compatibility issues and related complaints. The lands are surrounded on two sides by Employment Areas, with *Core Employment Areas* permissions immediately to the south and to the east, and *General Employment Areas* to the west. The introduction of sensitive uses would create a precedent for further conversion of the employment area to sensitive uses and would reduce the employment area's ability to provide land use certainty for the planned function of the broader employment area. This would adversely affect the overall viability of the employment area and its ability to function as intended.

Immediately adjacent to the lands to the east, Sanofi Pasteur Limited operates a vaccine and research facility on its site of approximately 21 hectares. Sanofi Pasteur produces millions of doses for vaccines for whooping cough, polio and diphtheria among others, for both domestic and international consumption. There are currently 1,500 employees at the facility. It is one of two such facilities in the country intended to provide pandemic vaccination preparedness for national responses to future pandemics. Operations at the facility continue to expand, including a recently approved influenza vaccine production facility to secure priority access for Canadians to domestically manufactured vaccines. This new investment will also create 300 new jobs. The Peer Review indicated that this facility is a Class II Industrial facility. The conversion lands are within the area of influence of Sanofi Pasteur Limited. Through the City's outreach to industry, Sanofi Pasteur Limited raised its concern about conversion

of the adjacent lands, and that they should continue to be protected for employment activities.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: complaint history, noise, summary of nearby commercial/industrial operations and impact on industrial/commercial operations in the vicinity and the broader Employment Area. The Peer Reviewer was not able to confirm that the C/M Study fulfills the City’s Terms of Reference for C/M Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The Peer Review and business engagement process also determined that the lands are within the area of influence of additional Class I, II, and III industrial facilities that the C/M Study did not identify or assess. These industrial sites can cause noise, vibration and odour issues that would require mitigation measures at the source as well as on site to improve compatibility with the proposed sensitive uses.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. Accessing the facilities would require crossing major streets if traveling by foot. In order to access the nearest library, public school, catholic school and community centre via walking, the route would require walking east of the *Natural Areas*.

The nearest assigned Toronto District School Board (“TDSB”) intermediate school is 2.8 km away from the subject site. The nearest assigned Toronto District School Board (“TDSB”) elementary school 2.7 km away from the subject site. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is 2.0 km away from the subject site.

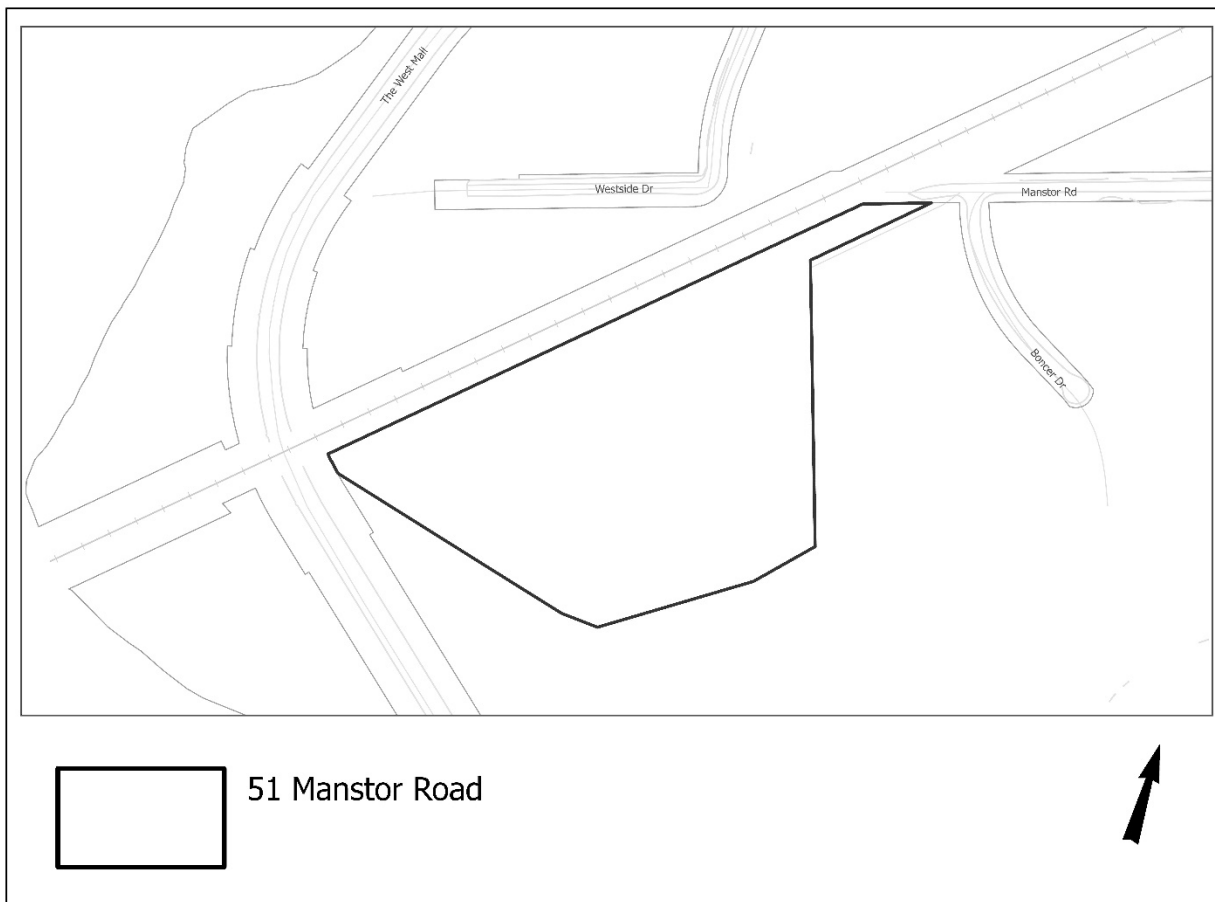
Staff have concerns with the limited access to transit at this location. There is currently no timing or certainty for more frequent or higher order transit service on Steeles Avenue West.

RECOMMENDATION

Staff reviewed Conversion Request No. 056 (4925-5201 Dufferin Street) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.063

Address: 51 Manstor Road
General area: Manstor Road and The West Mall
Ward: Etobicoke-Lakeshore (3)
Owner (Applicant): 2130254 Ontario Inc. (Humphries Planning Group Inc.)
Site area: Approximately 5.0 hectares (12.35 acres)
Existing uses: Open storage



CONVERSION REQUEST

Proposal: Request to redesignate all of the lands from *Core Employment Areas* to *Mixed Use Areas* to permit residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2) – OPA 231 Appeal settled

Designation(s): *General Employment Areas* (Map 15) – OPA 231 Appeal settled

Area Specific Policies: Chapter 7 SASP 19 & 20
Sherway Area Secondary Plan – subject to OPA 469 Appeal

Zoning By-law: Employment Industrial (E 1.0) in the City of Toronto Zoning By-law 569-2013

SITE CONTEXT AND ADJACENT USES

North: CPR Corridor, with towing and storage services, automobile repair, trucking company with associated heliport beyond

South: Hydro corridor, with retail and restaurant uses beyond

East: City of Toronto Works and Emergency Services Yard, truck transportation centre, truck repair and hydro corridor, with retail and restaurant uses beyond

West: The West Mall, with Etobicoke Creek and the City of Mississauga beyond

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study and supplementary responses when submitted by an owner/applicant; corresponded and communicated with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 063 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the southwestern portion of the South Etobicoke employment area which ranks second largest in land area in Toronto, accommodating over 39,000 jobs. This node has excellent highway access with close proximity to Lester B. Pearson International Airport and the downtown core.

In the employment area, transportation and warehousing are the predominant employment types however, manufacturing also maintains a significant continuing presence. Equally important is the existence of two other influential major industry hubs. First is the local film industry hub anchored by one of the largest production studios in Canada as well as the country's largest film equipment supplier. Next is the substantial presence of the food industry which is largely anchored by the Ontario Food Terminal – the second largest fresh food distribution facility in North America. Given their dominance and economic importance, there is a strong locational demand to be within close proximity to these major facilities from the wide network of firms with goods and services that support these clusters. Reinvestment in this area remains strong with over \$350 million in building permit activity issued between 2016-2021 with at least four new major industrial buildings of over 23,000 square metres currently in the development approval pipeline.

Employment Areas provide opportunities for Torontonians to live and work in the City, rather than commuting to jobs outside of the City. In this employment area, fifty-nine per cent of the workers live in the City of Toronto, and 19 per cent of the workforce residing in Toronto live in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 51 Manstor Road.

The lands are adjacent to a CN Rail Corridor and in close proximity to The Queensway and the interchange of Highway 427 and the Gardiner Expressway, which are all major streets in Map 3 of the Official Plan.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan

2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses. This includes the rail corridor to the north and surrounding road network.

The lands are internal to an *Employment Areas* and surrounded by lands that are currently developed with a mix of employment uses including retail, manufacturing, and a municipal works and service yard. A conversion to *Mixed Use Areas* may negatively impact the adjacent lands that are used for and planned for business and economic activities. In addition, this may create a precedent for further conversions of lands in the *Employment Area*, diminishing the supply of employment lands further.

A conversion to *General Employment Areas* however is not anticipated to adversely affect the overall viability of this *Employment Area*, nor the maintenance of a stable operating environment for business and economic activities. *Core Employment Areas* uses that are permitted and are currently operating on the lands would continue to be permitted by the *General Employment Areas* designation. The conversion would retain these lands exclusively business and economic activities in a location with excellent transportation infrastructure.

The lands represent part of a cluster of employment uses that benefit from strategic access to the surrounding transportation network. A land use conversion will adversely affect the ability of the lands to provide opportunities for the clustering of similar or related employment uses.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The submitted Compatibility/Mitigation ("C/M") Study has indicated that the proposed residential uses on the land would be impacted by stationary noise from surrounding industries, requiring mitigation measures.

The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to air and noise to determine appropriate mitigation design and compatibility. The Peer Reviewer was not able to confirm that the C/M Study fulfilled the City's Terms of Reference for C/M Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

Staff have concerns regarding the introduction of sensitive land uses adjacent to the CPR Corridor in which there is existing rail operations and could undermine the viability of economic activity risk of noise, vibration, and safety issues even with a setback of built form development. Given the location, the proposed residential uses on the lands may be incompatible with the area. Further, communication with surrounding businesses has indicated that the existing inactive helipad located to the north may be

reactivated in the future for employment uses. Introducing sensitive land uses in proximity to the helipad will pose compatibility concerns in its potential future operation.

The lands are currently designated *Core Employment Areas* and subject to the Sherway Area Secondary Plan that resulted from Council's adoption of Official Plan Amendment No. 469 ("OPA 469"). Policy 12.1 of the secondary applies to the lands and permits large scale, stand-alone retail stores. The secondary plan maintains the policy permissions previously provided through SASP 20 of Chapter 7 of the Plan. *General Employment Areas* uses are generally permitted on the lands and are in alignment with the uses permitted by the *General Employment Areas* designation. A conversion to *General Employment Areas* would maintain and align with the intent of the Sherway Area Secondary Plan and associated policies.

The lands are within the North Queen Employment Precinct in the Sherway Area Secondary Plan which is intended to retain and intensify employment uses. The residential conversion of the lands proposed by CR No. 063 does not align with the long-term planning framework set out by the Secondary Plan for intensification and growth in jobs in the employment precinct.

Official Plan Amendment No. 231 ("OPA 231") adopted by City Council on December 19, 2013 contains new economic policies and new policies and designation for *Employment Areas* as part of the Official Plan and Municipal Comprehensive Reviews. OPA 231 was approved by the Minister of Municipal Affairs and Housing (MMAH) and on July 9, 2014, the Ministry issued a Notice of Decision approving OPA 231 with modifications. OPA 231 was appealed to the Ontario Municipal Board including by the owners of 51 Manstor Road.

These lands were subject to site specific Appeal No. 27 of OPA 231 to which the Growth Plan (2006) is applicable. The Ontario Land Tribunal ("OLT") set out a schedule for the hearing of OPA 231 appeals, in which 51 Manstor Road was scheduled in Phase 6E, and a settlement hearing for this site was held on April 26, 2023. Staff's final assessment of this conversion request is consistent with OPA 231 which recommended that these lands be retained for employment purposes.

OPA 469 adopted by City Council on October 30, 2019 established the Sherway Area Secondary Plan following the City-Initiated Sherway Area Study to address and manage growth and development in the area. The Secondary Plan was appealed to the OLT by eight appellants, including the owners of 51 Manstor Road. The lands are subject to an ongoing site specific and policy appeal of OPA 469 the Secondary Plan.

On February 7, 2023 City Council considered a report from the City Solicitor regarding the site-specific appeal of Official Plan Amendment No. 231 ("OPA 231") for the lands that seeks residential permissions. Council adopted the settlement of the appeal which redesignates the lands from *Core Employment Areas* to *General Employment Areas* and acknowledged that Policies 12.1 and 12.2 of the Sherway Secondary Plan (OPA 469) will continue to apply. Council instructed the City Solicitor to avoid inconsistent decisions by the OLT related to the appeal of OPA 231 and the decision on this conversion request by the MMAH. The OLT approved the settlement reached between the City and the owner of the lands on May 2, 2023.

The Sherway Secondary Plan seeks to improve the availability of community services and facilities within the area and within walking distance to residents. However, the lands are part of the North Queen Employment Precinct, intended to be retained for, and intensified with employment uses. Residential uses are generally planned for the area to the south of the lands, in the North Sherway Neighbourhood Precinct.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. There are no Toronto District School Board (“TDSB”) Schools locations within walking distance from the site. The nearest Toronto Catholic District School Board (“TCDSB”) elementary school is located approximately 2,700 metres away, and the nearest recreation centre is located approximately 3,300 metres away from the lands and both require the crossing of a major road.

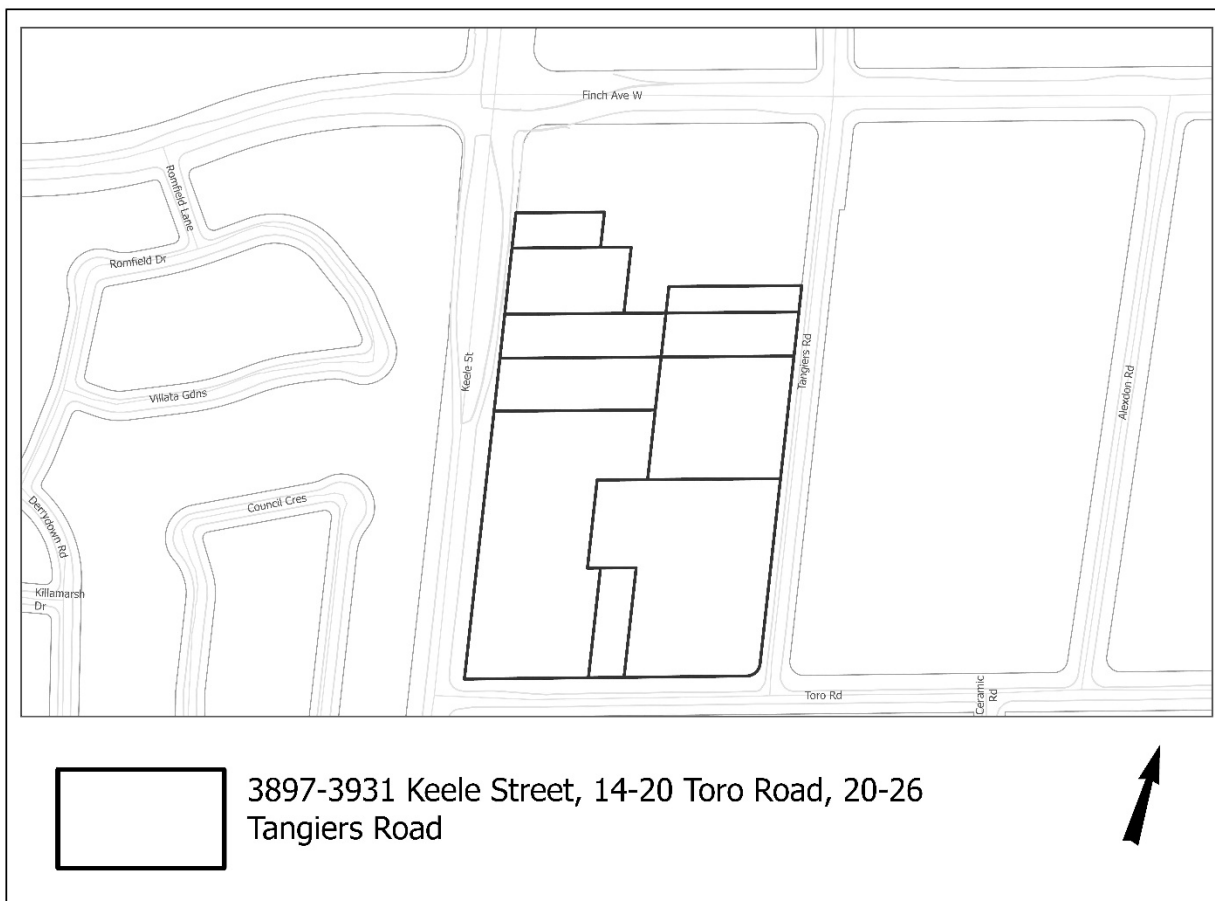
The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools.

RECOMMENDATION

Staff reviewed Conversion Request No. 063 (51 Manstor Road) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be redesignated from *Core Employment Areas* to *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.064

- Address:** 3897-3931 Keele Street, 14-20 Toro Road, 20-26 Tangiers Road
- General area:** Finch Avenue West and Keele Street
- Ward:** York Centre (6)
- Owner (Applicant):** Village of Duke Heights Landowners Group (Humphries Planning Group Inc.)
- Site area:** Approximately 5.66 ha (13.98 acres)
- Existing uses:** Fourteen individual lots consisting of commercial uses (including one vacant building and one warehouse). Most are 1-storey buildings, and one 2-storey building



CONVERSION REQUEST

Proposal: Request to redesignate the subject lands from *Core* and *General Employment Areas* to *Mixed Use Areas* to permit residential commercial and employment uses

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core and General Employment Areas* (Map 16)

Area Specific Policies: Finch West Protected Major Transit Station Area (OPA 482, not in force), Keele Finch Secondary Plan (OPA 483, not in force)

Zoning By-law: Employment Industrial Zone (E 1.0(x318)) in the City of Toronto Zoning By-law 569-2013 & Industrial-Commercial Zone (MC(H)) in the Former North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Under construction Finch West LRT Station, proposed mixed-use building with 190 rental units as part of the Housing Now Initiative, active development application for a 4-tower development application at 1285 to 1325 Finch Avenue West and 30 Tangiers Road (20 114224 NNY 06 OZ)

South: 1-storey commercial and industrial buildings

East: Employment area comprised of Class I and Class II commercial/industrial facilities

West: Single detached residential dwellings fronting on Keele Street

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary

Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. The applicant provided additional materials for review, which staff considered in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 064 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are part of the Downsview Area of Employment, which represents 588 hectares of employment land and nearly 35,400 employees in 2,341 businesses in 2022. The employment area is bounded by Steeles Avenue West to the north, Dufferin Street to the east, Sheppard Avenue West and parts of Downsview Park and the Downsview Secondary Plan area to the south and Keele Street to the east. A small portion of the employment area extends further east to Hidden Trail Road, bounded by G Ross Lord Park to the south.

The Downsview Area of Employment is a viable and successful employment area. With a central location and good access to labour, it has over 17.7 million square feet of rentable industrial building area and a very low vacancy rate of 0.8% in 2021. The Duke Heights Business Improvement Area (BIA), located within the employment area, is the second largest BIA in North America. The area is characterized by manufacturing (22%), transportation, warehousing & wholesale trade (16%) and professional, scientific & technical services (12%) sectors. The area contains almost a quarter of all public administration jobs in employment areas across the GTA, with top employers including Toronto Transit Commission and Department of National Defense. It also has a large share of health care and professional, scientific and technical services, with prominent employers like Sanofi Pasteur Ltd.

The Downsview employment area continues to thrive, adding 1,800 jobs in the last three years. There has also been significant investment in non-residential construction and alterations, with \$250.6 million in non-residential building permits issued between 2016-2021. In addition, 56,000 square metres of new gross floor area is proposed to be added through new development, demonstrating the area's continued ability to attract a range of users. The small inventory of office space will continue to appeal to low-cost businesses, especially those that serve nearby industrial firms.

Employment areas provide opportunities for Torontonians to live and work in the City. Fifty-six percent of the workers in this employment area live in the City. Of these workers, 45% reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. Downsview Area of Employment employs the highest share of workers who live in areas designated by the City of Toronto as NIAs. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement

of a complete community. In addition, economic growth in these areas supports important equity objectives.

The area's accessibility by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (38%) use a low-carbon mode of travel to work: 34% use transit, which is higher than the average (20%) for all areas of employment, while 4% walk or cycle. Two new higher order transit stops are planned for Keele / Finch and Sheppard / Chesswood, which will build on the larger area's ability attract a range of businesses with good access to labour and a central location.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 3897-3931 Keele Street, 14-20 Toro Road, and 20-26 Tangiers Road.

The *Employment Areas* is well connected to major goods movement corridors for vehicles. There are six major roadways providing access for traffic/deliveries both in and out of the area: Allen Expressway/Dufferin Street, Keele Street, Finch Avenue West, Steeles Avenue West, Sheppard Avenue West and Wilson Avenue.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

Staff have concerns with the potential impact of re-designating the sites from *General* and *Core Employment Areas* to a designation that permits residential and other sensitive uses. The lands are part of a broader *Core Employment Areas* designated area, which extends to the south and east, separated by a minor collector road. *Core Employment Areas* designated lands allow for the full range of industrial uses that can conflict with sensitive uses. Permitted uses within *Core Employment Areas* are intended to not attract the general public into the Employment Areas.

Some of the lands front onto Keele Street, which provides an unbroken and continuous boundary of *Employment Areas* uses for 1.2 km southward. The contiguous nature of this employment area provides land use certainty for businesses and helps to facilitate clustering of associated businesses. The lands currently accommodate similar employment uses to others nearby. Clusters can encourage like businesses and industries to locate together and enhance opportunities for collaboration. The requested conversion would adversely affect the ability to provide opportunities for the clustering of similar or related employment uses.

The requested introduction of residential and sensitive uses on the lands would adversely affect the overall viability of the surrounding employment uses. Through the City's peer review and business engagement process, it was determined that the lands are within the area of influence of over 120 Class I, II, and III industrial facilities, which can cause considerable noise, vibration and odour issues that would require mitigation measures at the source as well as on site to improve compatibility with sensitive uses. The introduction of sensitive uses would create a likelihood of complaints related to the operations of nearby employment uses and reduce the employment area's ability to provide a stable and productive operating environment, and reduce the ability to provide land use certainty for its planned function. The requested conversion would also create a precedent for further conversions.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: site visit, complaint history, stationary noise, traffic noise, odour, air quality, vibration, exchange of information with major facilities, impact that the conversion request would have on potential employment uses in the area, and the impact on industrial/commercial operations in the vicinity and the broader Employment Area. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The lands are located within the Council-adopted Finch West Station Protected Major Transit Station Area ("PMTSA") and the council-adopted Keele Finch Secondary Plan. The PMTSA and Secondary Plan were submitted to the Minister of Municipal Affairs and Housing for approval on December 22, 2020, and to date, no decision has been received. The Growth Plan 2020 minimum density targets for PMTSA/MTSAs are targets for jobs as well as residents. Existing and permitted development within the PMTSA is planned for and exceeds the minimum population and employment target of 200 residents and jobs combined per hectare. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. The nearest library is 2.1 km away from the lands. The nearest recreation centre is 1.6 km from the lands. The nearest assigned Toronto District School Board ("TDSB") intermediate school is 1.3 km away from the subject site. The nearest assigned Toronto Catholic District School Board ("TCDSB") school is 1.5 km away from the subject site.

RECOMMENDATION

Staff reviewed Conversion Request No. 064 (3897-3931 Keele Street, 14-20 Toro Road, and 20-26 Tangiers Road) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *Core Employment Areas* and *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.066

Address: 5080 Sheppard Avenue East
General area: Sheppard Avenue East and Markham Road
Ward: Scarborough North (23)
Owner (Applicant): 1750070 Ontario Inc. (MHBC)
Site area: Approximately 0.19 hectares (0.469 acres)
Existing uses: One storey building used as an automobile dealership



CONVERSION REQUEST

Proposal: Request to redesignate all of the lands from *General Employment Areas* to *Mixed Use Areas* to permit residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 22)

Area Specific Policies: N.A.

Zoning By-law: Former Scarborough Employment Districts Zoning By-Law 24982 (Marshalling Yard) Highway Commercial Zone (HC)

SITE CONTEXT AND ADJACENT USES

North: Commercial retail and service plazas, and collision centre. Further north are the City of Toronto Scarborough Waste Transfer Station and a number of manufacturing, packaging, recycling, warehousing and logistics facilities

South: Commercial retail and service plazas. Further south are low and midrise residential areas

East: Gas station. Further east, across Markham Road is a residential neighbourhood

West: Automobile dealerships and repair centres. The Toronto Transit Commission Malvern Garage is located further to the west

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary

assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 066 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located along Sheppard Avenue East just west of Markham Road, at the most south eastern part of the Tapscott employment area. The Tapscott employment area is the City's third largest employment area geographically with 666 hectares of employment land and over. The Tapscott employment area was home to nearly 31,300 jobs in 2022, and 13% of all Toronto manufacturing jobs. Tapscott employment area is also a favoured location for the transportation, warehousing and wholesale trade. Over \$500 million has been invested in new building and alteration permits between 2016-2021 with approximately 307,000 square metres of new development on the horizon demonstrating this employment area continues to be a desirable area for businesses to locate. The Employment Study also highlights recent value of non-residential building permits in close proximity to the lands valued up to \$25 million. Some of the last vacant lands exclusively for employment purposes in the city are located here and have been developed in recent years.

