

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

Request	Municipal Address	Ward	Page
008 052 053 057 058 061	3266, 3280, 3290, 3330 Midland Avenue and 50, 70 Silver Star Boulevard 4016 and 4020 Finch Avenue 2901-2913 Kennedy Road, 21 Trojan Gate, 4040 Finch Avenue East, and 15-19 Milliken Boulevard 4140 Finch Avenue East 4186-4190 Finch Avenue East 3360 Midland Avenue	Scarborough - Agincourt (22)	4
009	20 Brentcliffe Road	Don Valley West (15)	12
012 024	1455-1457 McCowan Road and 41-47 Milner Avenue 30 and 44 Milner Avenue	Scarborough North (23)	17
015 032	15 Gervais Drive 39 Wynford Drive	Don Valley East (16)	23
016 033	1123 Leslie Street 1121 Leslie Street	Don Valley East (16)	30
018 / 018A	1760 and 1774 Ellesmere Road	Scarborough Guildwood (24)	36
019	3710 Chesswood Drive	York Centre (6)	42
025	1001 Ellesmere Road	Scarborough Centre (21)	48
026 060 075 085	4711, 4723, 4733 and 4751 Steeles Avenue East 681 Silver Star Boulevard 29 Redlea Avenue 3447 Kennedy Road	Scarborough Agincourt (22)	53
035	1655 Dupont Street	Davenport (9)	61
037 046	4630 Sheppard Avenue East 4570 Sheppard Avenue East	Scarborough North (23)	67
038	9 Davies Avenue, 600 Queen Street East, and 16 Carroll Street	Toronto-Danforth (14)	73
047	38 Orfus Road	Eglinton Lawrence (8)	79

Request	Municipal Address	Ward	Page
059 121 City - initiated	116R, 126 – 142 Ryding Avenue (No. 059) 109 Ryding Avenue 90 Ethel Avenue (City-initiated); 99 Ryding Avenue (City-initiated); and 116 Ryding Avenue (City-initiated) (collectively “the Ryding Lands”)	York South-Weston (5)	83
062	2 Scarlett Road and 201 Eileen Avenue	Etobicoke – York (05)	90
068	1125-1155 Leslie Street	Don Valley East (16)	96
074	555 Rexdale Boulevard (Woodbine Racetrack)	Etobicoke North (1)	101
076 096	2545 and 2549 Weston Road 2625 Weston Road	York South-Weston (5)	110
077	171 East Liberty Street and 37 Hanna Avenue (Westerly Portion)	Spadina-Fort York (10)	116
078	920 and 930 Progress Avenue	Scarborough-Guildwood (24)	123
088	3765, 3771 and 3777 Keele Street and 10 Lepage Court	York Centre (6)	128
090	3601 Victoria Park Avenue	Scarborough Agincourt (22)	133
098A 098B	1235-1255 Lawrence Avenue West and 3-16, 22 Benton Road 44-88 Colville Road	York South-Weston (5)	138
099 124	266-268 Royal York Road, rear 12-50 Drummond Street & 1, 1A and 1B Harold Street	Etobicoke-Lakeshore (3)	146
100	5395 - 5409 Eglinton Avenue West	Etobicoke Centre (2)	154
101 102	1, 11-37, 12, 16, 20-26 William Kitchen Road 2021 Kennedy Road	Scarborough Centre (21)	161
103	340-364 Evans Avenue and 12-16 Arnold Street	Etobicoke – Lakeshore (Ward 3)	167
104	2450 Finch Avenue West	Humber River-Black Creek (7)	174
108	5-15 Kodiak Crescent	York Centre (6)	180
111 111A	60 Paton Road 640 Lansdowne Avenue (<i>General Employment Areas</i> portion)	Davenport (9)	186

Request	Municipal Address	Ward	Page
112 049 080	160 Queens Plate Drive 330 Queens Plate Drive 2200-2250 Islington Avenue	Etobicoke North (1)	194
126	1677 Wilson Avenue	Humber River-Black Creek (7)	202
127	65, 87 Heward Avenue	Toronto-Danforth (14)	207
128	2270 Morningside Avenue	Scarborough-Rouge Park (25)	214
131	350 Campbell Avenue	Davenport (9)	220
132	865 York Mills Road	Don Valley East (16)	226
	900 York Mills Road	Don Valley East (16)	231
City Initiated	949, 949A, 951, 953, 955 and 1011 Wilson Avenue	York Centre (6)	237