The Sheppard Avenue frontage of the lands, as well as uses along the western side of Markham Road, serve as a lighter industrial and retail transition to the heavier uses internal to the Employment Area. As of 2021, there were few to no vacancies in the immediate area of the lands, with overall industrial vacancy rates in northern Scarborough now under 1%. It is expected that the Tapscott employment area will continue to remain in high demand for a wide range of businesses including warehousing and logistics operations, with its key goods movement characteristics, including its proximity and ease of access to Highway 401 and the Canadian Pacific Railway Yard.

Employment areas provide opportunities for Torontonians to live and work in the City. Approximately 59% of the workers in the Tapscott employment area live in Toronto, with 22% of those living in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs and provides convenient access to jobs, contributing to the achievement of a complete community.

The accessibility of employment areas by transit is a core strength as the city moves toward adapting to climate change. Approximately 17% of workers access this *Employment Areas* by transit. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It

should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 5080 Sheppard Avenue East.

The lands are designated as *General Employment Areas* and are part of a large contiguous *Employment Area*. Immediately west, east, and north of the lands are lands designated as *General Employment Areas*, and beyond that *Core Employment Areas*. Further north is the Canadian Pacific Railway Toronto Yard. There are *Mixed Use Areas* and *Apartment Neighbourhoods* to the south and east across Sheppard Avenue and Markham Road respectively.

The proposed conversion of the lands would reduce the inventory of lands designated *General Employment Areas* and land availability for those uses that are only provided for within *Employment Areas*. The lands are on the periphery but bounded by and part of a larger contiguous *Employment Areas* and the proposed conversion of the lands would create a precedent for further conversions, thereby diminishing the supply of the City's *General and Core Employment Areas*. Fronting onto Sheppard Avenue East, the lands also act as a buffer to the residential areas to the south and support the transition to *Core Employment Areas* further to the north.

The lands are less than a kilometre from a Highway 401 interchange as well as the Canadian Pacific Railway Toronto Yard; both are extremely important for businesses as transportation and goods movement infrastructure. Sheppard Avenue East is identified as a Major Street on Map 3 of the Official Plan. *Employment Areas* that abut a Major Street with good access to a Highway 401 interchange are valuable and well-suited for businesses given their visibility and prominence as well as for truck and van access for the movement of goods and should therefore be available for employment uses. Staff are concerned that increased residential traffic could negatively impact the ability of the *Employment Areas* to use the transportation infrastructure to move goods. Introduction of residential uses and associated traffic could also jeopardize the operations of the City's Malvern TTC yard with increased congestion.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registrations (“EASR”), of which there are several in the area, in order to assess the potential impact of introducing residential permissions on the lands. Several industries include 24-hour operations, as well as very high levels of truck traffic and employee shift changes, all potentially leading to significant conflicts with the proposed residential uses. Interest in new industrial development along Sheppard Avenue East suggests there’s a market for the wide range of non-residential uses currently permitted on the lands. A conversion of

these lands could jeopardize the ability to provide a stable and productive operating environment for existing and new businesses and their economic activities. The requested introduction of residential and sensitive non-residential uses on the site would adversely affect the overall viability of the broader employment area.

Staff have concerns with the proximity of nearby industrial facilities and the potential for compatibility issues between impactful industries and proposed sensitive land uses. Industrial facilities that are nearby the conversion lands may cause noise, odour, and dust related impacts onto the proposed conversion request lands. In particular, the odour and air quality assessments regarding the Scarborough Transfer Station and the TTC Malvern Garage could potentially require mitigation that could make outdoor amenities for residential uses infeasible, and lead to an increase in complaints from new residents.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The City’s Peer Review of the study identified a number of issues including but not limited to; there are a number of facilities that fall within the area of influence for the lands that may not be compatible. For example, the gas station/car wash directly adjacent to the east is within the potential area of influence and does not meet the minimum separation distance for industrial land uses according to the D-6 Guidelines. The CN rail yard also falls within the area of influence as it is a Class III use and is federally regulated. Federally regulated rail yards are not obligated to implement mitigation measures to accommodate the conversion request. The City’s Peer Review of the compatibility/mitigation study identified multiple issues could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

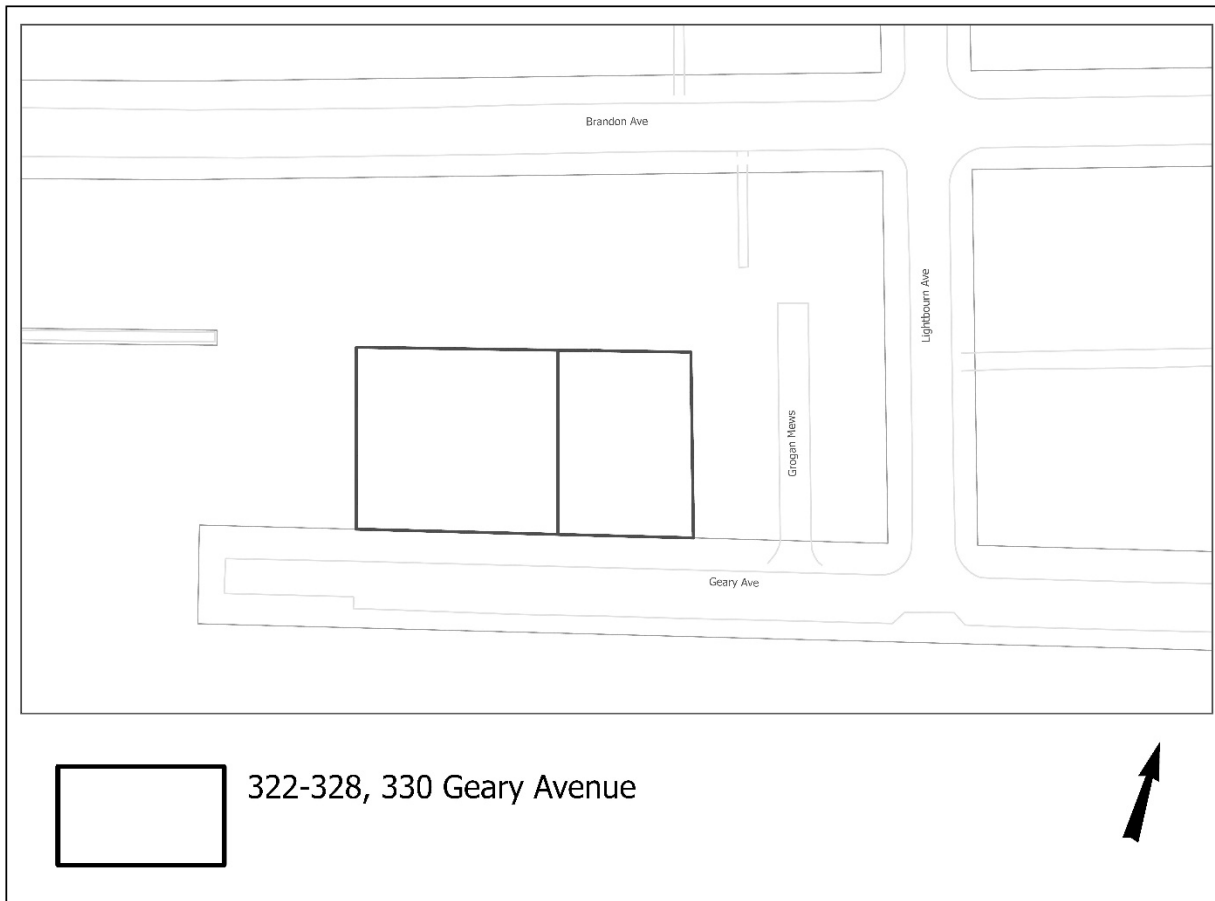
The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. The nearest school is a 1 km walk and the nearest recreation centre is approximately 3 km away, and would require the crossing of major streets.

RECOMMENDATION

Staff reviewed Conversion Request No. 066 (5080 Sheppard Avenue East) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.069

Address: 322-328 & 330 Geary Avenue
General area: Dupont Street & Dufferin Street
Ward: Davenport (9)
Owner (Applicant): C3 Church 416 Inc. (Lakeshore Group)
Site area: Approximately 0.28 hectares (0.7 acres)
Existing uses: Two 1- to 3-storey industrial buildings containing music rehearsal studios and ancillary offices



CONVERSION REQUEST

Proposal: Request to add a place of worship as a permitted use for the site. The place of worship would be the principal use (approximately 700 square metres) on the site, with accessory uses. The accessory uses proposed include a place of assembly, production studio, day nursery (daycare), education use, and administrative offices.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* (Map 17)

Area Specific Policies: Chapter 7 SASP 629 - Geary Avenue
Chapter 7 SASP 234 - Lands Abutting Old Weston Road, Geary Avenue, Primrose Avenue and Miller Street

Zoning By-law: Employment Industrial Zone (E 2.0) (x303) in the City-wide Zoning By-law 569-2013

SITE CONTEXT AND ADJACENT USES

North: 2-storey single detached residential buildings (further north: residential uses)

South: 1-storey industrial building used by a construction company (further south: CP rail corridor, low rise employment uses along Dupont Street, including a car wash, auto repair services, service commercial uses, a recording studio, etc.)

East: 4-storey townhouse complex (further east: commercial, light industrial and automobile repair uses)

West: Photography studio spaces, recreational uses, auto repair services, manufacturing uses including Goudey, a lacquer manufacturer (further west: residential uses beyond Primrose Avenue)

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted site visits. In response to issues identified in the Preliminary Assessment, the applicant provided additional materials for review. Staff considered this supplementary submission in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 069 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the eastern portion of the larger Junction-Weston-Dupont employment area. Originally developed along the rail corridor with more traditional, heavy employment uses, this area has transitioned over the years to serve a diverse range of users, ranging from light industrial and auto-related uses, to galleries, studios, breweries and offices. The Junction-Weston Dupont area's appeal has led to over \$500 million in new industrial and commercial buildings and alterations between 2016-2021, and over 436,000 square metres of non-residential floor space in development currently. The larger had a very low vacancy rate of 1% in 2021, demonstrating the demand for space within the area. This is a successful employment area with continued investment and a clustering of employment uses that provides a range of job opportunities for Torontonians.

Employment areas provide opportunities for Torontonians to live and work in the City. Eighty-two percent of the workers in this employment area live in the City, and 24% of all workers in the employment area reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs.

The accessibility of employment areas by transit is a core strength as the city moves toward adapting to climate change. Approximately a third of workers commute to the larger employment area using low-carbon modes of travel to work: 18% use transit, while 11% walk or cycle. Providing convenient access to jobs contributes to the achievement of a complete community.

The lands are located on the north side of Geary Avenue, which is a local road that terminates in a dead-end to the west of the lands. The lands are west of Dufferin Street, between Primrose Avenue and Lightbourn Avenue, and north of the CP North Toronto Subdivision rail line and Dupont Street. The existing building is currently occupied by the Rehearsal Factory, which provides rental rehearsal and recording studios of varying sizes, and equipment for artists.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the *Employment Areas* at 322-328 & 330 Geary Avenue.

The *Employment Areas* along Geary Avenue have evolved over the years and led to the recently completed Geary Works Planning Study that recognizes Geary Avenue for its "maker" uses, such as small-scale manufacturing, food production, artists' studios and production studios. The lands subject to this conversion request are located within the boundary of the Geary Works Planning Study. A key principle of the Study was to facilitate a vibrant mix of light industrial, commercial, cultural and recreational uses, where appropriate, and support existing businesses and cultural enterprises. Geary Avenue is predominately comprised of commercial and industrial spaces and is well suited to accommodate small to medium food production, creative/media industry maker spaces and studios, flexible workspaces, local scale e-commerce/logistics and professional services and offices, while also contributing to the creative and cultural industries in the area. Land use certainty is a prime consideration for new and expanding businesses in the area.

Through the Geary Works Planning Study, significant consultation took place between 2019 and 2021 with the local business community, the public, and residents. Consultation included surveys, multiple Community Consultation Meetings and Stakeholder Consultation Meetings. The consultation feedback noted the unique, independent nature of the existing business community, which cannot be easily replicated within traditional mixed-use development. Feedback from the consultation also identified the need for traffic calming measures, due to the limitations of the current transportation network, which can be greatly impacted by introducing more sensitive uses. The most common concern raised by both businesses and residents was traffic on Geary Avenue, making the street dangerous and unpleasant for pedestrians and cyclists, both at street crossings and on narrow sidewalks that are frequently interrupted by curb cuts for front yard parking and loading areas that support the employment uses on the street. Concerns regarding the lack of convenient parking spaces, high parking demand, and increasing congestion on the street were also raised. Feedback stressed the need for maintenance of and support for the existing mix of employment uses, which include industrial, office and studio spaces, with other uses that contribute to the place-making aspect of the street – music and rehearsal spaces, small-scale retail, and restaurant uses – while minimizing compatibility issues.

On July 14, 2021, City Council adopted Official Plan Amendment No. 531 ("OPA 531") including Site and Area Specific Policy No. 629 ("SASP 629"), and By-law 779-2021 which provides area-specific land use policies and zoning for the study area. Among other matters, Council directed staff to review the appropriateness of expanding the list of permitted uses within *Employment Areas* on Geary Avenue through the MCR, specifically with a focus on cultural industry uses to build upon the creative employment uses and planned economic function of the area. The Council decision included support for future creative enterprises, small-scale retail, cafes, restaurants, bars and music

venues on Geary Avenue and encouragement of other compatible employment land uses to animate Geary Avenue. The directions did not contemplate the introduction of place of worship or daycare uses for this area.

As part of the MCR, and as a continuation of the Geary Works Planning Study, through Official Plan Amendment No. 591 ("OPA 591"), staff recommended amendments to SASP 629 based on extensive consultation with a working group of tenants, businesses, property owners and artists. The working group was asked to consider planning and economic policies for the area that support artists and creative enterprises. Working group members described the area as a place of "production" (i.e., manufacturing and maker spaces) rather than one of "consumption" (i.e., restaurants and places of assembly). Working group members expressed support for small-scale restaurant and entertainment use permissions so long as they were provided with employment uses on the same property and for some broadened retail permissions.

The Council-adopted amendments to SASP 629, include maintaining the *Core Employment Areas* and *General Employment Areas* land use designations, while allowing for a narrow range of other economically supportive and compatible uses, specifically: small-scale restaurants; small-scale entertainment facilities; or small-scale retail that could sell items not connected to employment uses on the same site. These other uses are to be on the same site as the employment use, and the *Core Employment Areas* use must be the primary use on the site. To provide land use certainty for businesses in this area, the amendments continue to not permit sensitive and incompatible land uses. Place of worship and daycare uses were not considered as part of this process since Council did not consider these as appropriate uses for the area when they directed staff to undertake the work, and since these uses were not identified as desirable for the area through the extensive study and consultation as they would not be compatible with surrounding *Employment Areas* and would be impacted by and impact businesses' operations. The recommended amendments to SASP 629, through OPA 591, were brought forward to Planning and Housing Committee on July 5, 2022, and adopted by Council on July 19, 2022. OPA 591 remains before the Minister of Municipal Affairs and Housing for a decision.

To continue to support and grow employment across the City and maintain a healthy economy, the Employment Study conducted through this MCR recommends limiting conflict with sensitive uses that are not ancillary to the employment use, and not expanding the list of permitted uses in *Core Employment Areas* and *General Employment Areas*. The Growth Plan 2020 directs municipalities to plan for all *Employment Areas* by prohibiting residential uses and prohibiting or limiting other sensitive land uses that are not ancillary to the primary employment use.

The proposed conversion seeks to add permission for a place of worship on the lands. The intent is to re-use the existing building as a place of worship as the principal use, with accessory uses including place of assembly, production studio, day nursery (daycare), education use, and administrative use. Introducing a non-residential sensitive use such as a place of worship attracts more people to the area, who may not otherwise be accustomed to heavy truck traffic that facilitates goods movement. Besides impacting the viability of the existing and future employment uses in the area, a place of worship would bring in more traffic and pedestrians in an area that is already facing

traffic congestion and pedestrian issues. Sensitive land uses, like places of worship and daycares, 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. Through complaints on their operations, businesses operating in *Employment Areas* may be required to alter their operations, and impact the ability of nearby industry to obtain or operate in accordance with existing Environmental Compliance Approvals.

The *Day Nurseries Act* requires 5.6 square metres of outdoor space per child, which has the potential to conflict with operating businesses in the *Employment Area*. Having outdoor space for a day nursery close to industrial operations would result in noise, odour and dust impacts that would not be ideal for children using the daycare, and employees.

The subject lands are internal to an *Employment Areas* that is used for and planned for business and economic activities, including creative studios, manufacturing, distribution and warehousing. This *Employment Areas* provides for a range of employment uses and parcel sizes, and is close to Downtown. A conversion would adversely affect the ability for existing businesses to continue to operate because of the increased traffic and people in the area.

Geary Avenue is not identified as a Major Street on Map 3 of the Official Plan; it is a local road within the Transportation Services Road Classification system. Traffic capacity is already constrained on Geary Avenue, which terminates in a dead-end to the west of the lands. The lands are not well served by transit, as it is in the interior of the *Employment Area*. Permitting a place of worship and daycare at this location would impact the capacity and functioning of the transportation network that supports employment uses in this area, including further west of the lands towards the terminus of the street.

The Traffic Impact & Parking Study, submitted with the conversion request, projects that the proposed place of worship use would generate approximately 75 new two-way trips during Sunday peak period. The anticipated attendance numbers for the proposed place of worship results in a shortfall of 143 parking spots based on the City of Toronto's by-laws, or a shortfall of 49-55 parking spots based on the place of worship's projected needs as presented in the conversion request. To meet parking needs, users would have to park in the very limited on-street parking spots, as well as in spots belonging to nearby businesses. The added traffic and vehicles looking for parking would impact the movement of goods for existing and future employment uses on this small, dead-end street.

With regards to the proposed conversion, outreach to local industry included those with existing provincial Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registrations (“EASR”), as well as those in the immediate vicinity. This was done to gauge the impact of introducing additional sensitive uses within the *Employment Areas* itself, as the lands are adjacent to existing residential uses to the north and east. Truck access along Geary Avenue and parking in the area are both critical issues for local businesses, and in particular for the remaining industrial uses at

the western end of Geary Avenue, some of which receive truck deliveries multiple times a day, including weekends.

The retention of available space for a variety of employment users is a concern for the larger Junction-Weston-Dupont Employment area, which had a vacancy rate of 1% in 2021. The Q3 2022 vacancy rate for the Geary Avenue strip, from Primrose Avenue to Ossington Avenue, was 0% according to CoStar's database. These *Employment Areas* lands are successfully operating with low vacancy and require continued ability to use the road network for the movement of goods. Providing for a successful operating environment is important to maintain, and allow for expansion of, existing businesses, and to incubate and welcome new businesses that will employ future generations of Torontonians.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: complaint history, identifying all surrounding businesses within 70 metres of the proposed development, and clarification of businesses with potential stationary noise impact. The Peer Reviewers were not able to confirm that the C/M Study fulfils the City's Terms of Reference for C/M Study requirements. The Peer Review concludes that mitigation measures would be required for the proposed use, due to close proximity to industrial stationary noise sources and nearby rail traffic from the CP rail line to the south. Recommended mitigation measures include air conditioning or mandatory air conditioning and warning clauses related to noise from nearby industries and rail activities. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

To the northeast, at 33 Brandon Avenue, there is an existing place of worship located on lands designated *Core Employment Areas*. The Ontario Municipal Board ("OMB") approved this use in 1981 as an extension of a legal non-conforming use, confirming the decision of the Committee of Adjustment to approve the use, and dismissed the appeal of the Committee's decision. The 1981 OMB decision granted permission to change the use from a recreational and social club to a church. The lands at 33 Brandon Avenue were used as a place of worship decades before the current Official Plan policies framework was established that does not list places of worship as a permitted use in the *Employment Areas* through Official Plan Amendment 231.

RECOMMENDATION

Staff reviewed Conversion Request No. 069 (322-328 & 330 Geary Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as a *Core Employment Areas* without the introduction of a place of worship or daycare use.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 072

Address: 100 Wynford Drive

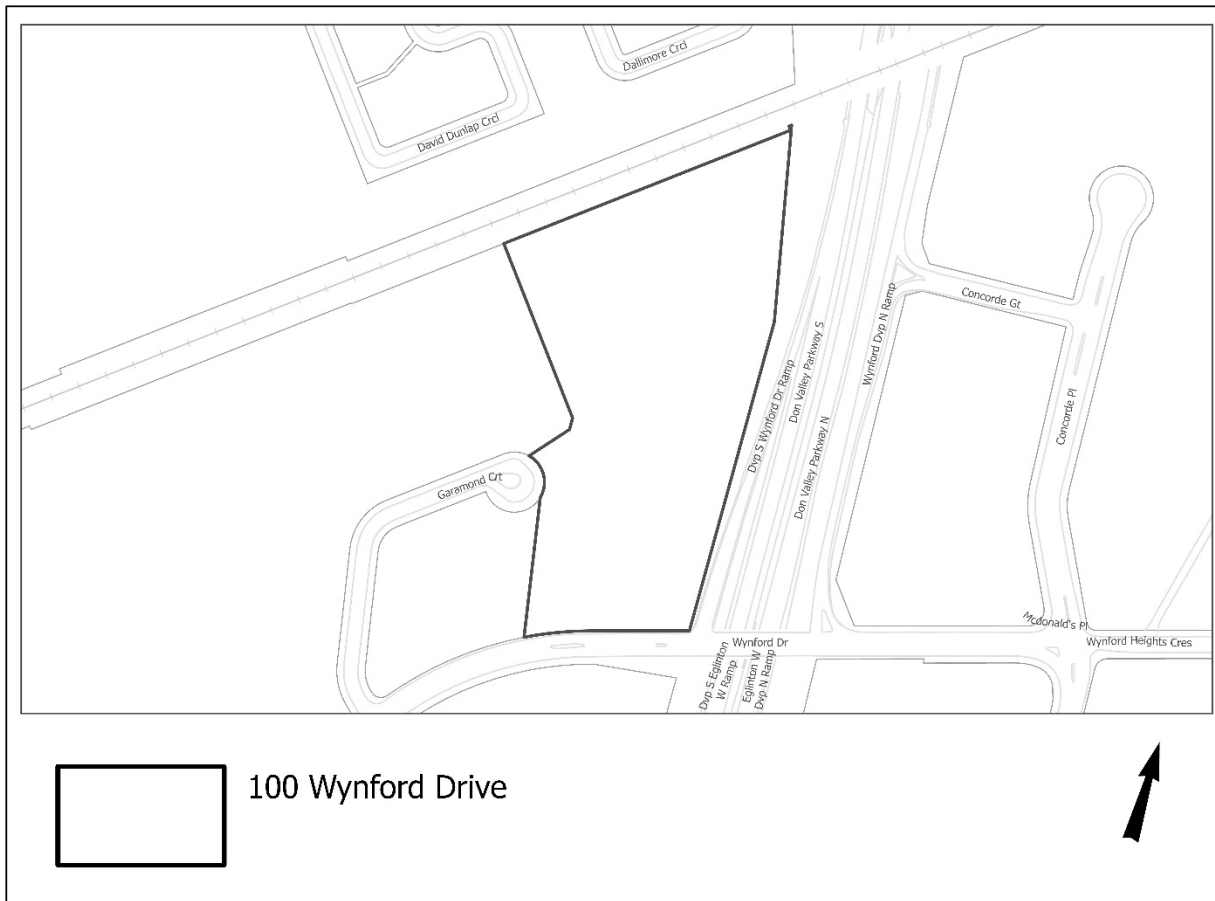
General area: Eglinton Avenue East and Don Mills Road

Ward: Don Valley East (16)

Owner (Applicant): H&R REIT (Bousfields)

Site area: Approximately 4.74 hectares (11.71 acres)

Existing uses: Commercial – 6-storey commercial/office building with surface parking



CONVERSION REQUEST

Proposal: Request to redesignate the lands from *General Employment Areas* to a designation to permit non-employment uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 20)

Area Specific Policies: Chapter 7 SASP 394 – Business Parks along the Don Valley Parkway Corridor

Zoning By-law: MO (17) Zone (Industrial Office-Business Park Zone) in the former City of North York Zoning By-law 7625 – includes car wash and dry cleaning and laundry establishments as permitted uses

SITE CONTEXT AND ADJACENT USES

North: CN Rail tracks, 9-storey apartment building and townhouses north of tracks

South: Aga Khan Museum

East: Don Valley Parkway and mixed use commercial and office buildings (10-12 Concord Place, 1 Concorde Gate (tenants include the Home Depot Canadian head office and ESRI Canada head office), and 175 Wynford Drive)

West: 5-storey office building occupied by Scotiabank (90 Wynford Drive)

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review (MCR). Preliminary

Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. The applicant provided additional materials for review, which Staff considered in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 072 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are part of the Don Mills Office-Focused Area of Employment, which represents 81.8 hectares of land and a total of 10,614 employees in 2022. There are six conversion requests in this part of the employment area that is bounded by Don Mills Road to the west, Greenbelt Drive to the north, the Don Valley Parkway to the east and Eglinton Avenue East to the south.

This is a corporate market with many larger tenants, such as Bell, Storage Mart and Janssen among others. However, the Don Mills Office-Focused Area of Employment can equally accommodate small to medium sized occupancies as compared to some other suburban submarkets which traditionally cater primarily to small occupancies. There are also some significant cultural institutions in the area, including the Aga Khan museum and the Japanese Canadian Cultural Centre. The majority of job growth in this area has been in the broader finance sector, accounting for 1,600 jobs in the area between 2011 and 2019.

Employment areas provide opportunities for Torontonians to live and work in the City. Seventy-two percent of the workers in this employment area live in the City, and 18% of all workers in the employment area reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (38%) use a low-carbon mode of travel to work: 32% use transit, which is higher than the average for all areas of employment, while 6% walk or cycle. Segments of the Don Mills Office-Focused Area of Employment will benefit from the introduction of the Eglinton Crosstown LRT and Ontario Line subway.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial

employment forecast. There is no need to convert the employment lands at 100 Wynford Drive.

The employment area is well connected to major goods movement corridors for vehicles and adjacent to the CP Rail Corridor. There are five major roadways providing access for traffic/deliveries both in and out of the area; Greenbelt Drive, Eglinton Avenue East, Don Mills Road, Wynford Drive and the Don Valley Parkway.

The lands are immediately next to an off-ramp from the Don Valley Parkway to Wynford Drive, the lands are also approximately 160 metres from the on-ramp to the Don Valley Parkway from Wynford Drive. The land fronts onto Wynford Drive, a major street on Map-3 of the Official Plan with a right-of-way width of approximately 27 metres serving the employment area. Major streets are designed as wider arterials to accommodate a mix of land uses, but due to their ability to support high volumes of traffic and provide good visibility and access for businesses, they are particularly well-suited for employment uses such as office buildings, retail stores, and manufacturing facilities.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses, including the rail corridor to the north and surrounding road network.

Employment sites that front a major expressway or highway are valuable and well-suited for business, given their visibility and prominence. These lands provide good visibility to the employment area and it abuts the Don Valley Parkway, offering advantages such as increased value and marketability, attracting customers and employees and improving the visibility of land for development or investment purposes.

The range and quantity of space that Toronto's *Employment Areas* provide is extremely important to Toronto's economy. It is important therefore to provide for a wide range of parcel sizes, locations and characteristics to ensure the long-term competitiveness of the City's *Employment Areas* that can accommodate the diverse needs of industry and business operations. The Official Plan requires the assessment of conversion requests in light of ensuring a variety of land parcels sizes within the *Employment Area* to reflect the diverse needs of industry and business operations. The proposed conversion of the lands would remove a large property used for employment uses as these conversion lands make up 5.8% of the total *Employment Area* at 4.75 hectares in size, making it the largest parcel in this part of the *Employment Area* east of Don Mills Road.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The lands form part of a contiguous area of land designated *Employment Areas* that is used and planned for business and economic activities. The lands are internal to the *Employment Area* and surrounded by employment lands that are used and planned for business and economic activities. The proposed conversion of the land would create a

precedent for further conversions to allow residential and sensitive non-residential uses in this employment area, diminishing the supply of employment land for *Employment Area* uses. The requested introduction of residential and sensitive non-residential uses on the lands would adversely affect the overall viability of the larger *Employment Areas*, an impact its ability to provide a stable and productive operating environment for existing and new businesses for their economic activities.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the Compatibility Mitigation ("C/M") Study determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, traffic noise, vibration and summary of nearby commercial/industrial operations, impact on industrial/commercial operations in the vicinity. The Peer Reviewer was not able to confirm that the "C/M" Study fulfills the City's Terms of Reference for "C/M" Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The lands are located within the Council-adopted Aga Khan Park & Museum Major Transit Station Area ("MTSA"). The Aga Khan Park & Museum station serves the Eglinton Crosstown light rail transit line. The MTSA was submitted on July 29, 2022 to the Minister of Municipal Affairs and Housing for approval, as the approval authority for conversion requests. To date, no decision has been received. The Growth Plan 2020 minimum density targets for PMTSA/MTSAs are targets for jobs as well as residents. Existing and permitted development within the PMTSA is planned for and exceeds the minimum population and employment target of 200 residents and jobs combined per hectare. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools.

The nearest assigned Toronto District School Board ("TDSB") Elementary School is approximately 2.4 km away from the lands. The nearest assigned Toronto District School Board ("TDSB") Intermediate School is approximately 2.7 km away from the lands. The nearest assigned Toronto Catholic District School Board ("TCDSB") School is approximately 2.4 km away from the lands. The nearest Library is the Flemingdon Park Branch of the Toronto Public Library System which is approximately 1.9 km away from the lands. The nearest Recreation Centre is approximately 1.9 km away from the lands.

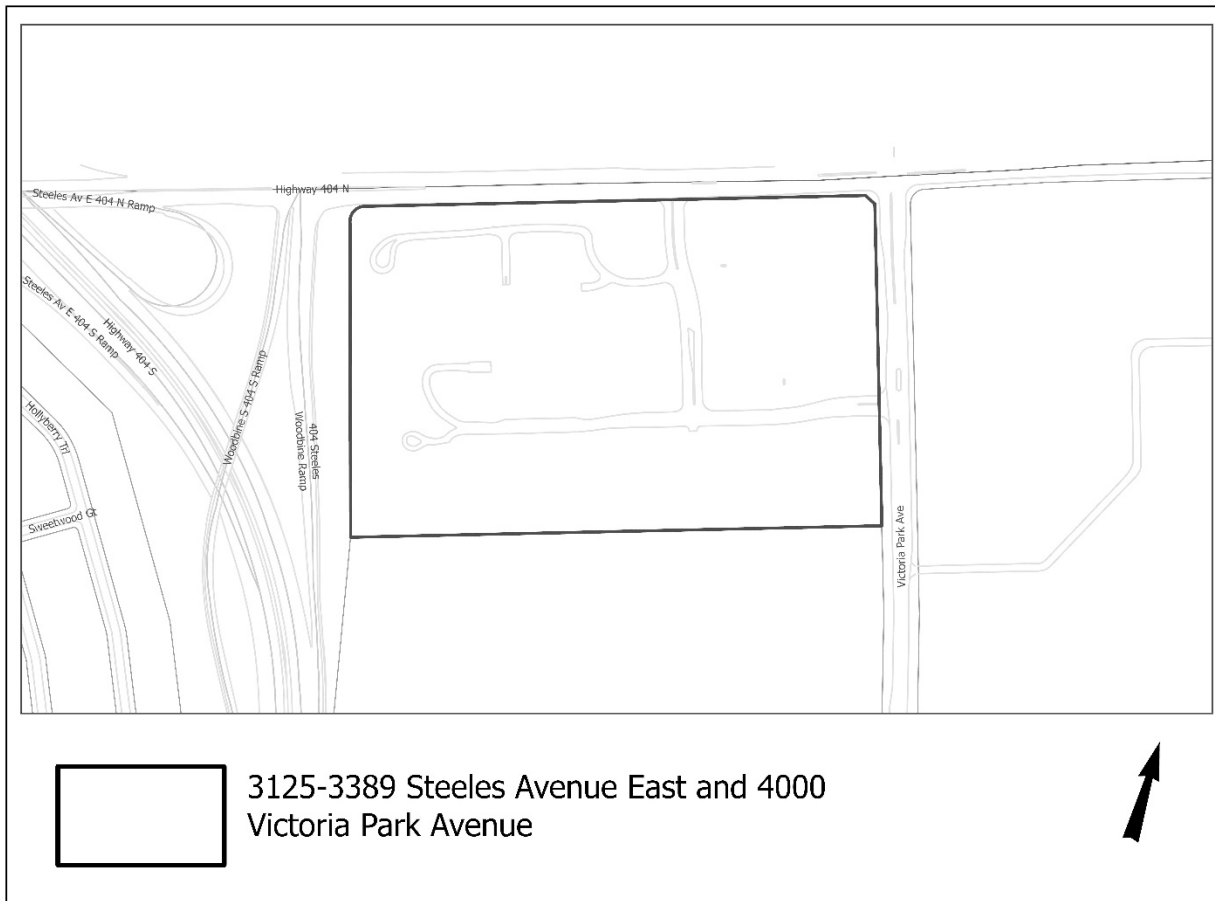
In order to access the nearest public schools, library, catholic school and recreation centre via walking, the route would require walking across the *Employment Area*, the Canadian Pacific Railway, and crossing major streets. The width of the right-of-way of those major streets range from approximately 27 metres to 58 metres.

RECOMMENDATION

Staff reviewed Conversion Request No. 072 (100 Wynford Drive) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.073

- Address:** 3125-3389 Steeles Avenue East, 4000 Victoria Park Avenue
- General area:** Victoria Park Avenue and Steeles Avenue East
- Ward:** Don Valley North (17)
- Owner (Applicant):** STC Investments Nominee Inc. (STC), c/o North American Development Group (Bousfields)
- Site area:** Approximately 6.8 hectares (16.8 acres)
- Existing uses:** The Steeles Technology Campus (office and retail uses)



CONVERSION REQUEST

Proposal: Request to redesignate part of the lands from *General Employment Areas* to *Regeneration Areas* to permit residential and office uses

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 19)

Area Specific Policies: Chapter 7 SASP 394 – Business Parks along the Don Valley Parkway Corridor

Zoning By-law: MO and MO(3) Zone (Industrial-Office Business Park Zone) in the former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Retail, service commercial and office uses on the north side of Steeles Avenue East which are within the boundaries of the City of Markham

South: 1-4 storey office (700-780 Gordon Baker Road)

East: Office building, parking and open space for BMO Institute for Learning

West: Highway 404

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests.

Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. The applicant provided additional materials for review, which staff considered in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 073 and provides staff's recommendations.

FINAL ASSESSMENT

This is the only conversion request in the Victoria Park – Steeles Office-Focused Area of Employment, which represents almost 130 hectares of land. As of 2021, the vacancy rate in this employment area was 2.2%. The employment area is bounded by Highway 404 to the west, Steeles Avenue East to the north, Pharmacy Avenue to the east and the utility corridor to the south. There is 6.4 million square feet of office inventory in the Victoria Park – Steeles Office-Focused Area of Employment, making it the largest of the office-focused areas of employment adjacent to Highway 404, with over 11,700 employees in 2022. There was \$135.7 million in non-residential building permits issued between 2016-2021 in this *Employment Area*, which includes construction and renovations, reflecting a high level of investment in non-residential buildings. In total, the building permits represent 84,160 square metres of additional gross floor area to be added throughout the *Employment Area*, demonstrating increased growth and investment in the *Employment Area*.

Employment areas provide opportunities for Torontonians to live and work in the City. Fifty-two percent of the workers in this employment area live in the City, and 16% of all workers in the employment area reside in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community."

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. 31% of the employees use a low-carbon mode of travel to work: 29% use transit, while 2% walk or cycle.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 3125-3389 Steeles Avenue East and 4000 Victoria Park Avenue.

The employment area is well connected to major goods movement corridors for vehicles. There are six major roadways providing access for traffic/deliveries both in and out of the area: Woodbine Avenue, Steeles Avenue East, Victoria Park Avenue,

Pharmacy Avenue, Gordon Baker Road and Highway 404. Employment lands abutting a major expressway or highway are valuable and well-suited for business, given their visibility and prominence as well as for truck and van access for the movement of goods. The lands are adjacent to an off-ramp from Highway 404 to Steeles Avenue East. Given the proximity to a major highway ramp, the lands visibility is advantageous for commercial and employment purposes.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The subject lands are part of a contiguous *Employment Areas* that are surrounded by employment lands that are used and planned for business and economic activities. The lands are on the northern periphery of the Victoria Park – Steeles Office-Focused Area of Employment in the City of Toronto, and south of Markham's employment lands directly north, putting the lands in the centre of a broader employment area that crosses two municipal jurisdictions. The proposed conversion of the lands would create a precedent for further conversions to permit sensitive uses in this *Employment Area*, and would adversely affect the overall viability of the broader *Employment Area*.

The proposed conversion would remove a large site used for employment uses. The lands are 6.9 hectares in size and make up 5.2% of the total *Employment Area*, making it the second largest site in this *Employment Area*. It is important to retain an inventory of employment lands that offer a wide range of parcel sizes, locations and characteristics to ensure the long-term competitiveness of the City's *Employment Areas*.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The Peer Review of the Compatibility Mitigation (“C/M”) Study determined that required information and assessment was not provided with respect to the following: site visit, complaint history, stationary noise, traffic noise, air quality, vibration, summary of nearby commercial/industrial operations and impact on industrial/commercial operations in the vicinity and the broader *Employment Area*. The Peer Reviewer was not able to confirm that the “C/M” Study fulfills the City’s Terms of Reference for “C/M” Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. The lands are isolated

and separate from the surrounding residential communities, the nearest of which are located across a major highway interchange.

The nearest library is approximately 3.1 km away from the lands. The nearest recreation centre is approximately 3.7 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) intermediate school is approximately 3.5 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) elementary school is approximately 2.4 km away from the lands. The nearest Toronto Catholic District School Board (“TCDSB”) school is approximately 2.4 km away from the lands.

In order to access the nearest library, public school, catholic school and community centre via walking, the route would require walking through the *Employment Areas* and crossing major streets if travelling by foot. The width of the right-of-way of those major streets range from approximately 27 metres to over 36 metres.

Despite the high level of transit ridership for workers in the employment area, it is not well connected to transit. For example, the Steeles Bus Rapid Transit/Light Rail Transit from Jane Street to McCowan Road is proposed in Metrolinx's 2041 Regional Transportation Plan but the certainty and timing is unknown. The nearest higher order transit station is Don Mills Subway Station, which is approximately 6 km away and reached by bus routes that are not part of the City's Ten-Minute Network. The Ten-Minute Network are surface bus routes that operate every ten minutes or better when the route is operated.

RECOMMENDATION

Staff reviewed Conversion Request No. 073 (3125-3389 Steeles Avenue East and 4000 Victoria Park Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.079

Address: 100 Bridgeland Avenue

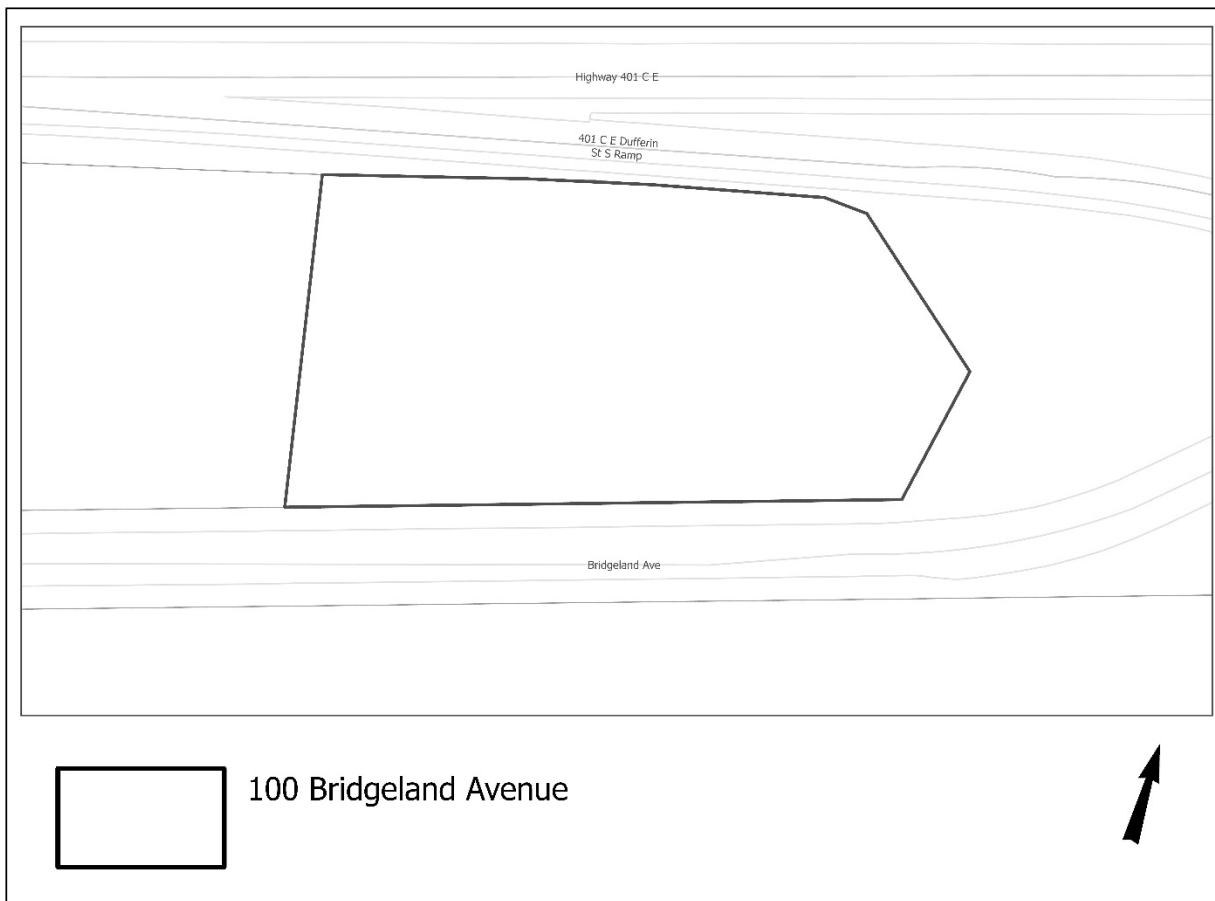
General area: Dufferin Avenue and Highway 401

Ward: Eglinton Lawrence (8)

Owner (Applicant): Rafih Automotive Group (Bousfields Inc.)

Site area: Approximately 0.88 hectares (2.17 acres)

Existing uses: Commercial/industrial – 1 storey retail/warehouse building occupied by 10 businesses



CONVERSION REQUEST

Proposal: Request to redesignate the lands from *Core Employment Areas* to *Mixed Use Areas* or another designation to permit non employment uses

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* (Map 16)

Area Specific Policies: N.A.

Zoning By-law: Industrial-Commercial Zone with a Holding Provision (MC(H)) in the Former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Highway 401

South: Low rise industrial uses, including Tyco Security Products and sales and storage uses

East: Ministry of Transportation works yard and Dufferin Street Entrance/Exit ramp to Highway 401

West: Low rise office, light industrial and wholesale uses, as well as the Canadian College of Osteopathy

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests.

Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 079 and provides staff's recommendations.

FINAL ASSESSMENT

The Caledonia – South Downsview Area of Employment represents 289 hectares of land south of Downsview Park. The spine of the employment area follows Caledonia Road from Eglinton Avenue West in the south, to Wilson Avenue to the north. The eastern and western boundaries are in between Keele Street and Dufferin Street. There are two small portions of the employment area that extend beyond the above-mentioned boundaries including the lands at Wilson and Highway 401/Allen Road and a few sites along Caledonia Road south of Eglinton Avenue West.

The Caledonia – South Downsview Area of Employment continues to thrive and is a viable and successful employment area. Over 4,000 jobs have been added between 2011-2019, and there are over 8.9 million square feet of rentable industrial building area, with a very low vacancy rate of 1.6% in 2021. In addition, \$116 million in non-residential building permits were issued during this same time period, with an additional 56,000 square metres of proposed development, reflecting a high level of investment in non-residential buildings. Taken together, this indicates that the area is desirable, and that businesses have confidence locating there.

Employment areas provide opportunities for Torontonians to live and work in the City. Fifty-six percent of the workers in the Caledonia – South Downsview Area of Employment live in the City of Toronto. Of these workers, 45% reside in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents. Downsview Area of Employment employs the highest share of workers who live in areas designated by the City of Toronto as NIAs. Providing convenient access to jobs contributes to the achievement of a complete community. In addition, economic growth in these areas supports important equity objectives.

The area's accessibility by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (46%) use a low-carbon mode of travel to work: 40% use transit, which is higher than the average (20%) for all areas of employment, while 6% walk or cycle.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial

employment forecast. There is no need to convert the employment lands at 100 Bridgeland Avenue.

Staff have concerns with the potential impact of re-designating the site from *Core Employment Areas* to a designation that permits residential and other sensitive uses. The lands are part of a contiguous employment area and are surrounded by *Core Employment Areas* to the south and west, Highway 401 to the north, and a Highway 401 interchange to the east, as well as a Ministry of Transportation Works Yard. *Core Employment Areas* allow for a full range of industrial uses and are intended to not attract the general public into *Employment Areas*. The lands front onto Bridgeland Avenue, which is internal to the employment area and provides a 1.2 km stretch of *Core Employment Areas* on both sides of Bridgeland Avenue.

The requested introduction of residential and sensitive non-residential uses on the lands would create a precedent for further conversions. The contiguous nature of this employment area provides land use certainty for business operations and helps to facilitate clustering of associated businesses. The requested introduction of residential and sensitive non-residential uses on the site would adversely affect the overall viability of the broader employment area.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. The lands are adjacent to Highway 401 and approximately 550 metres from the nearest Highway 401 on-ramp. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

It is important to provide for a wide range of parcel sizes, locations, and characteristics to ensure the long-term competitiveness of the City's *Employment Areas* that can accommodate the diverse needs of industry and business operations. These lands are located adjacent to a Highway 401 on ramp, providing good access for business, economic activities, clustering, and prominent visibility from the highway.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The Peer Review of the Compatibility/Mitigation Study (C/M Study) determined that required information and assessment was not provided with respect to the following: complaint history, exchange of information with major facilities, stationary noise, traffic noise, emissions, wind conditions, air quality, vibration, impact on industrial/commercial operations in the vicinity and the broader Employment Area. The Peer Reviewer was not able to confirm that the C/M Study fulfills the City’s Terms of Reference for C/M Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

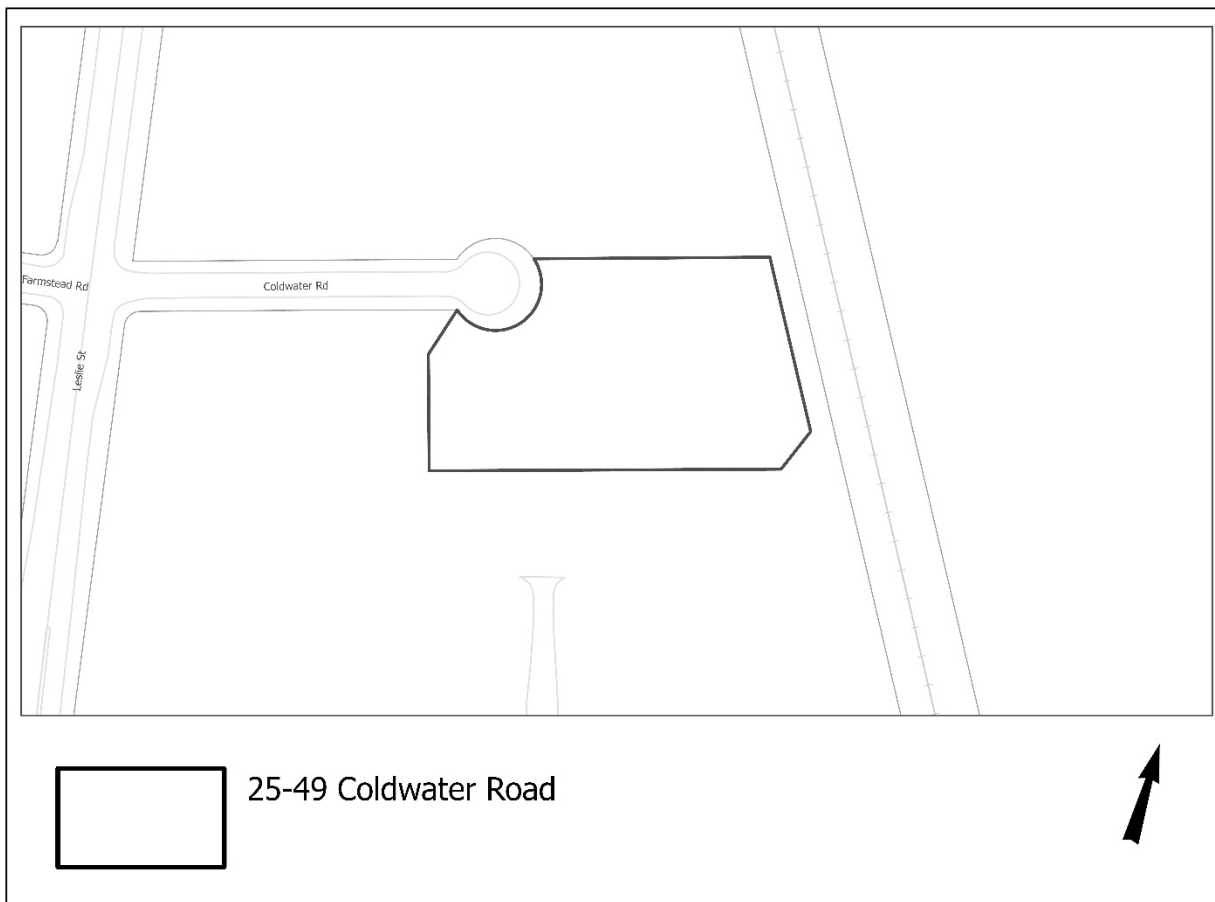
The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. The nearest assigned Toronto District School Board (“TDSB”) elementary school is 2.1 km away from the subject site. The nearest assigned Toronto District School Board (“TDSB”) secondary school is 1.3 km away from the subject site. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is 2.1 km away from the subject site. The nearest library is 3.1 km away from the subject site.

RECCOMENDATION

Staff reviewed Conversion Request No. 079 (100 Bridgeland Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.081

Address: 25-49 Coldwater Road
General area: Leslie Street and York Mills Road
Ward: Don Valley East (16)
Owner (Applicant): Northbridge Investment Management (Bousfields)
Site area: Approximately 1 hectare (2.5 acres)
Existing uses: 1-2 storey building with commercial and office uses



CONVERSION REQUEST

Proposal: Request to redesignate the lands from *General Employment Areas* to *Mixed Use Areas* to permit a mix of residential, office, retail, and service commercial uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 19)

Area Specific Policies: Chapter 7 SASP 92 – Northeast of Eglinton Avenue East and Leslie Street

Zoning By-law: MC (H) Zone (Industrial-Commercial Zone) in the former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Central Montessori School

South: Retail, restaurant, service commercial and medical office plaza

East: Canadian National railway corridor

West: Retail, restaurant, service commercial and medical office plaza

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. The applicant provided additional materials for review, which Staff considered in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 081 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are part of the Duncan Mills Office-Focused Area of Employment, which had almost 130 hectares of land and 20,147 employees in 2022. There are three conversion requests in this *Employment Area*, which is bounded by Leslie Street and Scarsdale Road to the west, Betty Sutherland Trail Park to the north, Don Mills Road to the east and Bond Park and CN Railway to the south. \$86.3 million in non-residential building permits were issued between 2016-2021 in this *Employment Area*, including construction and renovations. In total, these permits represent 86,000 square metres of additional gross floor area to be added throughout the *Employment Area*, demonstrating growth and investment. Fourteen percent of all Toronto jobs in the finance, insurance & real estate sector that are found in areas of employment are located in the Duncan Mills area. The area is attractive to small and mid-sized tenants seeking lower office occupancy costs and is suited to private businesses and entrepreneurial-type occupancies.