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 008, 052, 053, 057, 058 AND 061

Address:	3266, 3280, 3290, 3330 Midland Avenue and 50, 70 Silver Star Boulevard (No. 008) 4016 and 4020 Finch Avenue (No. 052) 2901-2913 Kennedy Road, 21 Trojan Gate, 4040 Finch Avenue East, and 15-19 Milliken Boulevard (No. 053) 4140 Finch Avenue East (No. 057) 4186-4190 Finch Avenue East (No. 058) 3360 Midland Avenue (No. 061)
General area:	Finch Avenue East, Midland Avenue and Kennedy Road
Ward:	Scarborough - Agincourt (22)
Owner (Applicant):	East Urban Properties (SvN Architects + Planners) (No. 008) QH Design Built (Weston Consulting) (No. 052 & 057) Trojan Gate Development Limited (Bousfields Inc.) (No. 053) Trojan Construction Limited (Goldberg Group) (No. 058) 2773102 Ontario Limited (Batory Management) (No. 061)
Site area:	Approximately 4.8 ha (11.8 acres) (No. 008) Approximately 0.81 ha (2 acres) (No. 052) Approximately 4.7 ha (11.6 acres) (No. 053) Approximately 0.65 ha (1.6 acres) (No. 057) Approximately 2 ha (4.9 acres) (No. 058) Approximately 1.2 ha (2.9 acres) (No. 061) Total approximately 14.16 hectares (34.99 acres)
Existing uses:	Seven structures with multiple units consisting of a variety of commercial uses including retail, restaurants, services and offices. Some light industrial (automotive services, wholesaling, food processing) (No. 008) Single storey large scale restaurant use (No. 052) Five buildings used for bank, restaurant, retail, large grocery store, wholesale supply, personal service, and medical office (053) Land currently occupied by a single-storey building with at grade parking used by the North American Muslim Foundation and Gibraltar Leadership Academy (No. 057) There is a four-storey medical office building at the southeast corner of the Property, oriented towards the Finch and Midland intersection. Along the west and north sides of the

Property are two, single-storey, retail and service commercial plazas (058)

Vacant land on the east portion adjacent to Midland Ave, and developed land on the west portion of the site that contains a two-storey manufacturing and automotive facility with associated outdoor equipment storage (No. 061)



CONVERSION REQUESTS

Proposal: Request to redesignate the lands from *General Employment Areas* and *Core Employment Areas* to *Mixed Use Areas* to permit residential uses (008, 053)

Request to redesignate the lands from *General Employment Areas* to *Mixed Use Areas* to permit residential uses (052, 057, 058, 061)

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure:	<i>Employment Areas (Map 2) / Employment Districts (Map 2)</i> – OPA 231 Appeal Site (No. 008) <i>Employment Areas (Map 2) (No. 052, 053, 057, 058 and 061)</i>
Designation(s):	<i>General Employment Areas and Core Employment Areas (Map 20) / Employment Areas (Map 20) – OPA 231 Appeal Site (No. 008)</i> <i>General Employment Area (Map 19) (No. 052, 057, 058, and 061)</i> <i>General Employment Areas and Core Employment Areas (Map 19) (No. 053)</i>
Area Specific Policies:	Chapter 7 SASP 104 (No. 008, 052, 053, 057, 058 and 061)
Zoning By-law:	Former Scarborough Employment District Zoning By-law 24982 Mixed Employment Zone (ME) and Special Industrial Zone (MS) (No. 008) Former Scarborough Employment Districts Zoning By-Law 24982 Industrial District Commercial Zone (MDC) (No. 052) Former Scarborough Employment Districts Zoning By-Law 24982 General Industrial (MG) Industrial (M), Special Industrial (MS), Employment Zone (E) Industrial District Commercial Zone (MDC), Community Commercial Zone (CC), Recreational Zone (RU) (053) By-Law 569-2013 Employment Heavy Industrial Zone (EH) (053) Former Scarborough Employment Districts Zoning By-Law 24982 Employment Zone (E), Community Commercial Zone (CC) (No. 057) Former Scarborough Employment Districts Zoning By-Law 24982 Employment Zone (E), Community Commercial Zone (CC), Recreational Zone (RU) (058) By-Law 569-2013 Employment Industrial Zone (E) (No. 061)

SITE CONTEXT AND ADJACENT USES

North:	Low rise employment including wholesaling, retail, automotive (008) Surface parking (052) On the north side of Trojan Gate are several low intensity industrial uses, including a lawn equipment supply store and a workplace and school uniform provider, all of which operate out of low-rise buildings. Further north, within the Milliken Employment District is the Cascade Tissue Group, a roofing supply depot, a stone, gravel and topsoil supplier and several other low rise, low intensity manufacturing (053) North is a large retail plaza that includes restaurants, a grocery store, and auto services. Vacant lands exist immediately to the northwest. Further
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north are employment uses including manufacturing, warehousing and logistics and additional retail commercial uses (057)

Sky City Shopping Centre, a large retail facility with two rows of single-storey retail buildings, along the north and south sides of the lands, oriented in an east-west direction, with a large surface parking area in between (058)

A two-storey commercial, retail, restaurant, and office plaza (061)

South: Restaurants, retail, services, public storage (008)
Low rise residential across Finch Avenue East (052)
Place of worship, surface parking, low rise residential across Finch Avenue East (053)
Low rise residential across Finch Avenue East (057)
Low-rise office/commercial buildings, rental townhouses, and a linear park, across Finch Avenue East (058)
A one and two storey condominium light industrial, wholesaling and office plaza (061)

East: Low-rise residential across Midland Avenue (008)
Auto body repair shop, used car dealership (052)
To the immediate east of the lands properties (2901-2913 Kennedy Road and 21 Trojan Gate) and north of 15, 17, and 19 Milliken Boulevard is a grouping of food manufacturing businesses and wholesalers, located in a configuration of four separate, rectangular buildings (053)
Directly east is a small-scale office building. Further east is a multi-storey commercial building supporting a suite of offices and employment services. Beyond this building is a retail plaza containing restaurants, a pharmacy, and a rehabilitation centre which extends to Midland Avenue (057)
Low rise residential across Midland Avenue East (058)
Low-rise residential across Midland Avenue (061)

West: Purolator courier, light manufacturing (008)
Gas station (052)
Place of worship, surface parking, low rise residential on the other side of Kennedy Road (053)
Abutting to the west is a self-storage complex consisting of 8 buildings and immediately west of this is a railway corridor (057)
Single-storey commercial buildings, including a large public storage facility, and a 5-storey office building (058)
A three-storey place of worship, surface parking (061)

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 Toronto's 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 over 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 the 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 have reviewed the material provided as part of these conversion requests; considered the conclusions of the Peer Review of the Compatibility/Mitigation Studies; consulted with the owners/applicants; and conducted site visits. These conversion requests form part of a series of six requests within the area. In assessing these conversion requests, staff considered the potential cumulative impacts of all the nearby conversion requests. This Final Assessment completes the review of Conversion Request Nos. 008, 052, 053, 057, 058 and 061 and provides staff's recommendations.

FINAL ASSESSMENT

The six conversion requests clustered in this area account for eleven properties and cover approximately 35 acres. The lands generally front onto Midland Avenue, Kennedy Road, and Finch Avenue East. The lands are located at the southern end of the Milliken employment area. The Milliken employment area accommodates a range of uses, from heavy industry, asphalt and aggregate suppliers, concrete batching, to businesses that serve the local business community. The Milliken employment area stretches from Steeles Avenue East on the north to Finch Avenue East on the south, between Midland Avenue and Kennedy Avenue. While serving as a continuous stretch of traditional employment uses, the northern and southern areas, separated by the Hydro corridor running east to west, display distinct characteristics that have shaped development and investment in the respective areas over time. The Milliken employment area also has a rail corridor in the middle running north-south.

In 2022, the Milliken employment area contained over 1,000 establishments that employed approximately 7,650 people in a wide range of activities. The approximately 2 million square feet of industrial space was fully occupied with vacancy rates at 0% in 2021. In addition, between 2016-2021 there was an estimated \$219 million in investment in construction and alteration of industrial and commercial properties. This employment area continues to thrive and appeals to a range of uses, and is anticipated to continue to remain a sought after and well-functioning employment area.

Employment Areas provide opportunities for Torontonians to live and work in the City. Approximately 55% of the workers who work in this employment area live in Toronto, with 12% of these workers 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 where 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. Twenty-five percent of the workers in this employment area choose a low-carbon mode of travel to work, such as transit, walking or cycling.