Employment areas provide opportunities for Torontonians to live and work in the City. The Duncan Mills Office-Focused Area of Employment has one of the highest shares of workers residing in the City of Toronto. Seventy-one percent of the workers in this employment area live in the City, and 15% live in Neighbourhood Improvement Areas ("NIAs). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community. *Employment Areas* are a key contributor to the quality of life for Torontonians, reflected by the significant share of jobs held by city residents in these areas.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (33%) use a low-carbon mode of travel to work: 32% use transit, which is higher than the average for all areas of employment, while 3% walk or cycle.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 25-49 Coldwater Road.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The subject lands form part of a contiguous area of land designated *Employment Areas*

that is used and planned for business and economic activities. The lands are internal to an *Employment Areas* and are surrounded by employment lands that are used and planned for business and economic activities, such as Advanced Automotive Car Care at 14 Coldwater Road.

The proposed conversion would create a precedent for further conversions to allow residential and sensitive uses in this *Employment Area*. The contiguous nature of these *Employment Areas* lands provides land use certainty for operating businesses and helps to facilitate clustering of associated businesses. The lands are part of a cluster with surrounding business establishments including commercial uses to the east and south. The introduction of a sensitive use would reduce the employment area's ability to provide land use certainty for the planned function of the broader employment area. This would adversely affect the overall viability of the employment area and its ability to function as intended.

The larger employment area is well connected to vehicular major goods movement corridors. There are five major roadways providing access for traffic/deliveries both in and out of the area; Leslie Street, York Mills Road, Don Mills Road, Highway 401, and the Don Valley Parkway. The lands do not have direct access to a major street and can only be accessed by passing through the *Employment Areas* via Coldwater Road. However, the lands do offer good vehicular access to Leslie Street, the Don Valley Parkway and Highway 401.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

The range and quantity of space that Toronto's *Employment Areas* provide is extremely important to Toronto's economy. It is important therefore to provide for a wide range of parcel sizes, locations, and characteristics to ensure the long-term competitiveness of the City's *Employment Areas* that can accommodate the diverse needs of industry and business operations. The lands have a desirable size and shaped parcel.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the Compatibility Mitigation ("C/M") Study determined that required information and assessment was not provided with respect to the following: complaint history, traffic noise, vibration, exchange of information with major facilities and other nearby businesses, summary of nearby commercial/industrial operations, impact on industrial/commercial operations in the vicinity and the broader *Employment Areas* and impact that the conversion request would have on potential employment uses permitted in the area. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools.

The nearest library is approximately 2.9 km away from the lands. The nearest recreation centre is approximately 2.1 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) intermediate school is approximately 1.7 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) elementary school is approximately 1.6 km away from the lands. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is approximately 4.6 km away from the lands.

In order to access the nearest library, public school, catholic school and community centre via walking, the route would require walking through the *Employment Areas* and crossing major streets including Highway 401 if travelling by foot. The width of the right-of-way of those major streets range from approximately 30 metres to over 38 metres.

Despite a notable number of workers that use transit, the lands do not have good transit accessibility. The nearest higher order transit station is Leslie Subway Station, which is approximately 2.3 km away and reached by a bus route that is not part of the City's Ten-Minute Network. The Ten-Minute Network are surface transit bus routes that operate every ten minutes or better at all times the route is operated.

RECOMMENDATION

Staff reviewed Conversion Request No. 081 (25-49 Coldwater Road) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*

FINAL ASSESSMENT OF CONVERSION REQUEST NO.087

Address: 4800-4830 Sheppard Avenue East

General area: Shorting Road and Sheppard Avenue East

Ward: Scarborough North (23)

Owner (Applicant): 2752391 Ontario Inc. & 2752392 Ontario Inc. (WND Associates)

Site area: Approximately 2.03 hectares (5.02 acres)

Existing uses: 4800 and 4810 Sheppard Avenue East: Two 1-storey retail and service commercial buildings with surface parking
4820 and 4830 Sheppard Avenue East: Two 1-storey retail and service commercial buildings



CONVERSION REQUEST

Proposal: Request to redesignate the lands from *General Employment Areas* to *Mixed Use Areas* to permit residential

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 19)

Area Specific Policies: N.A

Zoning By-law: Industrial (M) & Industrial District Commercial Zone (MDC) in the Former City of Scarborough Employment District By-Law 24982 (Marshalling Yard)

SITE CONTEXT AND ADJACENT USES

North: (1)-storey buildings, consisting of multiple units generally used for commercial, retail, and manufacturing uses including Derma Sciences (Integra), a medical technology services and equipment manufacturer. Further north to Nugget Avenue are low rise buildings used for a mix of industrial and commercial uses including metal fabrication, powder coating services, and food processing, and multiple places of worship.

South: Low rise residential

East: Across Shorting Road are manufacturers, automotive repair and dealerships and the Toronto Transit Commission – Malvern Garage

West: Self-storage. Further west is a three (3)-storey building used for medical research and a series of automotive repair uses.

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary

Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 087 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located on Sheppard Avenue East just west of Shorting Road, within the Tapscott employment area. The Tapscott employment area is located in the north-east area of Toronto and is the City's third largest employment area geographically with approximately 666 hectares of employment land. The Tapscott employment area was home to nearly 31,300 jobs in 2022, and 13% of all Toronto manufacturing jobs, and is also a favoured location for transportation, warehousing, and wholesale trade. Over \$500 million has been invested in new building and alteration permits between 2016-2021 with approximately 307,000 square metres of new development on the horizon demonstrating this employment area continues to be a desirable area for businesses to locate. The Employment Study also highlights recent value of non-residential building permits near the lands valued up to \$25 million.

Currently there are few to no vacancies in the immediate area of this site, with overall industrial vacancy rates in northern Scarborough at under 1%. It is expected that the Tapscott employment area will continue to remain in high demand for a wide range of businesses, with its key goods movement characteristics, including its proximity and ease of access to Highway 401 and the Canadian Pacific Railway Yard. The Canadian Pacific Railway Toronto Yard makes Tapscott a favoured location for warehousing and logistics operations with Amazon, FedEx, and Canada Post having all recently built facilities in the area.

Employment areas provide opportunities for Torontonians to live and work in the City. Approximately 59% of the workers in the Tapscott employment area live in Toronto, with 22% of those living in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs and provides convenient access to jobs, contributing to the achievement of a complete community.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 4800 - 4830 Sheppard Avenue East.

The lands are designated as *General Employment Areas*, as are the lands immediately west and east of the site. North of the lands is *Core Employment Areas* and further north of the lands is the Canadian Pacific Railway Toronto Yard.

South, across Sheppard Avenue East, are designated as *Neighbourhood*. The street serves as a buffer between the *General Employment Areas* of the lands, and the *Neighbourhood* land uses to the south. Fronting onto Sheppard Avenue East, the lands also act as a buffer to the residential areas to the south and supports the transition to *Core Employment Areas* further to the north. The Sheppard Avenue frontage, as well as uses along Shorting Road to the east, serve as a lighter industrial and retail transition to the heavier uses internal to the employment area. The proposed conversion would eliminate this existing separation between different land uses, resulting in *Mixed Use Areas* that permit residential uses, being immediately adjacent to *Core Employment Areas*.

The proposed conversion of the lands would reduce the inventory of lands designated *General Employment Areas* and land availability for those uses that are only provided for within *Employment Areas*. The lands are on the periphery and part of a larger contiguous *Employment Areas* and the proposed conversion of the lands would create a precedent for further conversions, thereby diminishing the supply of the City's *General and Core Employment Areas*.

Conversion of these lands could jeopardize the ability to provide a stable and productive operating environment for existing and new businesses and their economic activities. An introduction of a sensitive use such as residential could adversely impact existing and future business's ability to comply with their environmental compliance approvals. The predominant uses in this employment area include a mix of commercial auto related uses, metal fabrication locations, and storage and maintenance facilities. The proposed conversion would reduce the ability to provide opportunities for the clustering of similar or related employment uses.

The lands are in proximity to a Highway 401 interchange as well as the Canadian Pacific Railway Toronto Yard; both are extremely important for businesses as transportation and goods movement infrastructure. The site has access to Sheppard Avenue East, and is in vicinity to Nugget Avenue, both of which are Major Streets identified in Map 3 of the Official Plan. Shorting Road is part of an interior street network that connects these two streets, which provides access for goods movement, making the lands and the larger employment area strategically located for industrial uses.

Employment Areas that abut a Major Street with close access to a Highway 401 interchange are valuable and well-suited for businesses given their visibility and prominence as well as for truck and van access for the movement of goods and should therefore be available for employments uses. Staff are also concerned that increased residential traffic could negatively impact the ability of the *Employment Areas* to use the transportation infrastructure to move goods. It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for

manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registrations (“EASR”), of which several exist in the area, in order to assess the potential impact of introducing residential permissions on the lands. Several industries include 24-hour operations, as well as varying levels of truck traffic and employee shift changes, all potentially leading to significant conflicts with the proposed residential uses. Interest in new industrial development along Sheppard Avenue East suggests there's a market for the wide range of non-residential uses currently permitted on the lands.

Staff have concerns with the proximity of nearby industrial facilities and the potential for compatibility issues between sensitive land uses and impactful industries. Industrial facilities that are nearby the conversion lands may cause noise, odour, and dust related impacts onto the proposed conversion request lands. There is one Class III (Heavy Industrial) industry within the 1km area of influence of the development and there are a number of Class II (Medium Industrial) industries within the 300m area of influence of the lands.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The City's Peer Review of the compatibility/mitigation study concluded that a number of issues were identified. Issues identified but not limited to included consideration of compatibility of vacant lots in immediate proximity, a number of facilities within the 1000m radius not identified or included in the study, and existing ECAs that could have compliance issues with introduction of sensitive uses. The Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The lands are located within the Council-adopted McCowan Major Transit Station Area (“MTSA”), which will serve the Scarborough Subway Extension. The MTSA was submitted on July 29, 2022 to the Minister of Municipal Affairs and Housing for approval, as the approval authority for MTSA's. To date, no decision has been received. The Growth Plan 2020 minimum density targets for PMTSA/MTSA's are targets for jobs as well as residents. Existing and permitted development within McCowan Station MTSA is planned for and meets a minimum employment and population target of 200 jobs and residents combined per hectare. Approximately, 17% of workers access this employment area by transit. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. Much of the existing or planned community infrastructure to accommodate the proposed conversion request requires the crossing of major streets and key facilities such as parks are over 1 km away.

RECOMMENDATION

Staff reviewed Conversion Request No. 087 (4800-4830 Sheppard Avenue East) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.089

Address: 1530-1536 Midland Avenue

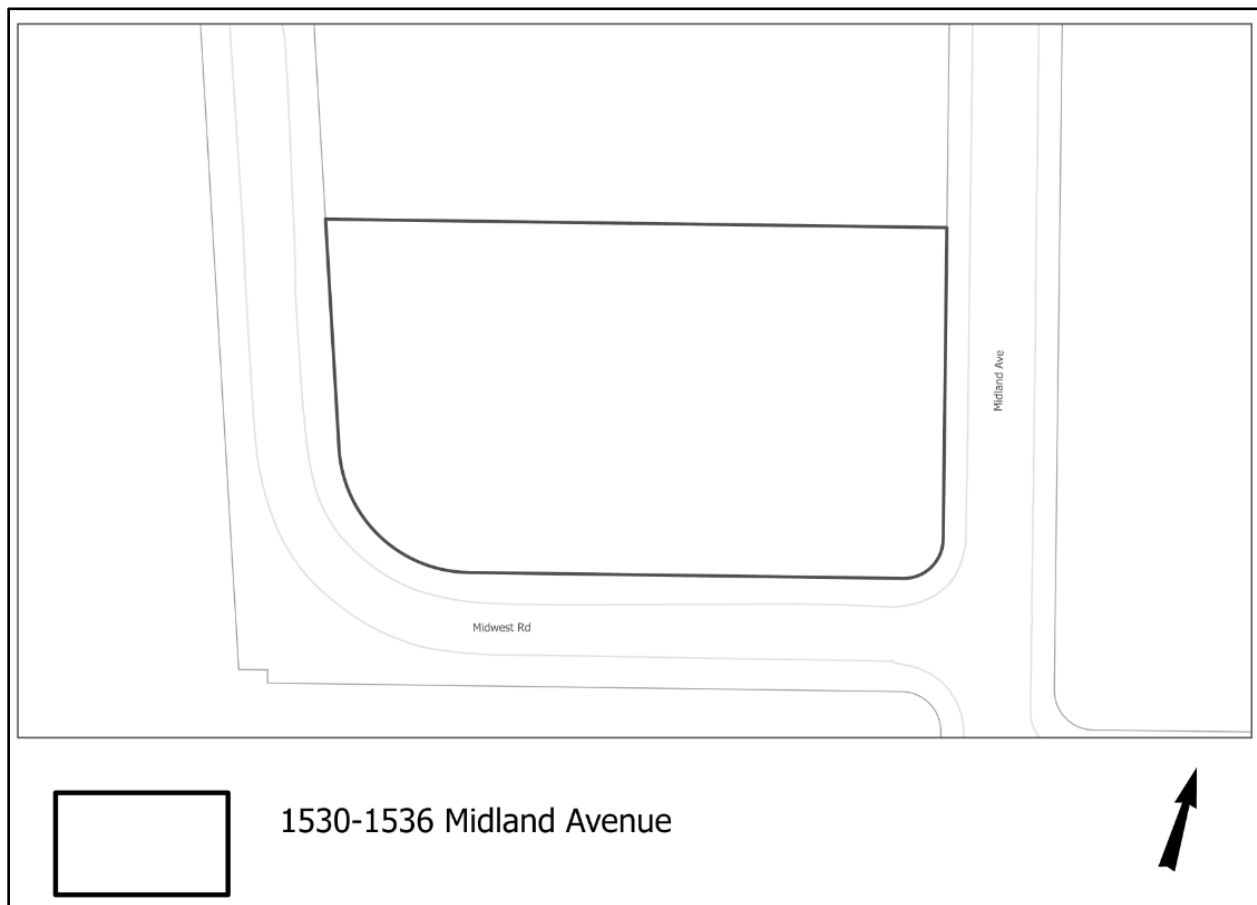
General area: Midwest Road and Midland Avenue

Ward: Scarborough Centre (21)

Owner (Applicant): Nova Construction Company Ltd. (The Biglieri Group Ltd.)

Site area: Approximately 1.13 hectares (2.79 acres)

Existing uses: One-storey building used for retail, commercial, automobile repair and related uses



CONVERSION REQUEST

Proposal: Request to redesignate part of the lands from *Core Employment Areas* to *General Employment Areas* to permit additional retail and service uses, and part of the lands from *General Employment Areas* to *Mixed Use Areas* to permit residential.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* and *General Employment Areas* (Map 20)

Area Specific Policies: N.A.

Zoning By-law: Western portion of 1530-1536 Midland Avenue: Employment Industrial Zone (E) in the City of Toronto Zoning By-law 569-2013
Eastern portion of 1530-1536 Midland Avenue: Industrial Commercial Zone (MC) in the Former City of Scarborough Employment District By-law 24982

SITE CONTEXT AND ADJACENT USES

North: Single storey retail, light industrial, and place of worship uses. Further north is Toronto Fire Station 232. To the northeast is a plastic fabrication company, Scepter Canada Inc.

South: On the south side of Midwest Road are two 1-storey retail and commercial buildings. Further south is a 1-storey building generally used for commercial and retail uses.

East: On the east side of Midland Avenue are two apartment buildings and proposed low rise residential uses.

West: On the west side of Midwest Road is a 1-storey industrial building with multiples users, including Afghan Auto Glass. Further west are railway tracks and industrial uses on the other side.

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would

not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders, and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 089 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located on the northwest corner of Midland Avenue and Midwest Road just north of Lawrence Avenue East, and approximately 300 m east of the Stouffville GO line rail corridor. The lands are located on the north-eastern edge of the larger South-Central Scarborough employment area, at a key entrance to the strip of industrial and commercial uses along Midwest Road, a thriving area for traditional manufacturing, auto-related uses and wholesaling and warehousing uses.

Seven percent of all manufacturing jobs in Toronto are found in the larger South-Central Scarborough employment area, and as of 2021, the vacancy rate was virtually zero. Over \$176 million has been invested in new building and alteration permits between 2016-2021 with approximately 176,000 square metres of new development on the horizon. It is expected that the South-Central Scarborough employment area will continue to remain in high demand for a wide range of businesses, due to its location serving a large customer base in central Scarborough and access to major roadways.

Employment areas provide opportunities for Torontonians to live and work in the City. Approximately 70% of the workers in the South-Central Scarborough employment area live in Toronto, with 30% of those living in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs and provides convenient access to jobs, contributing to the achievement of a complete community.

The accessibility of *Employment Areas* by transit is a core strength as the City moves toward adapting to climate change. Approximately 32% of the workers in this area that reside in Toronto use public transit to get to work.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial

employment forecast. There is no need to convert the employment lands at 1530-1536 Midland Avenue.

The lands have a split land use designation with the eastern portion fronting onto Midland Avenue designated as *General Employment Areas*, and the western portion designated as *Core Employment Areas*. North of the lands are *General* and *Core Employment Areas* designations, and to the east across Midland Avenue and south across Midwest Road the Official Plan land use designations include residential permissions.

The lands are on the periphery of a larger contiguous *Employment Area*, and the proposed conversion of the lands would create a precedent for further conversions, thereby diminishing the supply of the City's *General and Core Employment Areas*. Fronting onto Midland Avenue, the lands also act as a buffer for the residential areas to the east and support the transition from lighter industrial and retail uses to heavier uses on the *Core Employment Areas* to the west. A conversion of these lands could jeopardize the ability to provide a stable and productive operating environment for existing and new businesses and their economic activities within the existing area.

Staff have concerns with the potential impact of redesignating the lands, as the introduction of sensitive uses could adversely affect the overall viability of the large *Employment Areas* and have impacts on the operations of medium and large industrial facilities in proximity to this property. Outreach to local industry included those with existing provincial Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registrations (“EASR”), of which there are several in the area, in order to gauge the impact of introducing residential uses and broader commercial permissions west of Midland Avenue and north of Midwest Road. Concerns raised by industry included the potential impacts on roads and the efficient movement of goods associated with a greater mix of commercial and residential traffic; increased costs for potential mitigation and restrictions related to ECA approvals; and the prospect of complaints from new residential neighbours.

Staff also have concerns with the proximity of nearby facilities and the potential for compatibility issues between proposed sensitive land uses and impactful industries, including but not limited to the Class II facilities that do not meet the minimum recommended setback distance according to the D-6 Guidelines, and have the potential for an adverse impact on the lands. Nearby facilities may have noise, odour, and dust related impacts on the proposed sensitive uses being requested on the lands.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The City's Peer Review of the compatibility/mitigation study noted insufficient air quality and noise assessments were provided and the potential impact to ECA and EASR requirements for multiple facilities in the area is unknown warranting additional analysis. In addition, the introduction of sensitive land uses could impact the decisions of industries to expand or locate in the employment area and jeopardize further compliance. The City's Peer Review of the compatibility/mitigation study concluded that a number of issues were identified. The Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal

Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres is one of the considerations examined by staff. While the lands do have community services and facilities nearby, other factors had a greater bearing on staff's recommendations, in reading the Growth Plan 2020, PPS 2020, and OP in their entirety.

RECOMMENDATION

Staff reviewed Conversion Request No. 089 (1530-1536 Midland Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *Core Employment Areas* and *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.091

Address: 162 North Queen Street

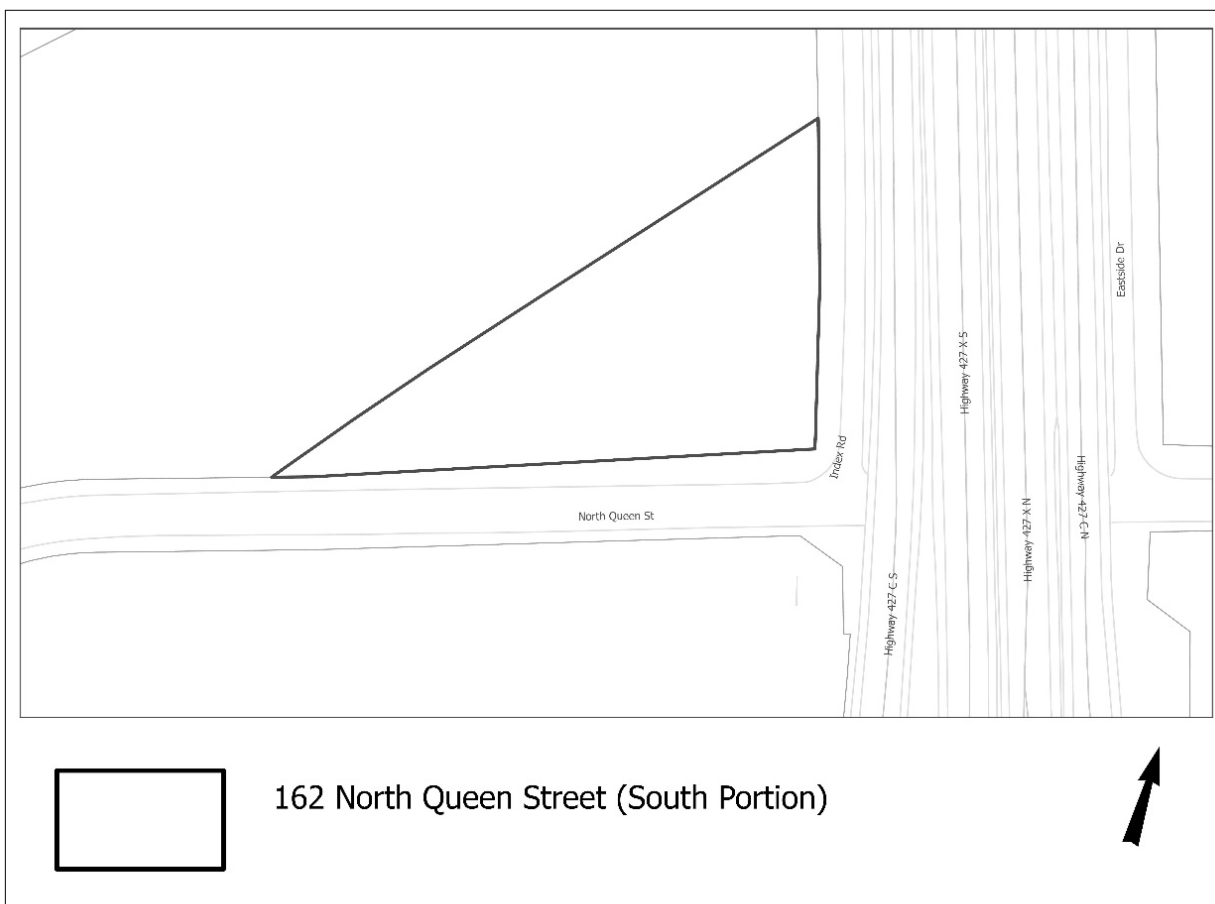
General area: Highway 427 and North Queen Street

Ward: Etobicoke-Lakeshore (3)

Owner (Applicant): SmartCentres (MHBC)

Site area: Approximately 1.2 hectares (3 acres)

Existing uses: Commercial retail plaza with food and service outlets



CONVERSION REQUEST

Proposal: Request to redesignate lands municipally known as 148-154 North Queen Street from *General Employment Areas* to *Mixed Use Areas*.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)
Designation(s): *General Employment Areas* (Map 15)
Area Specific Policies: Chapter 7 SASP 19 & 20
Sherway Area Secondary Plan – subject to OPA 469 Appeal
Zoning By-law: Limited Commercial (CL) in the Former City of Etobicoke Zoning Code

SITE CONTEXT AND ADJACENT USES

North: Hydro corridor and Power Centre, with CP Railway corridor and industrial uses beyond
South: Power Centre with Gardiner Expressway on-ramp beyond
East: Highway 427 off-ramp and Highway 427
West: Hydro Corridor and Power Centre

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 091 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the eastern portion of the South Etobicoke employment area. This area ranks as the second largest concentration of land designated *Employment Areas* in the City, accommodating over 39,000 jobs. This area has excellent highway access with close proximity to Toronto's Lester B. Pearson International Airport and the downtown core.

Within the employment area, transportation and warehousing are the predominant employment types however, manufacturing also maintains a significant continuing presence. Equally important is the existence of two other influential major industry hubs. First is the local film industry hub anchored by one of the largest production studios in Canada as well as the country's largest film equipment supplier. Second is the substantial presence of the food industry which is largely anchored by the Ontario Food Terminal – the second largest fresh food distribution facility in North America. Given their dominance and economic importance, there is a strong locational demand to be within close proximity to these major facilities from the wide network of firms with goods and services that support these clusters. Reinvestment in this area remains strong with over \$350 million in building permit activity issued between 2016-2021 with at least four new major industrial buildings of over 23,000 square metres currently in the development approval pipeline.

Employment Areas provide opportunities for Torontonians to live and work in the City, rather than commuting to jobs outside of the City. In this employment area, fifty-nine per cent of the workers live in the City of Toronto, and 19 per cent of the workforce residing in Toronto live in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 162 North Queen Street.

The lands are located in the Sherway Area Secondary Plan (“Secondary Plan”) that was established with Council's adoption of Official Plan Amendment No. 469 (“OPA 469”) in 2019. The Secondary Plan has been appealed to the Ontario Land Tribunal (“OLT”) by eight appellants including the owner of the lands. City staff are continuing to attempt to resolve the appellants' issues with OPA 469. The OLT has brought parts of the Secondary Plan into force and other parts remain under appeal, including the owner of the lands appeal.

The Secondary Plan sets out a framework to guide significant intensification of employment, residential and other uses in the Secondary Plan area. The Sherway Area Study indicates that the development framework is intended to limit the amount of

development in the Secondary Plan area based on transportation and servicing capacity.

The Secondary Plan provides for a significant amount of residential development in this area and sets a limit of 550,000 square metres of gross floor area in the Secondary Plan area, which equates to approximately 8,200 residential units. The lands are located in the North Queen Employment Precinct, intended to retain and intensify employment uses. A residential conversion of the lands will not be in alignment with the long-term planning framework set out by the Secondary Plan for intensification and growth in jobs in the employment precinct.

The lands are directly adjacent to Highway 427 and the Secondary Plan designates the area south of the lands which is also adjacent to the highway as *Mixed Use Areas 'C' – Retail* and *Mixed Use Areas 'B' – Office Commercial*. *Mixed Use Areas 'C'* does not permit residential uses and *Mixed Use Areas 'B'* does not permit residential and other sensitive uses in a land use buffer in proximity to Highway 427. The Secondary Plan intends for this area to accommodate uses that will serve as a land use buffer and separation between Highway 427 and the rest of the Sherway Area due to adverse impacts of the highway on residential dwellings with respect to noise, odour, vibration and air quality. New residential land uses are planned to be located in the interior of the Secondary Plan Area. Introducing sensitive land uses to this portion of the *Employment Area* would alter the viability of the lands for long term employment uses. Further, a conversion may have a cumulative adverse impact on the surrounding area and be a precedent that would result in additional conversions in the *Employment Area* interior.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to existing schools, services and public service facilities. The nearest Toronto District School Board (“TDSB”) School is located approximately 2,800 metres away, and the closest Toronto Catholic District School Board (“TCDSB”) School is located approximately 2,500 metres from site by foot. The nearest recreation centre is located approximately 3,100 metres away from the site on foot. All of the facilities require the crossing of a major road. Planned schools, services and public service facilities are to be provided for through the Secondary Plan in a location southwest of the lands within *Mixed Use Areas 'A' – Residential* to serve the local community. Access to this part of the Sherway Secondary Plan area is approximately 350 metres away from the site and would require the crossing of a major street to the south to access the services and facilities.

The lands are currently developed with retail uses and surrounded by similar uses to the north, west and south on properties designated respectively as *Core Employment Areas*, *General Employment Areas* and *Mixed Use Areas*. The lands are bound by hydro corridors to the north and west. A raised segment of Highway 427 is directly east of the lands and the Highway 427/Gardiner Expressway interchange is southeast of the lands.

The lands are part of a continuous area of land designated *Employment Areas* southwest of the Highway 427 and Dundas Street West interchange. These *General Employment Areas* lands and the retail uses separate and provide a buffer between the

Core Employment Areas to the north, and the *Mixed Use Area* to the south. Introducing sensitive land uses to this portion of the *Employment Areas* would alter the viability of the lands for long term employment uses. Further, a conversion may have a cumulative adverse impact on the area and be a precedent that would result in additional conversions in the *Employment Areas* interior.

The contiguous nature of these *Employment Areas* lands provides land use certainty for operating businesses and helps to facilitate the clustering of associated businesses. The lands currently accommodate similar employment uses to others nearby and are part of a cluster with surrounding business establishments including retail uses to the north, west and south. Given the context of the location and surrounding land use designations, conversion of the lands may adversely affect the ability to provide opportunities for the clustering of similar or related employment uses.

The lands front a major street as shown on Map 3 of the Official Plan, and maintain close connections to the The Queensway, Gardiner Expressway and Highway 427 interchange to the south, and CP Railway Corridor located to the north. It is anticipated that the introduction of residential uses will impact the capacity of the transportation network, by generating more vehicle traffic to and from the lands. A conversion will affect the movement of goods for existing and future employment uses, which do and will rely on the surrounding transportation network. Specification of the types of land uses permitted alongside major transportation corridors has been included in the Secondary Plan. This has been demonstrated in the allocation of certain land use designations to ensure compatibility with the Sherway Area and lands adjacent to Highway 427 and Queen Elizabeth Way.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

City-wide industry sector consultation resulted in many common themes that emerged regarding employment and employment lands. Many sectors raised a variety of issues such as the importance of location to sector-specific employment uses, proximity to transportation networks and public transit, the importance of clustering, concerns regarding the availability of employment lands, the importance of *Employment Areas* peripheries and compatibility and operational issues resulting from the introduction of residential uses.

Staff have concerns with the proximity of nearby industrial facilities and the potential for compatibility issues between sensitive land uses, impactful industries and major facilities, such as a furniture manufacturing facility to the north and Highway 427 to the east.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The submitted Compatibility/Mitigation ("C/M") Study has indicated that the

proposed residential uses on the lands would require further study respecting dust and odour impacts from the furniture manufacturer Tayco Panelink, and noise impacts from both Highway 427 and Tayco Panelink. The Secondary Plan seeks to minimize conflicts between residential and employment uses, as well as sensitive land uses and highway corridors through the location of land uses.

The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: mitigation measures, further assessment of air and noise, impacts of the request on the surrounding *Employment Area*, proposed developments in the area, site visits, methodology, additional facilities and their impacts, complaint history, and the extent to which the applicant and businesses and/or major facilities have exchanged relevant information. The Peer Reviewer was not able to confirm that the C/M Study fulfilled the City's Terms of Reference for C/M Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

There is also insufficient access to higher order transit to support conversion of the lands to introduce residential uses. While the lands are serviced by bus transit options, the closest rail option is not located within a convenient distance to accommodate residential development. Due limited access and the *Employment Area*, it is anticipated that an increase the amount of land for residential purposes will not be adequately supported by convenient access to higher order transit.

RECOMMENDATION

Staff reviewed Conversion Request No. 091 (162 North Queen Street) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.093

Address: 799 Milner Avenue

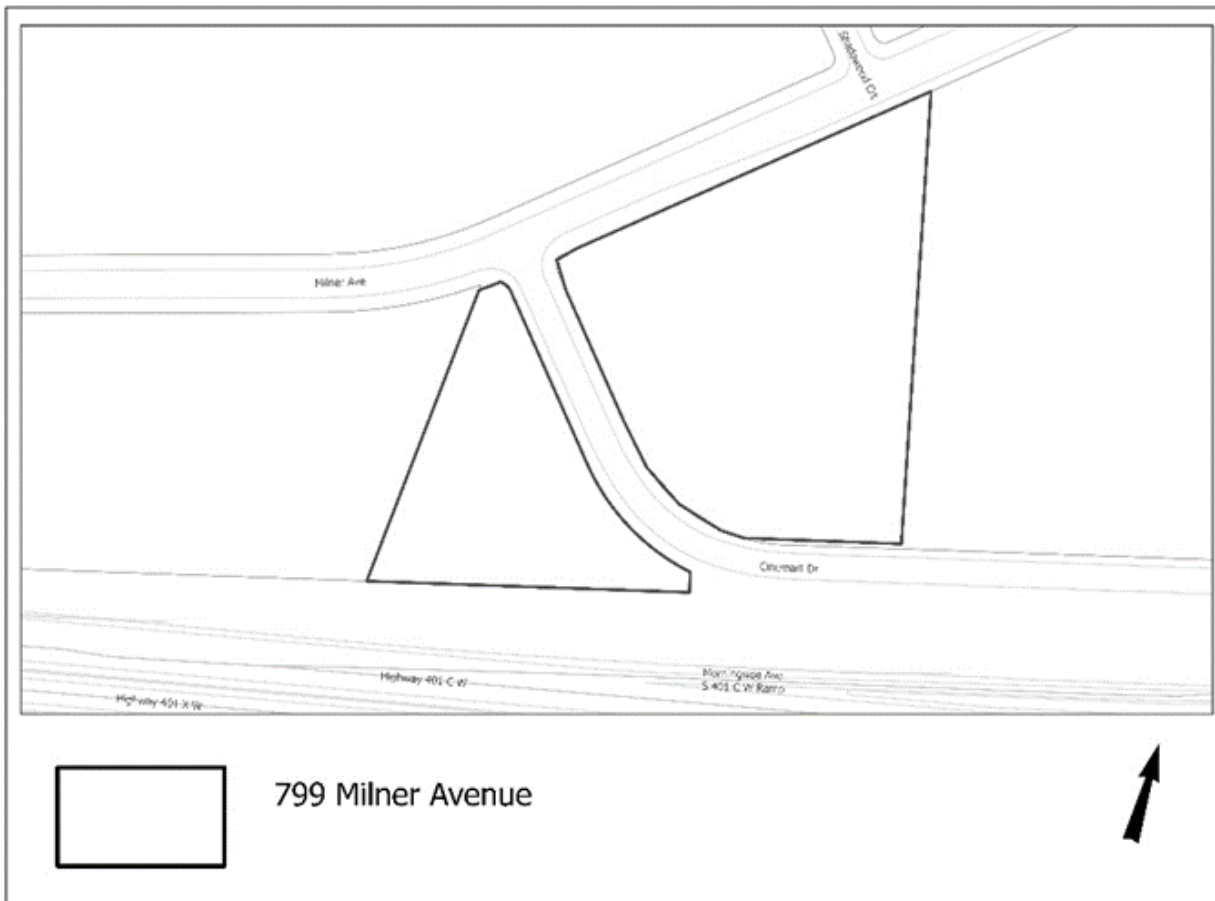
General area: Milner Avenue and Morningside Avenue

Ward: Scarborough-Rouge Park (25)

Owner (Applicant): Calloway REIT (Scarborough) Inc. ("SmartCentres") (MHBC)

Site area: Approximately 2.8 hectares (7 acres)

Existing uses: Five buildings containing a movie theatre, retail uses, and restaurants.



CONVERSION REQUEST

Proposal: Request to redesignate part of the lands from *General Employment Areas* to *Mixed Use* to permit residential and non-residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 22)

Area Specific Policies: N.A.

Zoning By-law: Mixed Employment Zone (ME) in the Former Scarborough Employment Districts Zoning By-Law 24982

SITE CONTEXT AND ADJACENT USES

North: Low-rise residential across Milner Avenue

South: Highway 401

East: Shopping centre anchored by a Walmart Supercentre. Further east is a single storey office building and data centre for Tata Communications. On the east of Morningside Avenue and to the northeast are manufacturing, packaging, recycling, warehousing and logistics facilities, including TTM Technologies, Amazon, and Hostess Frito-Lay Company

West: Toronto Hydro Milner Operations Centre

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 093 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located adjacent to Highway 401 to the south and just west of Morningside Avenue. The lands are located on the eastern edge of the Scarborough-Highway 401 employment area. This employment area is home to several traditional manufacturing and transportation services employers, providing a majority of the nearly 29,600 jobs in this area in 2022. With vacancy rates at under 1% in 2021, approximately 67,000 square metres of new development on the horizon, and an estimated \$250 million invested in new building and alteration permits for industrial and commercial properties between 2016-2021, this employment area continues to thrive and appeals to a range of uses.

The eastern section of the Scarborough-Highway 401 employment area is home to a range of manufacturers, including food and beverage manufacturers, robotics manufacturing and traditional packaging and supply companies. The employment uses along Highway 401, such as these lands, serve as a lighter industrial and retail transition to the residential uses north of Milner Avenue. This employment area is favoured by a range of business activity for which accessibility and visibility from the highway is important. It is expected that the employment area will continue to remain in high demand for a wide range of businesses.

Employment areas provide opportunities for Torontonians to live and work in the City. Approximately 62% of the workers here live in Toronto, with 25% of these workers reside in a Neighbourhood Improvement Area ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs and provides convenient access to jobs, contributing to the achievement of a complete community.

The accessibility of employment areas by transit is a core strength as the city moves toward adapting to climate change. Approximately, 33% of workers access this employment area by transit. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 799 Milner Avenue.

The lands are located within a large contiguous *Employment Area*, with lands designated as *General Employment Areas* to both the east and west, and Highway 401 to the south. To the west is a large Toronto Hydro building. Milner Avenue acts a buffer

between the *General Employment Areas* and the *Parks, Natural Areas, and Neighbourhoods* designations to the north.

The proposed conversion of the lands would reduce the inventory of lands designated *General Employment Areas* and land availability for those uses that are only provided for within *Employment Areas*. The lands are on the periphery and part of a larger contiguous *Employment Area*. The proposed conversion of the lands would create a precedent for further conversions, thereby diminishing the supply of the City's *General Employment Areas*. A conversion of these lands could jeopardize the ability to provide a stable and productive operating environment for existing and new businesses and their economic activities; the most recent development activity in the immediate area includes a 5-storey self-storage facility. The requested introduction of residential and sensitive non-residential uses on the site would adversely affect the overall viability of the broader employment area.

The lands are approximately 80 metres from a Highway 401 interchange which serves as an important infrastructure for transportation and goods movement. Lands that front a major highway are valuable and well-suited for business, given their visibility and prominence as well as for truck and van access from the movement of goods. The lands, and this area of employment, are in eastern Scarborough, making it an ideal location for goods movement to the eastern GTA, and north to Markham. A conversion to permit residential uses could increase traffic and remove lands that are strategically located for goods movement, which is a City and Provincial priority. There are employers to the north east of the site which regularly use this highway including Amazon, a recycling centre and waste transfer station, food packing and production.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals ("ECA"), Certificates of Approvals ("CofA"), and Environmental Activity and Sector Registrations ("EASR"), of which there are several in the area, as well as industry in proximity to the site. Several industries include 24-hour operations, as well as varying levels of truck traffic and employee shift changes, all potentially leading to conflicts with the introduction of additional residential uses to the west of Morningside Avenue. In the local area of Morningside Avenue and Sheppard Avenue East are several employers with 500-1000 employees each, making it a critical location for employee movement and job access. Concerns raised by industry include increased pressure that would make expansions or upgrades more difficult based on provincial permitting requirements, as well as impacts to goods movement in the area.

Staff have concerns with the proximity of nearby facilities and the potential for compatibility issues between sensitive land uses and impactful industries. Industrial facilities that are nearby the conversion site may cause noise, odour, and dust related

impacts onto the proposed conversion request. A compatibility/mitigation study for the site was submitted as part of the conversion request process. The City's Peer Review of the compatibility/mitigation study determined that a number of facilities within the 1,000 m radius with ECA/EASR/CofA were not included in the study and potential impacts were not assessed. Staff have concerns that the proposed conversion requests could adversely affect the ability of these industries to continue operating and/or expanding. Furthermore, the Peer Review concluded that a transportation noise analysis was incomplete which is crucial provided that the lands are directly adjacent to Highway 401 which has 24/7 truck and vehicle traffic. The Peer Review highlights that the study fails to meet the City's Terms of Reference and concludes that they cannot confirm at this time whether the proposed mitigation measures for the proposed land conversion meet or are equivalent to the "best practices" within the industry.

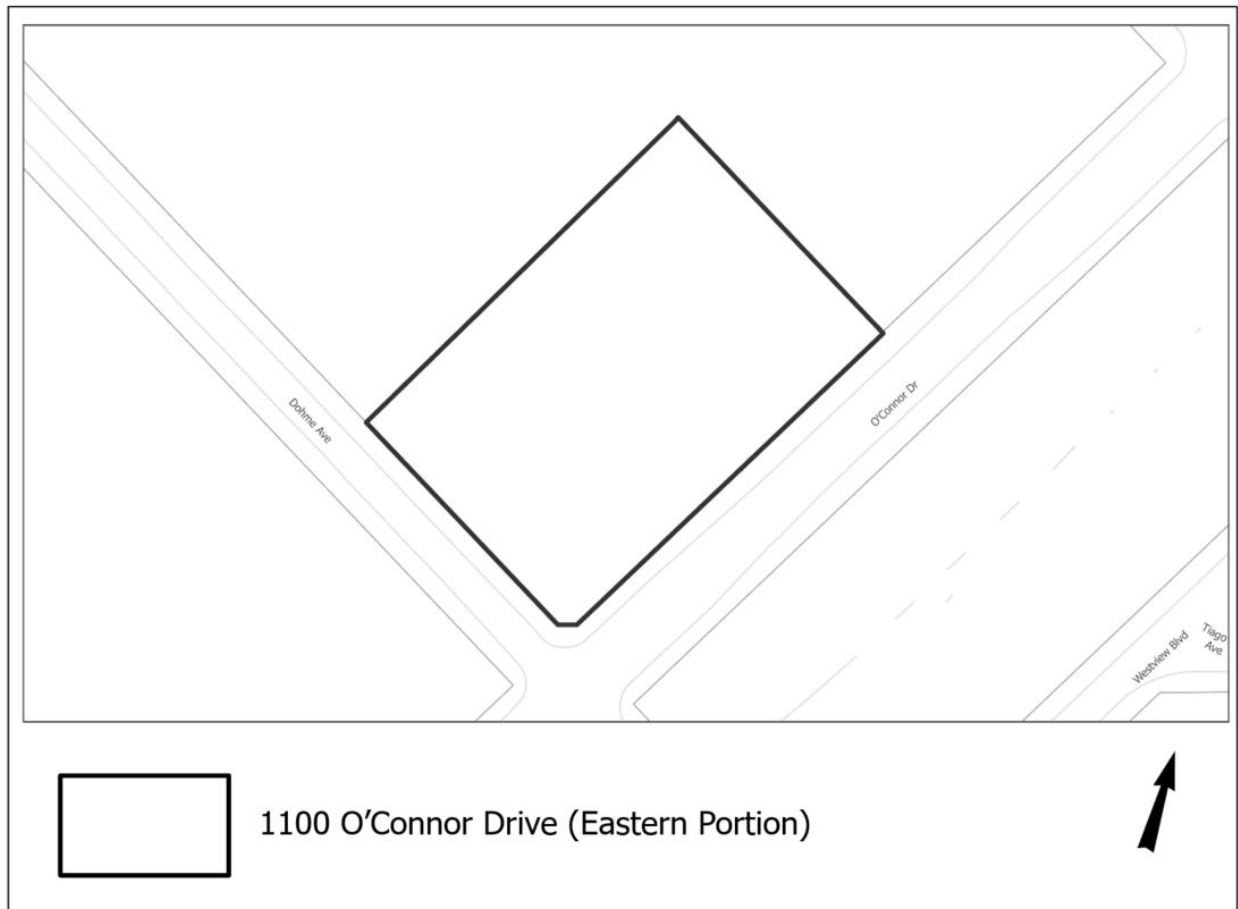
Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres is one of the considerations examined by staff. While the lands do have community services and facilities nearby, other factors had a greater bearing on staff's recommendations, in reading the Growth Plan 2020, PPS 2020, and OP in their entirety.

RECOMMENDATION

Staff reviewed Conversion Request No.93 (799 Milner Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.094

- Address:** 1100 O'Connor Drive
- General area:** Northwest corner of O'Connor Drive and Dohme Avenue
- Ward:** Beaches-East York (19)
- Owner (Applicant):** Stephen-Mitchell Realty Limited and Ledbrow Investments Limited under the direction of their agent, SmartCentres, (Urban Strategies Inc)
- Site area:** Approximately 0.94 hectares (2.32 acres)
- Existing uses:** Commercial/retail plaza of approximately 4,900 square metres of gross floor area with a restaurant (Harvey's) and vacant space



CONVERSION REQUEST

Proposal: Request to redesignate part of the lands from *General Employment Areas* to *Mixed Use Areas* to permit residential uses in the form of an 8-storey retirement residence with ground floor retail and service commercial uses, along with a 4-storey non-residential mixed use building containing retail, service commercial and office space.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 20)

Area Specific Policies: Chapter 7 SASP 400 - O'Connor Drive Avenue Study Area, between St. Clair Avenue East and Sandra Road and Victoria Park Avenue

Zoning By-law: Mixed Commercial Industrial Zone (MCI (a)(e)(H)) in the Former Borough of East York Zoning By-law 6752

SITE CONTEXT AND ADJACENT USES

North: Industrial uses, including several manufacturers, Mondelez East York bakery, industrial gas supplier, auto repair shops, and commercial uses including restaurants, outlet store, print shop, medical centre, and medical lab

South: Vacant site, and residential uses including apartment buildings and single-detached homes

East: Commercial uses, including strip mall with restaurants, and a convenience store with a Canada Post outlet, 2-storey mixed use buildings with commercial at grade and residential above, residential uses including low-rise apartment buildings (further south: single-detached houses, Topham Park)

West: Industrial uses including dry cleaning business, electronics manufacturing, and automobile related uses

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet

the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted site visits. In response to issues identified in the Preliminary Assessment, the applicant provided additional materials for review. Staff have considered this supplementary submission in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 094 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located on the southern boundary of the Bermondsey – Rainside employment area at the northwest corner of O'Connor Drive and Dohme Avenue. The Bermondsey – Rainside area is a well-established employment area bordering the Don Valley Parkway (DVP); bounded on the north by Eglinton Avenue East., on the east by O'Connor Drive, Curity Avenue to the south and Linkwood Lane Park on the west; and the Rainside employment lands at Lawrence Avenue East and the DVP.

This employment area is home to predominately manufacturing, transportation, and warehousing and wholesale trade establishments of various scales, which benefit from access to major transportation facilities for goods movement. In addition, there has been growth in other industries in the employment area including the professional, scientific and technical services. In 2021, the larger employment area had a vacancy rate of 0.2%, demonstrating the demand for industrial space and the strength of the Bermondsey-Rainside area. Non-residential building permit investment valuing approximately \$190 million was made in the Bermondsey-Rainside employment area between 2016 and 2021, ranging from new construction to alterations and additions. The recent expansion of the Mondelez International factory demonstrates that businesses are continuing to significantly invest in this employment area to maintain their long-term operations.

Employment areas provide opportunities for Torontonians to live and work in the City. Seventy-five percent of the workers in this employment area live in the City, and 25% of all workers in the employment area reside in Neighbourhood Improvement Areas ("NIA"s). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs and provides convenient access to jobs, contributing to the achievement of a complete community

The accessibility of employment areas by transit is a core strength as the city moves toward adapting to climate change. More than a third of workers in the larger employment area use a low-carbon mode of travel to work: 30% use transit, while 7% walk or cycle. With the completion of the Eglinton Crosstown line, it is expected that the Bermondsey – Rainside area will continue to remain in demand for a wide range of businesses with the improving access to labour and providing more sustainable options to access the jobs in the employment area. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the *Employment Areas* at 1100 O'Connor Drive.

The lands are located north of O'Connor Drive, and are currently occupied by a commercial/retail plaza including a restaurant and vacant commercial space. Adjacent to the lands is the Mondelez East York bakery, which is built right up to its lot line. To the north and west of the lands are properties designated *Core Employment Areas* and *General Employment Areas*, with *Mixed Use Areas* and *Neighbourhoods* to the south and east.

The lands front onto O'Connor Drive and Dohme Avenue. Dohme Avenue is part of an interior street network that has connections to O'Connor Drive and Bermondsey Road, which are major streets, and provides access into the larger Bermondsey – Rainside employment area. The excellent connectivity of the lands provides access for goods movement to the DVP via Eglinton Avenue East, making the lands and the larger employment area strategically located for industrial uses.

Staff have concerns with the potential impact of redesignating the lands from *General Employment Areas* to *Mixed Use Areas* to permit residential uses. The introduction of sensitive uses on the lands will adversely affect the overall viability of the larger *Employment Area*, and have impacts on the operations of a large industrial facility immediately adjacent to this property.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registrations (“EASR”), as well as those in the immediate vicinity. The adjacent facility is Mondelez International's largest bakery in North America in terms of volume and it is the top employer in the Bermondsey – Rainside employment area. The Mondelez factory was recently expanded in 2016, and additional expansion and renovation plans are expected in the short-term. The facility operates 24 hours a day, 7 days a week, with approximately 30 trucks of product moved per day. This has a significant traffic impact on O'Connor Drive during delivery hours, as does the movement of employees during shift changes, which occur 3 times a day.

The Mondelez facility is categorized as a Class II Industry Facility under the D-6 guidelines. Class II Industry Facilities have a minimum separation distance requirement of 70 m from incompatible development and a potential influence area of 300 m. The separation distance between the facility and proposed conversion lands is less than 70 m. Although significant mitigation work has already been completed by Mondelez, noise, odours and vibration impacts are still a concern and could be a significant source of complaints for new residential uses in such close proximity to the facility. The introduction of sensitive lands uses within the employment area adjacent to Mondelez's would likely impact their continued operation and ability to expand.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The C/M Study submitted as part of the conversion request states that the proposed development could affect Mondelez's compliance with provincial standards for air contaminants and sound levels from large scale cooling equipment, bulk silo loading operations and movement of tractor trailers. Mitigation of tractor trailer noise and noise from cooling equipment would likely be impractical or cost-prohibitive. The Peer Reviewer concurred that the applicant's C/M Study speaks to a Class 4 Area designation, which would subject residents to higher-than-normal noise levels while allowing nearby noise sources to continue operating without changes. This would not be considered mitigation, but an acceptance of higher-than-normal noise levels.