The conversion requests lands are designated *Core Employment Areas* and *General Employment Areas* and are generally on the periphery of the Milliken employment area with some of the conversion requests also within the interior. The conversion requests are bounded by Kennedy Road, Midland Avenue, and Finch Avenue East, with the adjacent areas across these major streets being primarily low-rise residential 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. There is no need to convert the employment lands at 3266, 3280, 3290, 3330, 3360 Midland Avenue, 50, 70 Silver Star Boulevard, 4016, 4020, 4040, 4140, 4186-4190 Finch Avenue East, 2901-2913 Kennedy Road, 21 Trojan Gate, and 15-19 Milliken Boulevard.

Staff have significant concerns with the redesignation of the conversion requests in this area to permit residential permissions both individually and cumulatively. The Milliken employment area is well-functioning with no vacancies and is geographically bounded by major streets that serve as a buffer to the more sensitive land uses across the major streets. The requested introduction of sensitive uses on the lands will adversely affect the overall viability of the larger *Employment Area*, and has the potential to displace many employers. A conversion of these lands would reduce the City's already limited supply of lands exclusively for business and there is a significant risk that a conversion of one or more of the lands within this area would set a precedent for future conversions in the area and erode the quantity and quality of the *Employment Areas*.

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. The lands front onto three major streets that have access to a 400 series highway, with Kennedy Road having an on-ramp to Highway 401 and Finch Avenue having access to Highway 404. With truck access and the efficient movement of vehicles being critical to the success of local businesses, staff are concerned that increased residential traffic from a conversion could negatively impact the facilitation of the movement of goods for existing and future employment uses.

The conversion of the lands for residential uses could create instability in an area that is vulnerable to land speculation. The area has seen multiple land transactions in the last 5 years including some sites where conversion requests were later submitted. A conversion could hinder investment and reinvestment, limiting or restricting opportunities for business and economic expansion. An introduction of sensitive uses

could jeopardize the ability to provide a stable and productive operating environment for existing and new businesses and their economic activities. The area is also unique in the types of small businesses located here that serve the south and east Asian communities in the immediate and surrounding 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 and industrial stakeholders in relevant sectors. Concern about the conversions relates primarily to land use compatibility including matters such as noise, odour and the potential for traffic congestion and the efficient movement of vehicles. Strong concerns from the local industry were raised with regards to the ability to maintain compliance with existing ECAs, as well as the potential for introducing sensitive uses to heavy industrial areas, leading to safety concerns, the introduction of nuisance complaints and the interference with daily operations. As a result of potential complaints on their operations, businesses operating in *Employment Areas* may be required to alter their operations, resulting in an impact on the ability of nearby industry to obtain or operate in accordance with existing Environmental Compliance Approvals. Some industries that City staff met with indicated they would likely relocate outside of the City if sensitive uses were introduced, in one instance this would have the potential to translate into the removal of over 200 full time jobs from one business alone.

Significant concerns were also raised by local businesses on land use instability and the impact on investment decisions. Heavier industrial uses have limited options when making locational decisions in fully developed urban areas, such as Toronto. Without certainty that they will continue to be able to meet regulatory compliance requirements and operate efficiently, decisions related to necessary building renovations and/or expansions becomes tenuous and continued pressure could lead to relocation decisions that would greatly impact various elements of the supply chain, as well as other industries in the region, such as construction, health care, education, and others. In addition, the limited availability of manufacturing, warehousing and wholesale distribution space makes relocation within Toronto very difficult, as the vacancy rates in these sectors reach historic lows. Maintenance of truck access is also of critical importance to industry in this area, and the introduction of high-density residential uses will greatly increase transportation times and congestion considerations.

Staff have concerns with the proximity of nearby facilities and the potential for compatibility issues between sensitive land uses and impactful industries. Nearby facilities may have noise, odour, and dust related impact upon the proposed conversion requests on the lands. A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request and was Peer Reviewed. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: incomplete lists of facilities within the areas of influence, facilities being misclassified, study components being incomplete or absent including sources of noise, incomplete or absent assessments of the proposed impacts from the conversion on the surrounding area. 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. 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.