On the south side of O'Connor Drive, residential uses have historically existed and been planned for. The introduction of new sensitive uses, such as residential, on the north side of O'Connor Drive would adversely affect the ability of the impactful industries within the Bermondsey – Rainside employment area to continue with existing operations and/or expand. The lands form part of a contiguous area of land designated *Employment Areas* that is used and planned for business and economic activities; The proposed conversion would reduce the inventory of lands designated *Employment Areas* in this area. Furthermore, the proposed conversion would create a precedent for further conversions for residential and other sensitive uses within the *Employment Areas*, particularly on the north side of O'Connor Drive, thereby diminishing further the supply of employment lands for industrial uses.

Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres is one of the considerations examined by staff. While the lands do have community services and facilities nearby, other factors had a greater bearing on staff's recommendations, in reading the Growth Plan 2020, PPS 2020, and Official Plan in their entirety.

RECOMMENDATION

Staff reviewed Conversion Request No. 094 (1100 O'Connor Drive) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommends that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.095

Address: 3675-3685 Keele Street

General area: Sheppard Avenue West and Keele Street

Ward: York Centre (6)

Owner (Applicant): Lissard Holdings Limited and 3685 Keele Street Ltd. (MHBC)

Site area: Approximately 2.0 ha (4.9 acres)

Existing uses: Single storey commercial plaza on the northern Parcel, and a 1 to 2-storey commercial building on the south parcel with associated surface parking



CONVERSION REQUEST

Proposal: Request to redesignate the subject lands from *General Employment Areas* to the *Mixed Use Areas* designation to permit residential, employment and commercial uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2) (Partially Under Appeal, OPA 231)

Designation(s): *General Employment Areas* (Map 16)

Area Specific Policies: Downsview Area Secondary Plan & SASP 244

Zoning By-law: Industrial-Commercial Zone (MC(H) & MC(52)(H)) in the Former North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Medical centre and commercial uses

South: Commercial uses and open space

East: Commercial and industrial uses, place of worship

West: Low- to mid-rise residential apartment buildings and mixed-use buildings

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 095 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are part of the Downsview Area of Employment, which represented 588 hectares of employment land and nearly 35,400 employees in 2,341 businesses in 2022. The employment area is bounded by Steeles Avenue West to the north, Dufferin Street to the east, Sheppard Avenue West and parts of Downsview Park to the south and Keele Street to the east. A small portion of the employment area extends further east to Hidden Trail Road, bounded by G Ross Lord Park to the south.

The Downsview Area of Employment is a viable and successful employment area. With a central location and good access to labour, it has over 17.7 million square feet of rentable industrial building area and a very low vacancy rate of 0.8% in 2021. The Duke Heights Business Improvement Area (BIA), located within the employment area, is the second largest BIA in North America.

The area is characterized by manufacturing (22%), transportation, warehousing & wholesale trade (16%) and professional, scientific & technical services (12%) sectors. The area contains almost a quarter of all public administration jobs in *Employment Areas* across the GTA, with top employers including Toronto Transit Commission and Department of National Defense. It also has a large share of health care and professional, scientific and technical services, with prominent employers like Sanofi Pasteur Ltd.

The Downsview employment area continues to thrive, adding 1,800 jobs from 2016-2019. There has also been significant investment in non-residential construction and alterations, with \$250.6 million in non-residential building permits issued between 2016-2021. In addition, 56,000 square metres of new gross floor area is proposed to be added through new development, demonstrating the area's continued ability to attract a range of users. The small inventory of office space will continue to appeal to low-cost businesses, especially those that serve nearby industrial firms.

Employment Areas provide opportunities for Torontonians to live and work in the City rather than commuting to jobs outside the City. Fifty-six percent of the workers in this employment area live in the City. Of these workers, 45% reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. Downsview Area of Employment employs the highest share of workers who live in areas designated by the City of Toronto as NIAs. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community. In addition, economic growth in these areas supports important equity objectives.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (38%) use a low-carbon mode of travel to work: 34% use transit,

which is higher than the average (20%) for all areas of employment, while 4% walk or cycle. Two new higher order transit stops are planned for Keele / Finch and Sheppard / Chesswood, which will build on the area's ability attract a range of businesses with good access to labour and a central location.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 3675-3685 Keele Street to meet the 2051 Provincial population forecast for Toronto.

The employment area is well connected to major goods movement corridors for vehicles. There are six major roadways providing access for traffic/deliveries both in and out of the area: Allen Expressway/Dufferin Street, Keele Street, Finch Avenue West, Steeles Avenue West, Sheppard Avenue West and Wilson Avenue.

It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

Staff have concerns with the potential impact of re-designating the site from *General Employment Areas* to a designation that permits residential and other sensitive uses. The lands front onto Keele Street, which provides an unbroken and continuous boundary of employment area uses for 1.2 km. The contiguous nature of this *Employment Areas* provides land use certainty for business operations and helps to facilitate clustering of associated businesses. The lands currently accommodate similar employment uses to others nearby. Clusters can encourage like businesses and industries to locate together and enhance opportunities for collaboration. The requested conversion would adversely affect the ability to provide opportunities for the clustering of similar or related employment uses. The requested conversion would also create a precedent for further conversions in the area.

The requested introduction of residential and sensitive uses on the lands would adversely affect the overall viability of the surrounding employment uses. Through the City's Peer Review and business engagement processes, the lands were determined to be within the Area of Influence of eleven Class I, II, and III industrial facilities. Of these, there are six Class II and Class III permitted and operating industrial uses nearby that can cause considerable noise, vibration and odour issues that would require mitigation measures at the sources as well as on site to address compatibility with sensitive uses. The introduction of sensitive uses would create a likelihood of complaints related to the operations of nearby employment uses and reduce the employment area's ability to provide a stable and productive operating environment and reduce the ability to provide land use certainty for its planned function.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: site visit, complaint history, stationary noise, air quality, vibration, and the impact on industrial/commercial operations in the vicinity and the broader Employment Area. The Peer Reviewer was not able to confirm that the C/M Study fulfills the City's Terms of Reference for C/M Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. The nearest library is 2.5 km away from the lands. The nearest assigned Toronto District School Board ("TDSB") intermediate school is 1.3 km away from the lands.

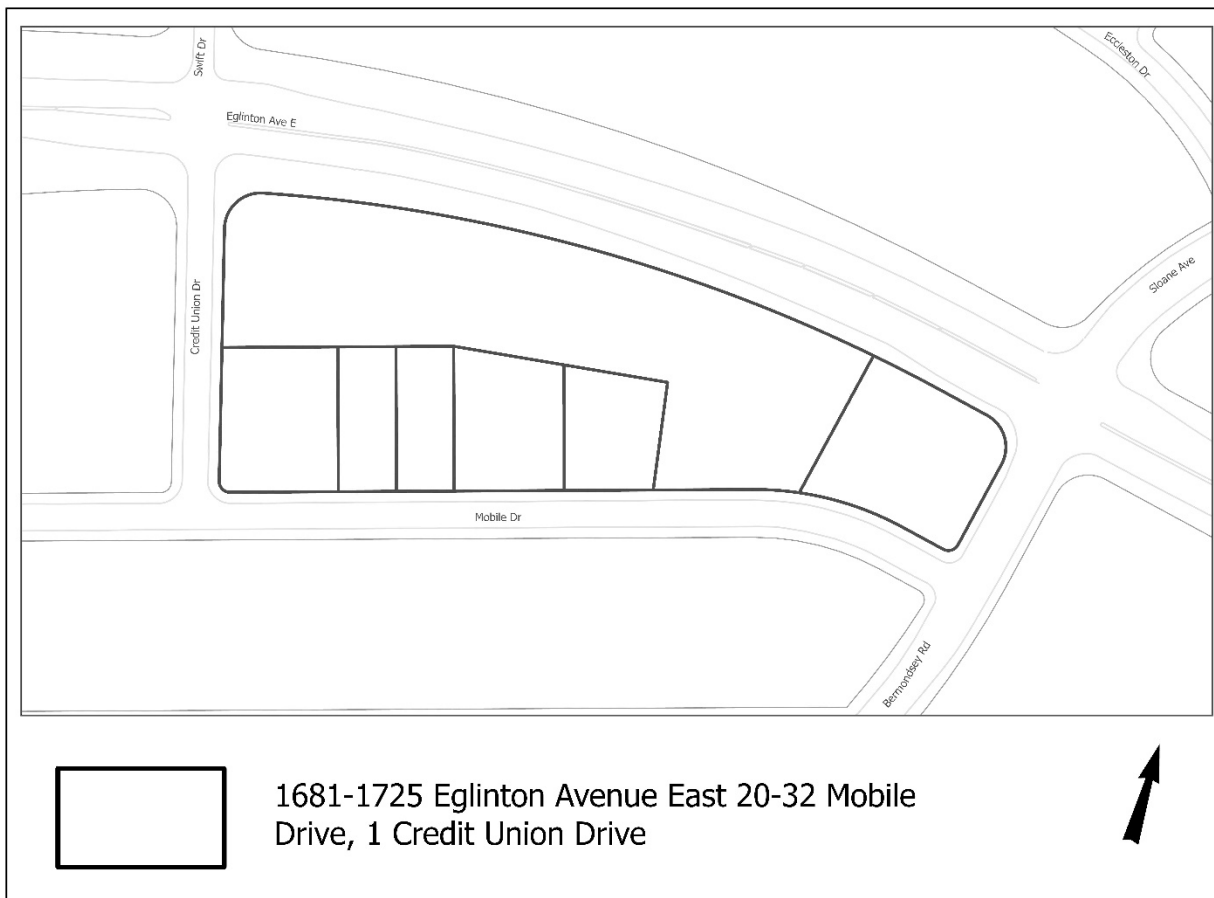
Official Plan Amendment No. 231 ("OPA 231") adopted by Council on December 19, 2013 and contains new economic policies and new policies and designations for Employment Areas as part of the Official Plan and Municipal Comprehensive Reviews. OPA 231 was appealed to the Ontario Municipal Board by the owners of 3675-3685 Keele Street. Staff's final assessment of this conversion request is consistent with OPA 231 which recommended that these lands be retained for employment purposes and designated *General Employment Areas*.

RECOMMENDATION

Staff reviewed Conversion Request No. 095 (3675-3685 Keele Street) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.105

- Address:** 1681-1725 Eglinton Avenue East, 20-32 Mobile Drive, 1 Credit Union Drive
- General area:** Sloane Avenue and Eglinton Avenue East
- Ward:** Don Valley East (16)
- Owner (Applicant):** Parkway Automotive Investments Limited and PAG Realty 2 Inc. (Bousfields)
- Site area:** Approximately 3.11 hectares (7.7 acres)
- Existing uses:** Various commercial, service commercial, institutional and office uses (2 car dealerships, gas station, single storey office building with Montessori school, single storey spa, and a converted single storey warehouse used as a place of worship)



CONVERSION REQUEST

Proposal: Request to redesignate the lands from *General and Core Employment Areas* to *Mixed Use Areas* to permit non-employment uses including residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2) – Under appeal OPA 231

Designation(s): *Core and General Employment Areas* (Map 20) – subject to OPA 231 appeal

Area Specific Policies: N.A.

Zoning By-law: MC(H) Zone (Industrial-Commercial Zone) in the former City of North York Zoning By-law 7625 (Site specific exception to 1681 Eglinton Avenue East – MC(19)(H) and site specific exception to 1725 Eglinton Avenue East MC(4)(H))

SITE CONTEXT AND ADJACENT USES

North: Residential apartments on the north side of Eglinton Avenue East

South: 1-storey industrial and service commercial uses; and surface parking

East: Commercial plaza with service commercial and commercial uses

West: Latvian Canadian Cultural Centre (4 Credit Union Drive)

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests.

Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 105 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are part of the Bermondsey-Railside Area of Employment, which represents 162 hectares of land. In 2021, the vacancy rate in this employment area was 0.2%. This area of employment is bounded by the Don River and Linkwood Lane Park to the west, Eglinton Avenue East to the north, O'Connor Drive to the east and Curity Avenue to the south. There was over \$190 million in non-residential building permits issued between 2016-2021 in this *Employment Area*, which includes new construction and renovations, reflecting a high level of investment in non-residential buildings. In total, the building permits represent 84,080 square metres of non-residential gross floor area being added to the *Employment Area*, with 10,000 - 25,000 square metres being added next to the subject lands, reflecting increased growth and investment in this segment of the *Employment Area*.

The employment base has been stable over the past two decades, demonstrating the area's broad appeal with favourable conditions and attributes for employment uses. The employment area supported nearly 9,400 employees in 20.

Employment areas provide opportunities for Torontonians to live and work in the City. The Bermondsey-Railside Area of Employment has one of the highest shares of workers residing in the City of Toronto. Seventy-six percent of the workers in this employment area live in the City. Of the workers who live in Toronto, 25% live in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A significant proportion of workers in this employment area (36%) use a low-carbon mode of travel to work: 30% use transit, which is higher than the average for all areas of employment, while 6% walk or cycle. Segments of the Bermondsey-Railside Area of Employment, specifically in the Bermondsey Area, will benefit from the introduction of the Eglinton Crosstown LRT. The planned higher order station will build on the area's ability to attract a range of businesses with good access to labour and a central location. Taken together, the area provides excellent job opportunities for local residents, including those residing in nearby NIAs.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the

employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 1681-1725 Eglinton Avenue East, 20-32 Mobile Drive and 1 Credit Union Drive.

It is essential to preserve employment lands with good access to important transportation infrastructure to support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. The *Employment Areas* is well connected to major goods movement corridors for vehicles. There are three major roadways nearby providing access for traffic and deliveries, both in and out of the area: Eglinton Avenue East, Bermondsey Road and the Don Valley Parkway. In addition, Mobile Drive provides access for traffic and deliveries by waste disposal vehicles both to and from the Bermondsey Collections Yard and Bermondsey Waste Transfer Station. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

Staff have concerns with the potential impact of re-designating the lands from *General* and *Core Employment Areas* to a designation that permits residential and other sensitive uses. The lands are part of a broader and well-defined contiguous *Employment Areas* that is used and planned for business and economic activities. Major arterial roads help create a predominant and physical boundary for planned business and economic activities in the area. The lands currently help to ensure acoustic, visual buffering and protection to the *Core Employment Areas* directly south from the sensitive uses north of the lands.

The requested introduction of residential and sensitive non-residential uses on the lands would create a precedent for further conversions, affecting the area's ability to provide a stable and productive operating environment for existing and new businesses, and adversely affect the overall viability of the *Employment Area*. Lands located directly south of the site are zoned Employment Heavy-Industrial (EH), providing as-of-right land use permissions for impactful industrial uses, including motor vehicle body repairs shops and various manufacturing uses. The EH zone applies to limited locations throughout the City, and operating businesses within the zone can be negatively impacted by the introduction of sensitive uses in close proximity.

The introduction of a sensitive use would reduce the employment area's ability to provide land use certainty for the planned function of the broader employment area, including the uses described above. This would adversely affect the overall viability of the employment area and its ability to function as intended.

Staff also have concerns with the close proximity of the lands to City operations nearby, which are classified as Class III Heavy Industrial: the Bermondsey Waste Transfer Station, the Bermondsey Collections Yard and the emergency training centre operated by the HUSAR Unit (Heavy Urban Search and Rescue) of the Office of Emergency

Management. The close proximity of these uses to the lands raises potential compatibility issues between sensitive uses and impactful industries.

The Bermondsey Waste Transfer Station is located approximately 245 metres from the lands, within the Recommended Minimum Separation Distance. The City is responsible for the collection, transport, processing and disposal of over 900,000 tonnes of waste a year. The City has seven transfer stations where the waste is collected, sorted, and then transferred to various processing and disposal facilities. Waste transfer stations are critical for the City's solid waste management system, they are destinations for residential, commercial and institutional waste before being sent to processing and disposal facilities. Information from business outreach highlighted that the Bermondsey Waste Transfer Station loading bay operates 24 hours a day from Sunday to Saturday, averaging 3,000 vehicles per week on average.

The Bermondsey Collections Yard is located approximately 125 metres from the lands. The yard operates 7 days a week and experiences periods of high traffic. The operations in the collections yard include the movement and washing of collection trucks within the yard, contributing to noise, vibration, gas and particulate emissions.

Both the Bermondsey Waste Transfer Station and the Bermondsey Collections Yard have security lighting around the perimeter at all hours of the day and include a smokestack on the property for the release of pollutants from operations into the air.

The lands are also located within the recommended minimum setback distance of four other industry sites. The Peer Review identified that a number of Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registry (“EASR”) approvals in the vicinity of the lands may be put out of compliance if sensitive uses are permitted. According to the Compatibility Mitigation (“C/M”) study, the lands would also require warning clauses in agreements registered on title for residential units, agreements of purchase and sale or lease, and all rental agreements.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The Peer Review of the “C/M” Study determined that required information and assessment was not provided with respect to the following: complaint history, exchange of information with major facilities and other nearby businesses, impact on industrial/commercial operations in the vicinity and the broader *Employment Areas* and facilities operating as propane storage and/or distribution in close proximity. The Peer Reviewer was not able to confirm that the “C/M” Study fulfills the City’s Terms of Reference for “C/M” Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The lands are located within the Council-adopted Sloane Major Transit Station Area (“MTSA”) that OPA 575 has identified in Site and Area Specific Policy (“SASP”) 686 as part of the MCR. The MTSA was submitted on July 29, 2022 to the Minister of Municipal Affairs and Housing for approval, as the approval authority for MTSA’s. To date, no decision has been received. The Growth Plan 2020 minimum density targets for

PMTSA/MTSAs are targets for jobs as well as residents. Existing and permitted development within the PMTSA is planned for and meets the minimum population and employment target of 160 residents and jobs combined per hectare. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools.

The nearest assigned Toronto District School Board (“TDSB”) intermediate school is approximately 2.7 km from the lands. The nearest assigned Toronto District School Board (“TDSB”) elementary school is approximately 1.6 km away from the lands. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is approximately 2.5 km away from the lands. The nearest library is approximately 1.7 km away from the lands.

In order to access the nearest library, public school and catholic school via walking, the route would require walking through the *Employment Areas* and crossing major streets if traveling by foot. The width of the right-of-way of those major streets range from approximately 27 metres to 60 metres.

Official Plan Amendment No. 231 (“OPA 231”) adopted by City Council on December 19, 2013 contains new economic policies and new policies and designations for *Employment Areas* as part of the Official Plan and Municipal Comprehensive Reviews. OPA 231 was appealed to the Ontario Municipal Board the owners of 1681-1695 Eglinton Avenue East and 24, 30 Mobile Drive. Staff’s final assessment of this conversion request is consistent with OPA 231 which recommended that these lands be retained for employment purposes and designated *Core* and *General Employment Areas*.

RECOMMENDATION

Staff reviewed Conversion Request No. 105 (1681-1725 Eglinton Avenue East, 20-32 Mobile Drive and 1 Credit Union Drive) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas* and *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.113

- Address:** 2550 Victoria Park Avenue (previously included 2, 4, 6 Lansing Square)
- General area:** Sheppard Avenue East and Victoria Park Avenue
- Ward:** Don Valley North (17)
- Owner (Applicant):** Elad Canada Realty Inc. (Bousfields)
- Site area:** Approximately 1.35 hectares (3.36 acres)
- Existing uses:** Surface parking lot for office buildings located on the lands.



CONVERSION REQUEST

Proposal: Request to redesignate from *General Employment Areas* to *Mixed Use Areas* to permit residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* and *Mixed Use Areas* (Map 19)

Area Specific Policies: ConsumersNext Secondary Plan; Business Park Interior District (Map 35); Chapter 7 SASP 386

Zoning By-law: MO Zone (Industrial Office-Business Park Zone) in the former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Office towers and planned mixed use development

South: Surface parking, warehouse, Enbridge fleet & equipment maintenance garage, Enbridge office building, Direct Fuel Cell-Energy Recovery Generation

East: Offices, parking

West: Offices, American Express head office, private school in office building

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests.

Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 113 and provides staff's recommendations.

FINAL ASSESSMENT

Since 2006, the Consumers Road Office-Focused Area of Employment has experienced consistent strong growth. The area represents 54.5 hectares of land and as of 2022 there were 18,700 jobs in over 550 businesses. In 2021, the vacancy rate in this employment area was 0%. There are six conversion requests in the Consumers *Employment Area*, which is bounded by Highway 404 to the west, Sheppard Avenue East to the north, Victoria Park Avenue to the east and Highway 401 to the south.

There was \$70 million in non-residential building permits issued between 2016-2021 in this *Employment Area*, which includes construction and renovations, reflecting a high level of investment in non-residential buildings. In total, the building permits represent 57,973 square metres of non-residential gross floor area to be added throughout the *Employment Area*, demonstrating increased growth and investment in the *Employment Area*.

This employment area is a successful, viable, functioning office park which currently has one of the largest concentrations of office workers outside of downtown.

Employment areas provide opportunities for Torontonians to live and work in the City. The Consumers Road Office-Focused Area of Employment has one of the highest shares of workers residing in the City of Toronto. Seventy-two percent of the workers in this employment area live in the City, and 16% of all workers in this employment area reside in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A notable proportion of workers in this employment area (33%) use a low-carbon mode of travel to work: 29% use transit, while 4% walk or cycle.

The employment area is well connected to major goods movement corridors for vehicles. There are six major roadways providing access for traffic/deliveries both in and out of the area: Highway 404, Highway 401, Sheppard Avenue East, Victoria Park Avenue and Consumers Road.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the

employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 2, 4, 6 Lansing Square and 2550 Victoria Park Avenue.

The site was the subject of a conversion through the 2013 Municipal Comprehensive Review which resulted in the current split designation. The split designation recognized the transformation occurring on the edges of the *Employment Areas* as a result of high-rise residential development on Sheppard Avenue East, while protecting the viability of the interior of the *Employment Areas* by retaining the *General Employment Areas* designation. This split-designation was also in recognition of two planned LRT stops on Sheppard Avenue East to serve the area with higher order transit. The timing and certainty of those LRT stops, and the associated Sheppard East Line 4 Subway Extension is unknown.

Staff have concerns with the potential impact of re-designating the site from *General Employment Areas* to a designation that permits residential and other sensitive uses. The lands form part of a contiguous area of land designated *Employment Areas* that is used and planned for business and economic activities. The contiguous nature of these *Employment Area* lands provides land use certainty for operating businesses and helps to facilitate clustering of associated businesses. A land use conversion will adversely affect the viability of the broader employment area and limit opportunities for the clustering of similar or related employment uses.

The proposed conversion would create a precedent for further conversions to allow residential and sensitive non-residential uses, creating an expectation for additional conversions further into the *Employment Area*, and diminishing the supply of employment land. The lands also currently ensure buffering and protection to the southern and western *General Employment Areas* from the sensitive uses north and east of the lands.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The "C/M" study identified that the lands are also located within the recommended minimum setback distance of six Class I and II industry sites nearby. The introduction of residential uses could impact the ability of these industries to operate. The Peer Review of the Compatibility Mitigation ("C/M") Study determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, odour and impact on industrial/commercial operations in the vicinity and the broader *Employment Area*. The Peer Reviewer was not able to confirm that the "C/M" Study fulfills the City's Terms of Reference for "C/M" Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools.

The nearest library is approximately 2.2 km away from the lands. The nearest recreation centre is approximately 2.2 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) intermediate school is approximately 2.2 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) elementary school is approximately 1.4 km away from the lands. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is approximately 1.1 km away from the lands.

In order to access the nearest library, public schools, catholic school and recreation centre via walking, the route would require one to cross major roads. The width of the right-of-way in this location is approximately 36 metres.

The lands do not have good access to higher order public transit. The nearest higher order transit station is Don Mills Subway Station on Line 4 (Sheppard) of the TTC Subway system, which is approximately 1.7 km away. The timing and certainty of the Sheppard East Line 4 Subway Extension that is intended to serve the area is unknown.

RECOMMENDATION

Staff reviewed Conversion Request No. 113 (2550 Victoria Park Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.118

Address: 3400-3422 Dundas Street West

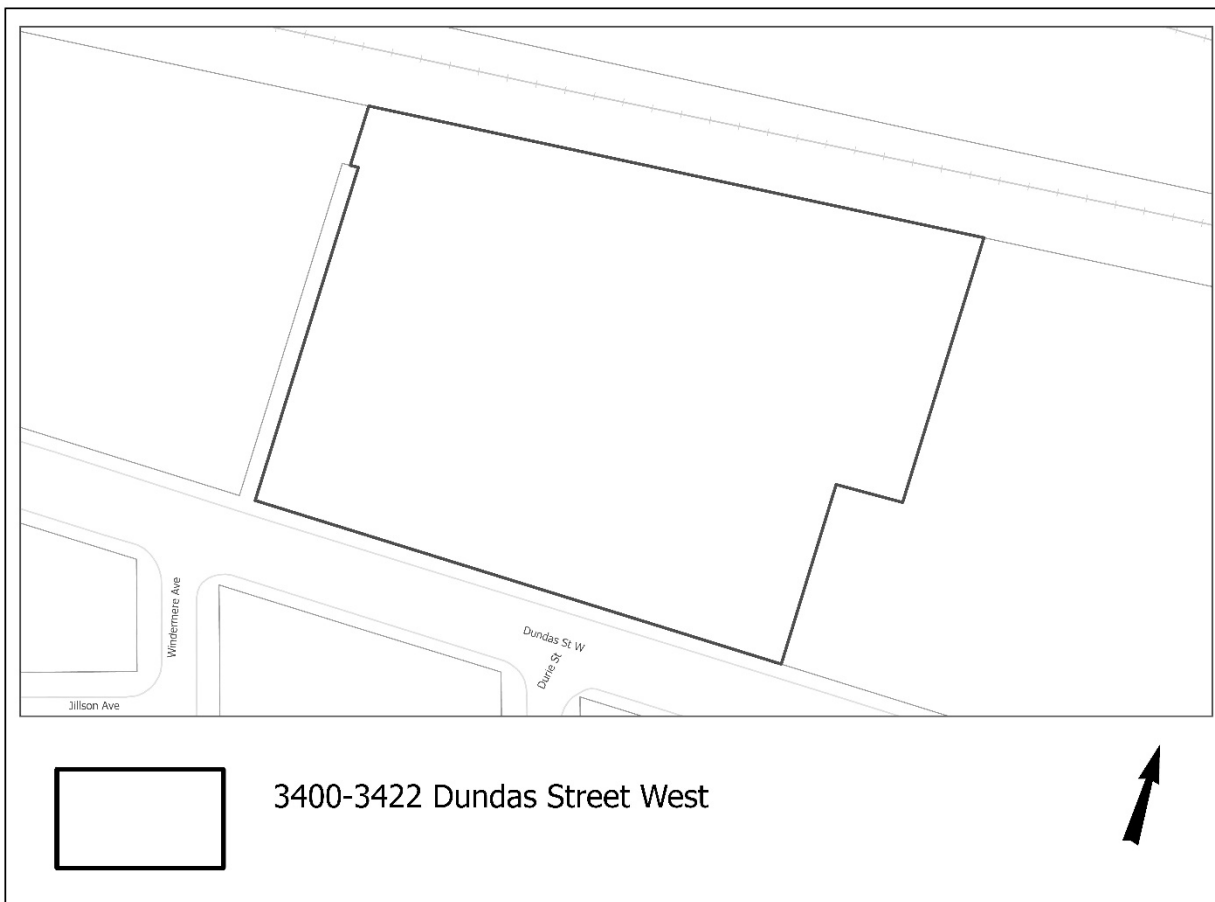
General area: North side Dundas Street West, west of Runnymede Road

Ward: Parkdale-High Park (4)

Owner (Applicant): Tilzen Holdings Limited and V.J. Benedetto Limited (Hunter & Associates Ltd.)

Site area: Approximately 1.27 hectares (3.14 acres)

Existing uses: Local one- and two-storey shopping plaza with a FreshCo grocery store



CONVERSION REQUEST

Proposal: Request to redesignate the lands from *General Employment Areas* to *Mixed Use Areas* or *Regeneration Areas* to permit residential and non-residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 14)

Area Specific Policies: Chapter 7 SASP 307 - Certain Lands south of St. Clair Avenue West between Runnymede and Scarlett Road

Zoning By-law: Commercial Employment Zone (CE 16(437)) in the Former City of York Zoning By-law 1-83

SITE CONTEXT AND ADJACENT USES

North: The CP Galt subdivision rail corridor and the Lambton Rail Yard (further north, a large format retail development anchored by a Walmart).

South: A newly constructed 7-storey mid-rise mixed-use building with commercial at-grade and residential above, and 2-3 storey non-residential buildings along the south side of Dundas Street West (further south with low-density residential)

East: A 1-2 storey industrial building operated by Cintas Uniform Services for facility maintenance services, uniform manufacturing and distribution (further east, more 2-3 storey non-residential buildings along the south side of Dundas Street West, and low-density residential along Maria Street)

West: Commercial plazas with various retail stores, restaurants, daycare, private school and services (further west, the Canadian Iron and Metal Recycling Centre)

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would

not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; and supplementary responses where submitted by an owner/applicant; consulted with the owner/applicant; and conducted site visits. In response to issues identified in the Preliminary Assessment, the applicant provided additional materials for review. Staff have considered this supplementary submission in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 118 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the larger Junction-Weston-Dupont employment area. Originally developed along the rail corridor with more traditional, heavy employment uses, this area has transitioned over the years to serve an eclectic and diverse range of users, ranging from light industrial and auto-related uses, to galleries, studios, breweries and offices. The Junction-Weston Dupont area's appeal has led to over \$500 million in permits for new industrial and commercial buildings and alterations between 2016-2021, and over 436,000 square metres of non-residential floor space in development currently. The larger Junction-Weston-Dupont employment area had a very low vacancy rate of 1% in 2021 demonstrating the demand for space within the employment area.

Over 80% of the workers in the Junction-Weston-Dupont employment area reside in Toronto and 24% of those reside in Neighbourhood Improvement Areas, providing a diversity of employment opportunities for Torontonians to live and work in the City, rather than commuting to jobs outside the City. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The accessibility of employment areas by transit is a core strength as the city moves toward adapting to climate change. Approximately a third of workers commute to the larger employment area using low-carbon modes of travel to work: 18% use transit, while 12% walk or cycle. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this

outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the *Employment Areas* at 3400-3422 Dundas Street West.

The lands are located on the north side of Dundas Street West, between Runnymede Road to the east and Jane Street to the west in a cluster of *General Employment Areas*, bound by Cintas Uniform Services to the east and Canada Iron and Metal Recycling to the west. The lands currently contain a local one- and two-storey shopping plaza with a grocery store. On the south side of Dundas Street West are lands designated *Mixed Use Areas* and then further south are lands designated *Neighbourhoods*. To the north is the Canadian Pacific Railway corridor and the Lambton Rail Yard. Further north, beyond the rail yard are lands designated *Mixed Use Areas* consisting of large format retail anchored by a Walmart.

The proposed conversion could create a precedent for further conversions to residential and other sensitive uses in the *General Employment Areas* lands, particularly on the north side of Dundas Street West, thereby diminishing further the supply of employment lands for industrial and other employment uses.

The lands have access to one major street, Dundas Street West, and are in the vicinity of both Runnymede Road and Jane Street, both are Major Streets on Map 3 of the Official Plan. All of these roads and rail access provide access for goods movement, which is a key characteristic potential employment uses consider when making locational decisions, including the nearby Canada Iron metal recycling facility, and Cintas Uniform Services. The Canada Iron and Metal Recycling facility operations include daily delivery by truck trailers, using Dundas Street West to connect via Jane Street to Highway 401. Cintas noted that proximity to their clients and customers located Downtown is critical, as they serve many other industries that are vital to Toronto's diverse economy.

The CP Galt Subdivision rail corridor and Lambton Rail Yard are located immediately north of the lands. The Federation of Canadian Municipalities ("FCM") and the Railway Association of Canada ("RAC") "Guidelines for New Development in Proximity to Railway Operations" recommends setback of 300 metres from the rail yards, like the Lambton Rail Yard which is immediately to the north of the lands. The Lambton Rail Yard is a freight marshalling and shunting yard for Canadian Pacific Railway, which operates every day, 24 hours per day. In particular, there are several tracks that are used for switching and maintaining trains at this yard, as well as diesel locomotives that sit idling and are parked. While speeds may be lower in yards, rail yards have the greatest noise and vibration of all rail typologies due to more intensive and frequent operations. The operations create noise, vibration and air quality impacts that would be impactful to future additional residential uses if permitted. Adding residential uses in close proximity to the rail yard could also have negative impacts on the yard's ability to continue to operate.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals ("ECA") and Environmental Activity and Sector Registrations ("EASR"), as well as those in the immediate vicinity. Immediately to the east of the subject lands is Cintas Uniform Services, an industrial operation that performs facility

maintenance services, uniform manufacturing and distribution. Cintas has approximately 150 employees and operates throughout the day and night, with the primary shift being the day shift. The Cintas industrial facility is categorized as a Class II Industrial Facility under the provincial D-6 "Compatibility Between Industrial Facilities and Sensitive Land Uses" guidelines. Class II Industrial Facilities must have a minimum separation distance of 70 metres from incompatible development and a potential influence area of 300 metres. The separation distance between the facility and the proposed sensitive uses on the subject property is less than 70 metres. Cintas previously wrote to the Planning and Housing Committee on March 24, 2022, objecting to the conversion request on the lands and objecting to any new sensitive land uses around their industrial operations.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The submitted C/M Study states that the proposed development associated with this conversion request could affect Cintas' compliance with provincial standards for air contaminants and sound levels from emission stacks related to their laundering operations, from their boilers and drying operations, as well as from the movement of tractor trailers. It is also noted that the Canada Iron and Metal Recycling facility, could have potential impacts, as it is a Class III facility has a potential area of influence of 1,000 metres.

The C/M Study also indicated that the proposed residential uses on the lands would require a Class 4 area classification under the Ministry of the Environment, Conservation & Parks Publication NPC-300. A Class 4 area classification for the lands would subject residents to higher-than-normal noise levels, while allowing nearby noise sources to continue to operate without changes. This would not be considered mitigation, but an acceptance of higher-than-normal noise levels. The Peer Review confirmed their understanding that railway authorities have not been supportive of Class 4 designations as a resolution for railway noise. Federally regulated rail yards are not obligated to implement mitigation measures to accommodate the conversion request. The Peer Review confirmed that if the lands were converted to permit sensitive lands uses, such as residential uses, it could potentially create compliance issues for Cintas and the Lambton Rail Yard. In staff's opinion, the conversion would not create an appropriate environment for potential future residents on the lands. The Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

Staff have concerns regarding the potential impact of redesignating the lands from *General Employment Areas* to *Mixed Use Areas* to permit residential uses. The requested introduction of sensitive uses on the lands would adversely affect the overall viability of the larger *Employment Area*, and have impacts on the operations of the industrial facility immediately east and adjacent to this property, as well as potential impacts on the operation of the adjacent Lambton Rail Yard to the north.

Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres is one of the considerations examined by staff. While the lands do have community services and

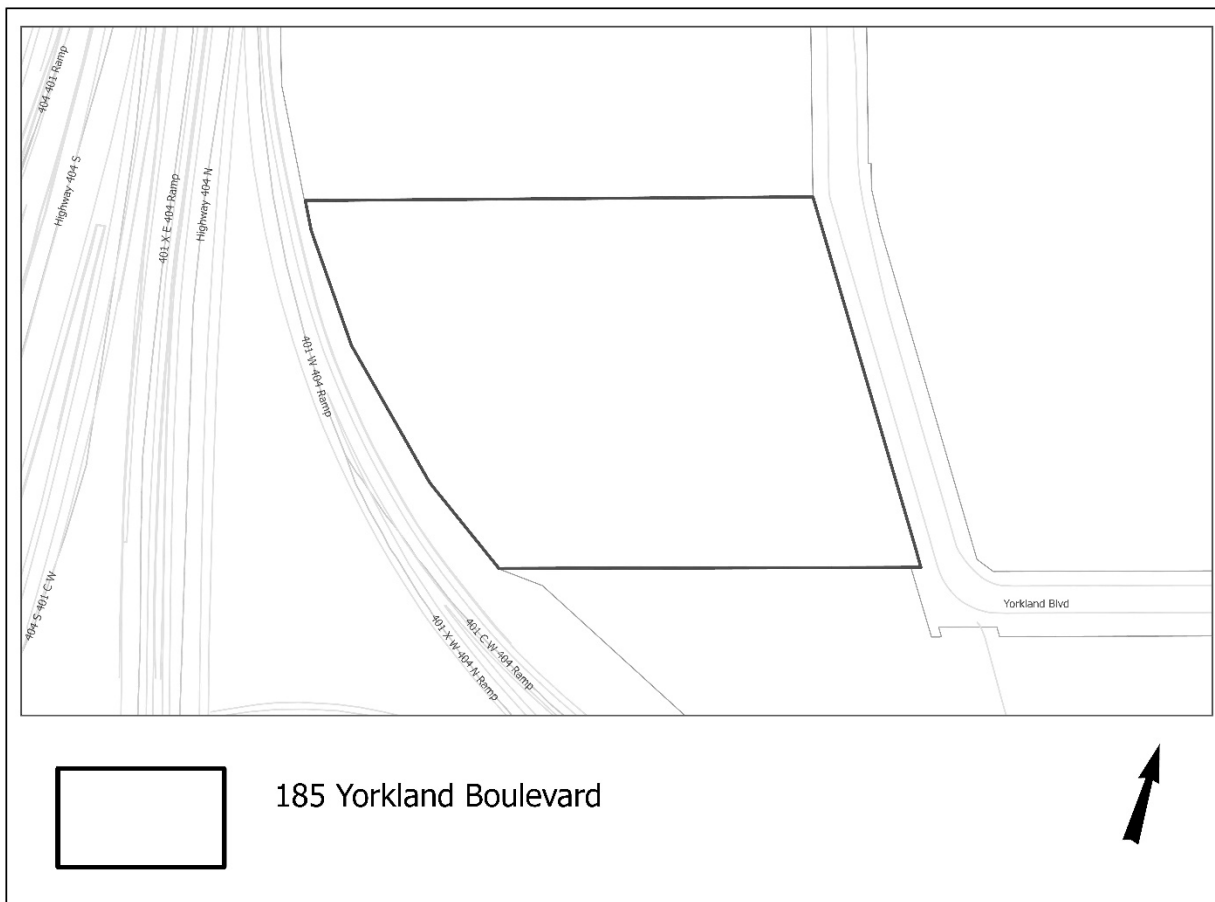
facilities nearby, other factors had a greater bearing on staff's recommendations, in reading the Growth Plan 2020, PPS 2020, and OP in their entirety.

RECOMMENDATION

Staff reviewed Conversion Request No. 118 (3400-3422 Dundas Street West) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.123

Address: 185 Yorkland Boulevard
General area: Highway 404 and Sheppard Avenue East
Ward: Don Valley North (17)
Owner (Applicant): 2608838 Ontario Inc. (Sunray Group) (Bennett Jones)
Site area: Approximately 2.32 hectares (5.73 acres)
Existing uses: Existing 10-storey hotel and surface parking



CONVERSION REQUEST

Proposal: Request to redesignate the lands from *General Employment Areas* to *Mixed Use Areas* in order to permit residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 19)

Area Specific Policies: ConsumersNext Secondary Plan; Highway Edge District (Map 35); Chapter 7 SASP 386

Zoning By-law: MO(9) Zone (Industrial Office-Business Park Zone) in the former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Three office towers

South: Automobile dealership (Audi)

East: Offices, place of worship (Toronto Bodhi Meditation Centre), warehouse

West: Highway 404

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests.

Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 123 and provides staff's recommendations.

FINAL ASSESSMENT

Since 2006, the Consumers Road Office-Focused Area of Employment has experienced consistent strong growth. The area represents 54.5 hectares of land and as of 2022 there were 18,700 jobs in over 550 businesses. In 2021, the vacancy rate in this employment area was 0%. There are six conversion requests in the Consumers *Employment Area*, which is bounded by Highway 404 to the west, Sheppard Avenue East to the north, Victoria Park Avenue to the east and Highway 401 to the south.

There was \$70 million in non-residential building permits issued between 2016-2021 in this *Employment Area*, which includes construction and renovations, reflecting a high level of investment in non-residential buildings. In total, the building permits represent 57,973 square metres of non-residential gross floor area to be added throughout the *Employment Area*, demonstrating increased growth and investment in the *Employment Area*.

This employment area is a successful, viable, functioning office park which currently has one of the largest concentrations of office workers outside of downtown.

Employment areas provide opportunities for Torontonians to live and work in the City. The Consumers Road Office-Focused Area of Employment has one of the highest shares of workers residing in the City of Toronto. Seventy-two percent of the workers in this employment area live in the City, and 16% of all workers in this employment area reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A notable proportion of workers in this employment area (33%) use a low-carbon mode of travel to work: 29% use transit, while 4% walk or cycle.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 185 Yorkland Boulevard.

The employment area is well connected to major goods movement corridors for vehicles. There are six major roadways providing access for traffic/deliveries both in and out of the area; Highway 404, Highway 401, Sheppard Avenue East, Victoria Park

Avenue and Consumers Road. Employment sites such as this one, that front a major expressway or highway are valuable and well-suited for business, given their visibility and prominence as well as for truck and van access for the movement of goods. The lands are adjacent to the Highway 401/Highway 404 Interchange. Given the proximity to two major highways, the land's visibility is advantageous for commercial and employment purposes.. This site does not have direct access to Sheppard Avenue East and can only be accessed via Yorkland Boulevard. The width of the right-of-way for Yorkland Boulevard is approximately 20 metres. This local street is important in the goods movement network and often needs to accommodate larger trucks turning.

It is essential to preserve employment lands with good access to important transportation infrastructure to support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses by transportation infrastructure, including the rail corridor to the north and surrounding road network.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The lands form part of a contiguous area of land designated *Employment Areas*, are internal to an *Employment Area*, and are internal to and surrounded by employment lands that are used and planned for business and economic activities. The proposed conversion of the lands would create a precedent for additional conversions to allow residential and sensitive non-residential uses in this *Employment Areas*, further diminishing the supply of employment land for *Employment Areas* uses. The requested introduction of residential and sensitive non-residential uses on the lands would adversely affect the overall viability of the Employment Area, and the ability of the area to provide a stable and productive operating environment for existing and new businesses.

The lands are in the ConsumersNext Secondary Plan and are located in the Highway Edge District. The Secondary Plan provides a vision for future growth and development priorities for the area, and was developed after extensive stakeholder and community consultation. It came into effect on April 26, 2021 and provides a vision for future growth and priorities for development. The districts and nodes within the plan are intended to define, enhance and connect to one another to benefit the users of this *Employment Area*. The lands are also retained as *Employment Areas* in the Highway Edge District, which is intended to be retained for, and intensified with employment uses.

The range and quantity of space that Toronto's *Employment Areas* provide is extremely important to Toronto's economy. It is important therefore to provide for a wide range of parcel sizes, locations and characteristics to ensure the long-term competitiveness of the City's *Employment Areas* that can accommodate the diverse needs of industry and business operations. The lands represent a large land parcel designated for employment, contributing to the variety of parcel sizes and accommodation of a range of employment uses in the area. These lands provide good visibility to the *Employment*

Area, as it abuts Highway 401 and 404, offering advantages such as increased value and marketability, attracting customers and employees, and improving the visibility of land for development or investment purposes.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The Compatibility Mitigation (“C/M”) study identified that the lands are also located within the Recommended Minimum Setback Distance of two industry sites and within the area of influence distance of 3 industry sites. Those industries may have impacts on the proposed sensitive uses on the lands. The “C/M” study identified that the outdoor living areas would require acoustic barriers due to the future road traffic noise levels from the highways and roads nearby. Furthermore, the lands would also require warning clauses in agreements registered on title for residential units, agreements of purchase and sale or lease, and all rental agreements.

The Peer Review of the “C/M” Study determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, traffic noise, exchange of information with major facilities and other nearby businesses, summary of nearby commercial/industrial operations, impact on industrial/commercial operations in the vicinity and the broader *Employment Areas* and impact that the conversion request would have on potential employment uses permitted in the area. The Peer Reviewer was not able to confirm that the “C/M” Study fulfills the City’s Terms of Reference for “C/M” Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools. The nearest library is approximately 2 km away from the lands. The nearest recreation centre is approximately 1.6 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) elementary school is approximately 2.8 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) intermediate school is approximately 2.4 km away from the lands. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is approximately 1.7 km away from the lands.

In order to access the nearest library, public school, catholic school and recreation centre via walking, the route would require walking across the *Employment Areas* and crossing major streets including Highway 404. The width of the right-of-way of those major streets range from approximately 27 metres to over 36 metres.

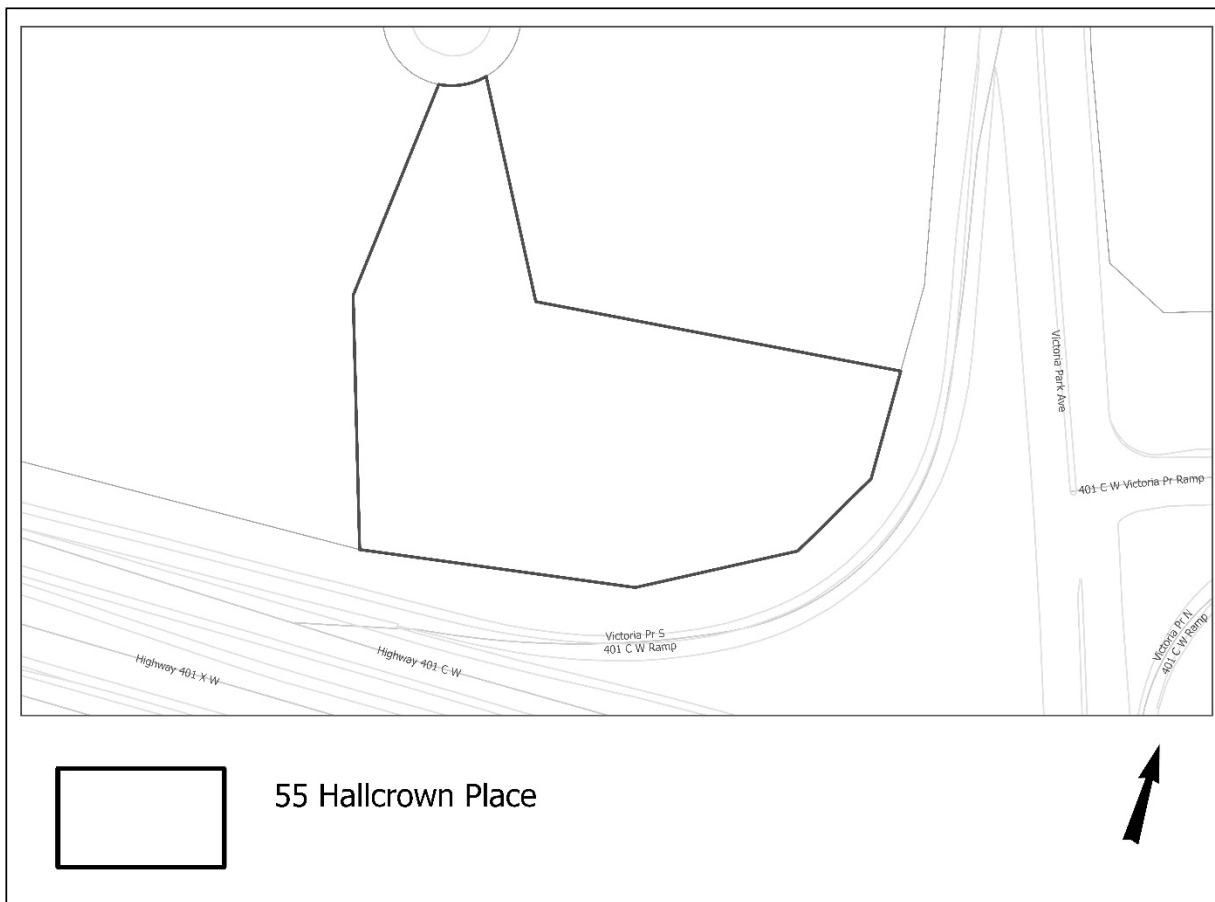
The subject lands do not have good accessibility to higher order public transit. The nearest higher order transit station is Don Mills Subway Station on Line 4 (Sheppard) of the TTC Subway system, which is approximately 1.3 km away. The timing and certainty of the Sheppard East Line 4 Subway Extension that is intended to serve the area is unknown.

RECOMMENDATION

Staff reviewed Conversion Request No. 123 (185 Yorkland Boulevard) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.125

Address: 55 Hallcrown Place
General area: Highway 404 and Victoria Park Avenue
Ward: Don Valley North (17)
Owner (Applicant): 2447496 Ontario Inc. (Bennett Jones)
Site area: Approximately 1.42 hectares (3.51 acres)
Existing uses: Existing 9-storey hotel



CONVERSION REQUEST

Proposal: Request to redesignate from *General Employment Areas* to *Mixed Use Areas* to permit residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 19)

Area Specific Policies: ConsumersNext Secondary Plan; Highway Edge District (Map 35); Chapter 7 SASP 386

Zoning By-law: MO(7) Zone (Industrial Office-Business Park Zone) in the former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: School (A.R.S Armenian School), place of worship (St. Mary Armenian Apostolic Church)

South: Highway 401

East: Victoria Park Avenue Highway 401 on-ramp and overpass

West: Community centre (Armenian Youth Centre), structured parking, large industrial warehouse building and ancillary offices

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS, 2020 and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 125 and provides staff's recommendations.

FINAL ASSESSMENT

Since 2006, the Consumers Road Office-Focused Area of Employment has experienced consistent strong growth. The area represents 54.5 hectares of land and as of 2022 there were 18,700 jobs in over 550 businesses. In 2021, the vacancy rate in this employment area was 0%. There are six conversion requests in the Consumers *Employment Area*, which is bounded by Highway 404 to the west, Sheppard Avenue East to the north, Victoria Park Avenue to the east and Highway 401 to the south.

There was \$70 million in non-residential building permits issued between 2016-2021 in this *Employment Area*, which includes construction and renovations, reflecting a high level of investment in non-residential buildings. In total, the building permits represent 57,973 square metres of non-residential gross floor area to be added throughout the *Employment Area*, demonstrating increased growth and investment in the *Employment Area*.

This employment area is a successful, viable, functioning office park which currently has one of the largest concentrations of office workers outside of downtown.

Employment areas provide opportunities for Torontonians to live and work in the City. The Consumers Road Office-Focused Area of Employment has one of the highest shares of workers residing in the City of Toronto. Seventy-two percent of the workers in this employment area live in the City, and 16% of all workers in this employment area reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A notable proportion of workers in this employment area (33%) use a low-carbon mode of travel to work: 29% use transit, while 4% walk or cycle.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 55 Hallcrown Place.

The employment area is well connected to major goods movement corridors for vehicles. There are six major roadways providing access for traffic/deliveries both in and

out of the area: Highway 404, Highway 401, Sheppard Avenue East, Victoria Park Avenue and Consumers Road.

Employment sites such as this one, that front a major expressway or highway, are valuable and well-suited for business, given their visibility and prominence as well as for truck and van access for the movement of goods. The lands are immediately next to an on-ramp to Highway 401 from Victoria Park Avenue. Given the proximity to a major highway ramp, the land's visibility is advantageous for commercial and employment purposes. In addition, as the lands are located in proximity to the on-ramp there is potential for conflict between truck/auto and pedestrian traffic. The Compatibility Mitigation ("C/M") study identified that heavy trucks are used for deliveries to many of the existing industries surrounding the lands. The lands do not have direct access to Victoria Park Avenue and access may only be obtained via Hallcrown Place.