While there is a proposed GO station on Finch Avenue East with a current targeted in-service start date of August 2027 to service the Stouffville Line, ridership projections and station planning were done on the basis that these lands would remain designated for employment purposes. A conversion to permit residential uses is not required to justify the planned transit, further demonstrated by the number of people who use transit to travel to work in the Milliken employment area. Major Transit Station Areas (“MTSAs”) are planned for both people and jobs. *Employment Areas* in proximity to transit provide for a balance between jobs and housing to reduce long-distance commuting, encourage travel by transit, walking and cycling, and provide work opportunities for residents of nearby neighbourhoods. A notable proportion of workers in this employment area (20%) use transit to get to work.

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 facilities. Staff have identified that many of the existing or planned community infrastructure to accommodate the proposed conversion request are over 1km away and require crossing 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 Municipal Board by numerous parties including the owners of 3266 Midland Avenue (No.008) and the appeal remains outstanding. 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 Employment Areas* and *General Employment Areas*.

RECOMMENDATION

Staff reviewed Conversion Request Nos. 008 (3266, 3280, 3290, 3330, and 3360 Midland Avenue, and 50 and 70 Silver Star Boulevard), No. 052 (4016 and 4020 Finch Avenue East), No. 053 (2901-2913 Kennedy Road, 4040 Finch Avenue East, 21 Trojan Gate, and 15-19 Milliken Boulevard), No. 057(4140 Finch Avenue East), No. 058 (4186-4190 Finch Avenue East), and No. 061 (3360 Midland Avenue), against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend 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. 009

Address: 20 Brentcliffe Road

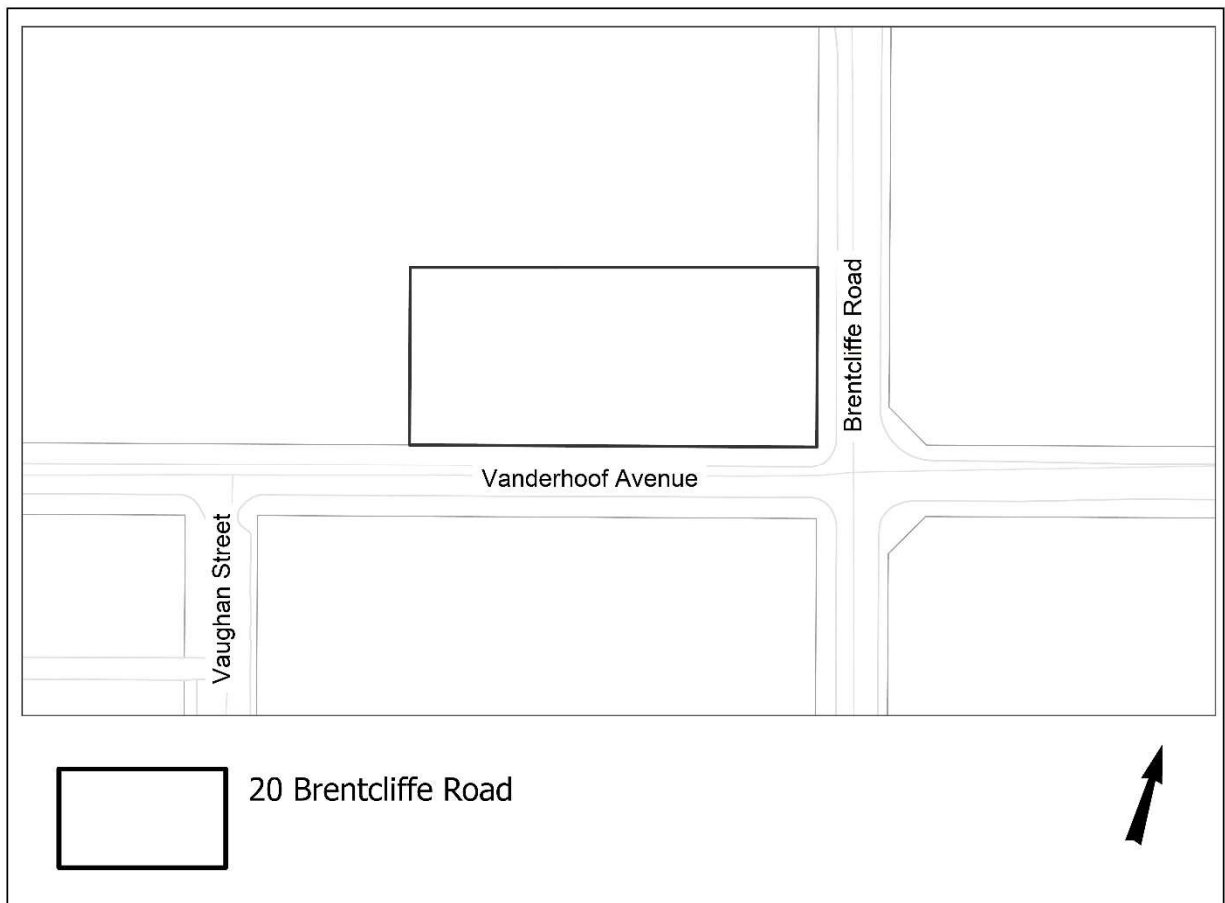
General area: Eglinton Avenue West and Laird Drive