It is essential to preserve employment lands with good access to important transportation infrastructure to support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses by transportation infrastructure, including the rail corridor to the north and surrounding road network.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The subject lands form part of a contiguous area of land designated *Employment Areas*, are internal to an *Employment Area*, and are surrounded by employment lands that are used and planned for business and economic activities. The proposed conversion of the lands would create a precedent for additional conversions to allow residential and sensitive non-residential uses in this *Employment Area*, further diminishing the supply of employment land for *Employment Areas* uses. The requested introduction of residential and sensitive non-residential uses on the lands would adversely affect the overall viability of the Employment Area, and the ability of the area to provide a stable and productive operating environment for existing and new businesses.

The range and quantity of space that Toronto's *Employment Areas* provide is extremely important to Toronto's economy. It is therefore important to provide for a wide range of parcel sizes, locations and characteristics to ensure the long-term competitiveness of the City's *Employment Areas* that can accommodate the diverse needs of industry and business operations. These lands provide good visibility to the *Employment Areas* as it abuts Highway 401, offering advantages such as increased value and marketability, attracting customers and employees and improving the visibility of land for development or investment purposes.

The lands are in the ConsumersNext Secondary Plan and are located in the Highway Edge District. The Secondary Plan provides a vision for future growth and development priorities for the area, and was developed after extensive stakeholder and community consultation. It came into effect on April 26, 2021 and provides a vision for future growth

and priorities for development. The districts and nodes within the plan are intended to define, enhance and connect to one another to benefit the users of this *Employment Area*. The lands are also retained as *Employment Areas* in the Highway Edge District, which is intended to be retained for, and intensified with employment uses.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request. The Peer Review of the “C/M” Study determined that required information and assessment was not provided with respect to the following: complaint history, traffic noise, air quality, summary of nearby commercial/industrial operations, impact on industrial/commercial operations in the vicinity and the broader *Employment Areas* and impact that the conversion request would have on potential employment uses permitted in the area. The “C/M” study noted that the lands are located in close proximity to Highway 401 and Victoria Park Avenue, which are both significant sources of road traffic noise. The Peer Reviewer was not able to confirm that the “C/M” Study fulfills the City’s Terms of Reference for “C/M” Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools.

The nearest library is approximately 2.4 km away from the lands. The nearest recreation centre is approximately 3 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) elementary school is approximately 2.4 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) intermediate school is approximately 2.8 km away from the lands. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is approximately 1.5 km away from the lands.

In order to access the nearest library, public schools, catholic school and recreation centre via walking, the route would require walking across the *Employment Areas* and crossing major streets including Highway 401. The width of the right-of-way of those major streets range from approximately 27 metres to over 36 metres.

The lands do not have good accessibility to higher order public transit. The nearest higher order transit station is Don Mills Subway Station on Line 4 (Sheppard) of the TTC Subway system, which is approximately 2.5 km away. The timing and certainty of the Sheppard East Line 4 Subway Extension that is intended to serve the area is unknown.

RECOMMENDATION

Staff reviewed Conversion Request No. 125 (55 Hallcrown Place) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.127

Address: 65, 87 Heward Avenue

General area: Eastern Avenue and Carlaw Avenue

Ward: Toronto-Danforth (14)

Owner (Applicant): Heward Studio Investments Inc. (Bousfields Inc.)

Site area: Approximately 1.59 hectares (3.93 acres)

Existing uses: Two-storey office building, television and film production studios and surface parking



CONVERSION REQUEST

Proposal: Requesting retail permission on the entirety of the site, including a proposed 6-storey office building on the northern portion of the lands with 1,058 square metres of stand-alone retail and restaurant space at grade, and 9,351 square metres of office space above (related files: site plan application 19 251586 STE 14 SA and minor variance application 22 158272 STE 14 MV).

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* (Map 18)

Area Specific Policies: Lower Don Special Policy Area (Map 11)

Zoning By-law: Industrial (I2 D5) in the Former Zoning By-law 438-86;
Employment Industrial (E 5.0) in the City-wide Zoning By-law 569-2013

SITE CONTEXT AND ADJACENT USES

North: Low-rise residential (further north: commercial uses along Queen Street East)

South: Lower Don Recreational Trail (further south: Lake Shore Boulevard East and the Port Lands)

East: Automobile dealership, auto shop and surface parking (further east: Revival 629 Film Studio, two low-rise office buildings, surface parking, and trailer truck parking)

West: Residential area along portions of Carlaw Avenue, Morse Street and Logan Avenue (further west: Low-rise warehouse buildings containing industrial and studio uses)

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests. Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; and supplementary responses where submitted by an owner/applicant; consulted with the owner/applicant; and conducted site visits. In response to issues identified in the Preliminary Assessment, the applicant provided additional materials for review. Staff have considered this supplementary submission in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 127 and provides staff's recommendations.

Geographically Related Conversion Requests

This conversion request forms part of a series of four requests within the South of Eastern area. In assessing this conversion request, staff also considered the potential cumulative impacts of all the nearby conversion requests, particularly:

- 21 Don Valley Parkway, 30 Booth Avenue, and 375-385 Eastern Avenue (East Harbour) (Conversion Request No. 041)
- 17 Leslie Street (Conversion Request No. 055)
- 629 Eastern Avenue (Conversion Request No. 092)

FINAL ASSESSMENT

Along with the Port Lands to the south, the South of Eastern employment area is home to a significant concentration of Toronto's film and television production facilities. The City of Toronto is the 5th largest production jurisdiction in North America and anchors the growing film and television industry in Ontario. In 2022, film and television productions in Toronto resulted in a \$2.6 billion direct spend within the city; this does not include associated indirect spending to adjacent industries, which multiplies the economic impact substantially. Productions in the city employs approximately 35,000 Torontonians every year. Demand for Toronto's studio space outpaces capacity. Each year the City of Toronto Film Office turns away substantial amounts of production and resulting jobs and investment because studios in Toronto are already full.

The South of Eastern employment area plays a critical role in Toronto's television and film industry as it allows for the clustering of film and film-related uses, including television and production, prop suppliers, visual effects and sound studios. The cluster of film and television production facilities drives locational decisions for a number of businesses and facilities that support the sector, from prop suppliers to visual effects and post- production studios.

On December 1, 2021, the Economic and Community Development Committee adopted direction from the Film, Television and Digital Media Advisory Board, acknowledging the importance of the existing Official Plan *Employment Areas* designations in the South of Eastern area to ensure the protection of existing, and the development of new, studio and production space. With over 1 million square metres of non-residential development proposed in the area, and a 1% vacancy rate, the South of Eastern employment area will continue to be a critical location for employment growth in Toronto and the region.

With over 1 million square metres of non-residential development proposed in the area, and a 1% vacancy rate in 2021, the South of Eastern employment area will continue to be a critical location for employment growth in Toronto and the region. The lands are located in Growth Plan 2020 Provincially Significant Employment Zone (“PSEZ”) – Zone 8.

Employment areas provide opportunities for Torontonians to live and work in the City. Seventy-four percent of the workers in the South of Eastern employment area and the Port Lands live in the City of Toronto, and 16% of all workers in the employment area reside in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The accessibility of employment areas by transit is a core strength as the city moves toward adapting to climate change. In this employment area (24%) of workers use a low-carbon mode of travel to work: 16% use transit, while 8% walk or cycle.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the *Employment Areas* at 65, 87 Heward Avenue.

The existing uses on the land include a surface parking lot fronting Eastern Avenue, a 2-storey building occupied by office tenants and two studios used by a television and film production company, as well as a second 2-storey building that has businesses that provide for various ancillary uses to the studios and additional parking. The surface parking lot fronting Eastern Avenue is proposed to be a 6-storey office building currently subject to a site plan application.

The conversion request proposes to retain the *Core Employment Areas* designation for the lands, but broaden land use permissions to increase the maximum permitted size of a stand-alone retail and restaurant use. On lands designated *Core Employment Areas*, only small-scale restaurants, and small-scale retail uses that are ancillary to the principal employment use on the same lot are permitted on lands designated *Core Employment Areas*. A minor variance application was approved by the Committee of Adjustment in September 2022 to facilitate the site plan application submitted for the

northern portion of the lands fronting onto Eastern Avenue. The variances include permitting a larger restaurant use at-grade of the proposed six-storey office.

Staff have concerns with the need for additional stand-alone retail on the entirety of the lands. There are retail permissions already approved, or being considered throughout the larger South of Eastern employment area through the approvals at the StudioCentres development at 629, 633 and 675 Eastern Avenue, the East Harbour Transit Orientated Community, and there are existing retail uses further east along Leslie Street, and north on Queen Street East.

Allowing for stand-alone retail uses on the entirety of the lands would have the potential to bring more people into the lands and surrounding area, which may impact the transportation network to access the film and television businesses in and around the lands. This would adversely impact the ability of these *Employment Areas* to provide a stable and productive operating environment for existing and new businesses. Given the low vacancy rates in this area, existing businesses that may be displaced by new stand-alone retail uses may have difficulties relocating and clustering in this same area.

Based on its access to major goods movement corridors, such as the Don Valley Parkway, Lake Shore Boulevard East and the Gardiner Expressway, as well as to the Port Lands, more traditional heavy industries and large sites devoted to City services have historically located in the South of Eastern employment area. Large film and television production studios are drawn to the area for similar reasons: access, flexible large sites and proximity to a workforce and Downtown Toronto. It is essential to preserve employment lands with good access to important transportation infrastructure that support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

These lands are internal to the South of Eastern employment area and are surrounded by land that is used for and planned for business and economic activities. To the east and west of the lands are properties designated *Core Employment Areas*, to the north are *General Employment Areas* and *Neighbourhoods*, and south are *Regeneration Areas*. Some of the largest employer in the area are Canada Post, Loblaws, Toronto District School Board, BMW Toronto, and Revival Studios (multiple productions) at 629 Eastern Avenue. The employment uses surrounding the subject lands generate a high amount of traffic and large trucks that produce noise at varying hours.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registrations (“EASR”), as well as those in the immediate vicinity and stakeholders in relevant sectors. Businesses in the area, in particular those that support the film industry, noted the benefits of their location within an industry cluster such as the South of Eastern area. For example, the prop suppliers would have significant increases in costs if they had to relocate away from the production facilities in the area. In addition, the various parcel sizes are conducive to different users, and there is a need for large sites driven

by the demand for warehousing and storage facilities to support the film and television industry.

Outreach to other industries in the area included auto uses, recycling and salvage uses, traditional machining and roofing suppliers and storage facilities. Although these users represent more traditional employment area uses, their activities and operations can exist alongside film and production uses which provide a buffer from residential areas. Continued truck access, as well as access to a local workforce, are concerns for these industries as well. Several businesses noted that transit investment in the area will be key to continuing to attract employees.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: stationary noise, industrial/commercial operations in the vicinity of the conversion lands. While the Peer Reviewer was not able to confirm that the C/M Studies fulfil the City's Terms of Reference for C/M Study requirements, the proposed conversion does not propose any sensitive land uses, including residential uses, on the lands.

The lands are located within the Council-adopted East Harbour Protected Major Transit Station Area ("MTSA"). The planned East Harbour Subway/GO Interchange station will serve the planned Ontario Line subway route. Existing and permitted development within the MTSA is planned for and meets a minimum population and employment target of 300 residents and jobs combined per hectare. The MTSA was submitted to the Minister of Municipal Affairs and Housing on July 29, 2022 for approval, as the approval authority for MTSA's. To date, no decision has been received. The Growth Plan 2020 minimum density targets for PMTSA/MTSA's are targets for jobs as well as residents. Approximately, 16% of workers access this employment area by transit. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

Staff recommend that the lands be maintained as *Core Employment Areas* and that a Site and Area Specific Policy ("SASP") be added to only the northern portion of the lands that fronts onto Eastern Avenue and borders Heward Avenue. The SASP would allow stand-alone retail uses that are not ancillary to a principal *Core Employment Areas* use on the lands, up to a maximum of 20 percent of the gross floor area of the buildings within the SASP area. The limitation on the retail gross floor area is to ensure that the *Core Employment Areas* uses continue to be the primary employment uses on the lands. The recommended SASP would facilitate the site plan application that the requester has submitted for a 6-storey office building and would provide additional flexibility for the existing 2 storey office building on the northern portion of the lands to incorporate some retail spaces to help support the employment function of the lands.

The recommended SASP would ensure that only the portion of the lands with direct access to Eastern Avenue and Heward Avenue has this additional retail flexibility. The SASP would also prohibit major retail (i.e., retail larger than 6,000 square metres of gross floor area) on the northern portion of the lands. Major retail developments can have a significant impact on local transportation, the health of nearby retail districts, and the surrounding *Employment Areas*.

The remainder of the lands, beyond Heward Avenue which terminates in a dead-end part way into the lands, contains office spaces and two studio facilities would not be subject to the recommended SASP. This is intended to ensure the continuation of these uses on the lands which contribute to the film and television industry in the South of Eastern employment area.

The lands are within the Lower Don Special Policy Area. The Provincial Policy Statement directs that any changes to the official plan policies, land use designations or boundaries applying to Special Policy Area lands, must be approved by the Ministers of Municipal Affairs and Housing and Natural Resources and Forestry prior to the municipality approving such changes. Any conversion would require prior approval from the Province. As the lands are within the Lower Don Special Policy Area and the floodplain, the recommended SASP includes language requiring an Emergency Management Plan to be submitted to the City and the Toronto and Region Conservation Authority's as part of future development applications to address the protection of health and safety, and the protection of property. The SASP also requires that the future applicant enter into the necessary agreements regarding risk and indemnification related to the flood risks on the lands. This SASP language is aligned with previously provincially-approved OPA 231 SASP language for other lands within the Lower Don Special Policy Area.

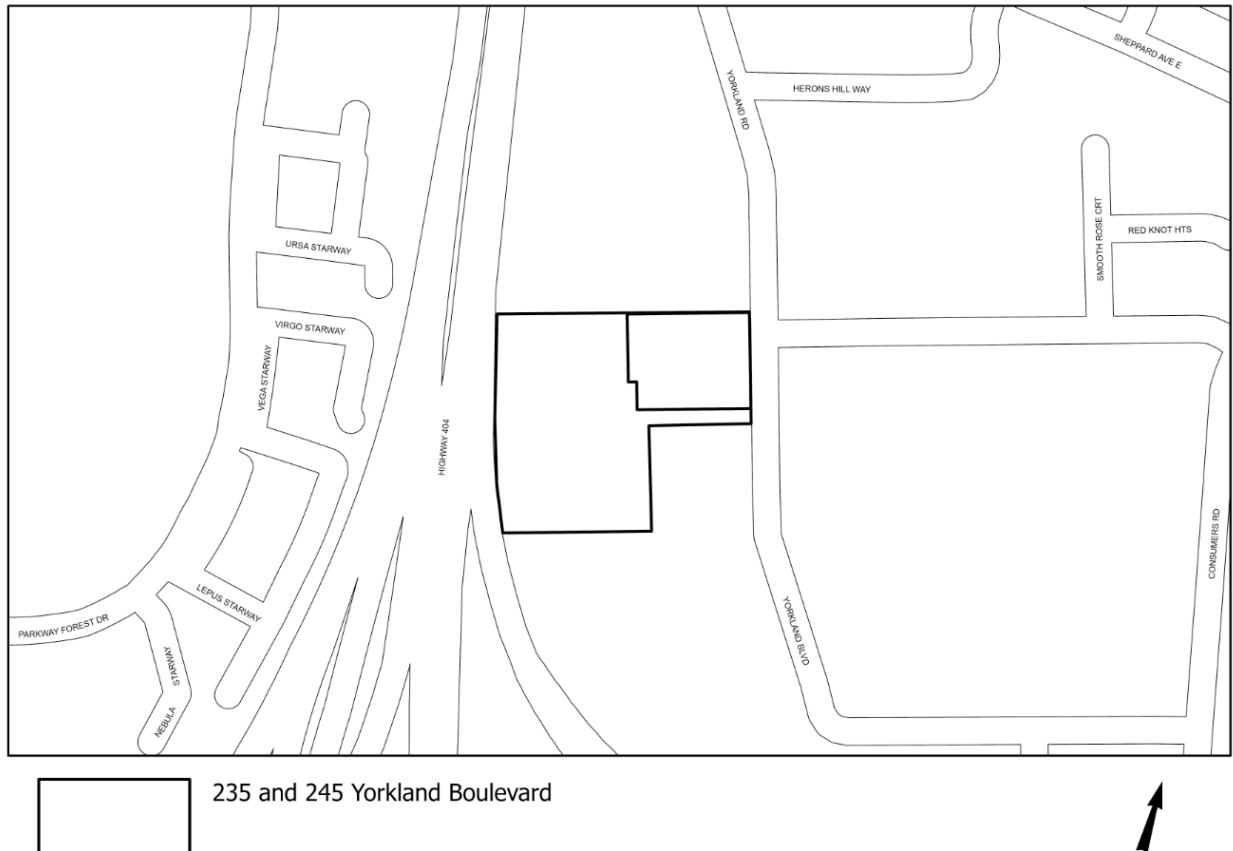
Staff shared the recommended SASP with Ministry of Municipal Affairs and Housing staff, as well as, staff from the Ministry of Natural Resources and the Toronto and Region Conservation Authority for their review and comment. Ministry of Municipal Affairs and Housing, and Ministry of Natural Resources staff provided City staff with verbal comments that provincial staff do not have any issues with the proposed approach to the lands or the proposed SASP.

RECOMMENDATION

Staff reviewed Conversion Request No. 127 (65, 87 Heward Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be as *Core Employment Areas* with a new SASP applied to the northern portion of the lands.

FINAL ASSESSMENT OF CONVERSION REQUEST NO.130

- Address:** 235 and 245 Yorkland Boulevard
- General area:** Highway 404 and Sheppard Avenue East
- Ward:** Don Valley North (17)
- Owner (Applicant):** Carlton Tower Limited (Goldberg Group)
- Site area:** Approximately 2.39 hectares (5.9 acres)
- Existing uses:** Existing 12-storey commercial office building, 3-storey commercial office building and surface parking



CONVERSION REQUEST

Proposal: Request to redesignate the lands from *General Employment Areas* to *Mixed Use Areas* in order to permit residential uses.

An Official Plan Amendment to convert from *General Employment Areas* to *Mixed Use Areas* was submitted for these lands on December 24, 2021 and deemed complete on June 13, 2022.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 19)

Area Specific Policies: ConsumersNext Secondary Plan; Highway Edge District (Map 35); Chapter 7 SASP 386

Zoning By-law: EO 1.5 (e1.5; o1.5)(x11) Zone (Employment-Industrial Zone) in the City of Toronto Zoning By-law 569-2013

SITE CONTEXT AND ADJACENT USES

North: Private school (North Toronto Christian School)

South: Hotel (Edward Village Hotel Temporary Shelter)

East: Office, places of worship (The Garden Korean Church, Abu Huraira Centre)

West: Highway 404

CONVERSION REQUEST CONSIDERATION

The *Planning Act*, the PPS 2020, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Official Plan set out the criteria by which the City is to consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to demonstrate a need for the conversion; that the City will maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; the conversion would not adversely affect the overall viability of the employment area; and, there is infrastructure and public facilities to accommodate the proposed uses.

The City received approximately 150 requests to convert lands designated *Core Employment Areas* and *General Employment Areas* as part of the City's Official Plan Growth Plan Conformity and Municipal Comprehensive Review ("MCR"). Preliminary Assessments were prepared that provided preliminary issues and staff positions on requests.

Planning and Housing Committee authorized the use of over 130 preliminary assessments for the basis of consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public.

Staff reviewed the material provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; and conducted a site visit. This Final Assessment completes the review of Conversion Request No. 130 and provides staff's recommendations.

FINAL ASSESSMENT

Since 2006, the Consumers Road Office-Focused Area of Employment has experienced consistent strong growth. The area represents 54.5 hectares of land and as of 2022 there were 18,700 jobs in over 550 businesses. In 2021, the vacancy rate in this *Employment Areas* was 0%. There are six conversion requests in the Consumers *Employment Area*, which is bounded by Highway 404 to the west, Sheppard Avenue East to the north, Victoria Park Avenue to the east and Highway 401 to the south.

There was \$70 million in non-residential building permits issued between 2016-2021 in this *Employment Area*, which includes construction and renovations, reflecting a high level of investment in non-residential buildings. In total, the building permits represent 57,973 square metres of non-residential gross floor area to be added throughout the *Employment Area*, demonstrating increased growth and investment in the *Employment Area*.

This *Employment Areas* is a successful, viable, functioning office park which currently has one of the largest concentrations of office workers outside of downtown.

Employment areas provide opportunities for Torontonians to live and work in the City. The Consumers Road Office-Focused Area of Employment has one of the highest shares of workers residing in the City of Toronto. Seventy-two percent of the workers in this employment area live in the City, and 16% of all workers in this employment area

reside in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents. This area accommodates a significant source of local jobs. Providing convenient access to jobs contributes to the achievement of a complete community.

The accessibility of *Employment Areas* by transit is a core strength as the city moves toward adapting to climate change. A notable proportion of workers in this employment area (33%) use a low-carbon mode of travel to work: 29% use transit, while 4% walk or cycle.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and it is anticipated that the City will meet the employment forecasts allocated to the municipality pursuant to the Growth Plan 2020. It should be noted however that while no single conversion request would affect this outcome, multiple conversions could impact Toronto's ability to meet the Provincial employment forecast. There is no need to convert the employment lands at 235 and 245 Yorkland Boulevard.

The *Employment Areas* is well connected to major goods movement corridors for vehicles. There are six major roadways providing access for traffic/deliveries both in and out of the area: Highway 404, Highway 401, Sheppard Avenue East, Victoria Park Avenue and Consumers Road. The lands are adjacent to the Highway 401/Highway 404 Interchange. Employment sites such as this one, that front a major expressway or highway are valuable and well-suited for business, given their visibility and prominence as well as for truck and van access for the movement of goods. The lands do not have direct access to Sheppard Avenue East and access may only be obtained via Yorkland Boulevard. The width of the right-of-way for Yorkland Boulevard is approximately 20 metres. This local street is important in the goods movement network and often needs to accommodate larger trucks turning.

It is essential to preserve employment lands with good access to important transportation infrastructure to support the movement of goods. The Growth Plan 2020 sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses by transportation infrastructure, including the rail corridor to the north and surrounding road network.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Areas* to a designation that permits residential and other sensitive uses. The subject lands form part of a contiguous area of land designated *Employment Areas*, are internal to an *Employment Area*, and are surrounded by employment lands that are used and planned for business and economic activities. The proposed conversion of the lands would create a precedent for additional conversions to allow residential and sensitive non-residential uses in this *Employment Areas*, further diminishing the supply of employment land for *Employment Areas* uses. The requested introduction of residential and sensitive non-residential uses on the lands would adversely affect the

overall viability of the *Employment Area*, and the ability of the area to provide a stable and productive operating environment for existing and new businesses.

The contiguous nature of these *Employment Areas* lands provides land use certainty for operating businesses and helps to facilitate clustering of associated businesses. The lands currently accommodate similar employment uses to others nearby and are part of a cluster with surrounding business establishments including office uses to the east. Given the context of the location and surrounding land use designations, conversion of the lands may adversely affect the ability to provide opportunities for the clustering of similar or related employment uses.

The lands are in the ConsumersNext Secondary Plan and are located in the Highway Edge District. The Secondary Plan provides a vision for future growth and development priorities for the area and was developed after extensive stakeholder and community consultation. It came into effect on April 26, 2021 and provides a vision for future growth and priorities for development. The districts and nodes within the plan are intended to define, enhance and connect to one another to benefit the users of this *Employment Area*. The lands are also retained as *Employment Areas* in the Highway Edge District, which is intended to be retained for, and intensified with employment uses.

The range and quantity of space that Toronto's *Employment Areas* provide is extremely important to Toronto's economy. It is important therefore to provide for a wide range of parcel sizes, locations and characteristics to ensure the long-term competitiveness of the City's *Employment Areas* that can accommodate the diverse needs of industry and business operations. The lands represent a large parcel designated for employment, contributing to the variety of parcel sizes and accommodation of a range of employment uses in the area. These lands provide good visibility to the *Employment Area*, as they abut Highway 401 and 404, offering advantages such as increased value and marketability, attracting customers and employees and improving the visibility of land for development or investment purposes.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request. The Peer Review of the Compatibility Mitigation ("C/M") Study determined that required information and assessment was not provided with respect to the following: complaint history, stationary noise, traffic noise, vibration, impact on industrial/commercial operations in the vicinity and the broader *Employment Areas* and impact that the conversion request would have on potential employment uses permitted in the area. The Peer Reviewer was not able to confirm that the "C/M" Study fulfills the City's Terms of Reference for "C/M" Study requirements. Given the lack of information, the Peer Reviewer could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* that also address a range of other issues as described in this Final Assessment.

The proposal for residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to community services and facilities, such as libraries and schools.

The nearest library is approximately 1.8 km away from the lands. The nearest recreation centre is approximately 1.4 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) elementary school is approximately 1.2 km away from the lands. The nearest assigned Toronto District School Board (“TDSB”) intermediate school is approximately 2.3 km away from the lands. The nearest assigned Toronto Catholic District School Board (“TCDSB”) school is approximately 1.5 km away from the lands.

In order to access the nearest library, public school, catholic school and recreation centre via walking, the route would require walking across the *Employment Areas* and crossing major streets including Highway 404. The width of the right-of-way of those major streets range from approximately 27 metres to over 36 metres.

The subject lands do not have good accessibility to higher order public transit. The nearest higher order transit station is Don Mills Subway Station on Line 4 (Sheppard) of the TTC Subway system, which is approximately 1.2 km away. The timing and certainty of the Sheppard East Line 4 Subway Extension that is intended to serve the area is unknown.

RECOMMENDATION

Staff reviewed Conversion Request No. 130 (235 and 245 Yorkland Boulevard) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.