Ward: Don Valley West (15)

Owner (Applicant): DiamondCorp (Bousfields Inc.)

Site area: Approximately 0.49 hectares (1.21 acres)

Existing uses: One and two-storey commercial office building with retail uses at-grade and surface parking.



CONVERSION REQUEST

Proposal: Request to re-designate the site from *General Employment Area* 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)
SASP 568 (South of Eglinton Avenue East and west of Laird Drive)

Zoning By-law: M1(3) Light industrial in former East York Zoning By-law 1916

SITE CONTEXT AND ADJACENT USES

North: Sales centre, mixed use residential development under construction

South: Commercial, retail, surface parking lots, plastics facility

East: Single-storey retail complex (“Hyde Park Plaza”) and surface parking. Tenants include Marshalls, HomeSense, Staples

West: Mercedes Benz Midtown car dealership and surface parking lot; surface parking, large format retail

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 Toronto's 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 adversely affect the overall viability of the Employment Area; and, there is a lack of infrastructure and public facilities to accommodate the proposed uses.

The City received over 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 have reviewed the material provided as part of this conversion request; considered the conclusions 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. This Final Assessment completes the review of Conversion Request No. 009 and provides staff's recommendations.

FINAL ASSESSMENT

20 Brentcliffe Road is part of the Leaside - Thorncliffe Area of Employment, which represents 100 hectares of land and 8,801 employees (2022). 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 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 activities. 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 Toronto, and 29% of those workers 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.

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 *General Employment Areas*

at 20 Brentcliffe Road to meet the Provincial population forecast for Toronto or to address an incompatibility of *Employment Area* permissions with existing adjacent lands uses, a conversion from *General Employment Areas* to *Mixed Use Areas* with a SASP can provide an opportunity to plan for a complete community and manage the proposed conversion (or the future development of the lands) in the local context while still protecting and preserving nearby lands designated for strictly employment uses.

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.

Outreach to local industry was carried out, including the Leaside Business Park Association (LBPA), businesses with existing provincial Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registrations (“EASR”), as well as those in the immediate vicinity. Concerns were raised regarding the impact that potential employment conversions would have on business operations. Specifically, potential impacts on roads and the efficient movement of goods associated with a greater mix and concentration of residential traffic; increased costs and restrictions related to ECA approvals; the potential for landowners to sell viable employment lands that businesses are now located on for residential development; and the prospect of complaints from new residents. Observations arising from wider consultation with key industry stakeholder groups include: the need for a variety of lot/building sizes to accommodate new businesses, especially those that play a supporting role in the clustering of key industries; speculative land value increasing due to residential development and industrial land affordability; traffic congestion affecting the efficient movement of goods; and land use certainty as a key factor for reinvestment decisions and long term business planning. Further, stakeholders also raised that the introduction of residential uses could create instability in areas vulnerable to land speculation that could hinder investment and reinvestment, limiting or restricting opportunities for business and economic expansion.

The Leaside - Thorncliffe Area of Employment contains a wide range of industrial businesses including heavy (Class III) uses, many with extensive outdoor activity and high volumes of truck movement. Given the Employment Area’s proximity to downtown and other high growth areas, this is a critical location for certain industries with no practical means of relocation in order to provide essential products and services, including those that support vital infrastructure and city-building initiatives. Local businesses have expressed concerns over ‘residential creep’ and the ability to operate due to increasing costs and restrictions from residential complaints and permitting requirements.

The lands are proposed to be used for a mix of residential and employment uses. To the north and east, lands are designated *Mixed Use Areas* while lands to the south and

west are designated *General Employment Areas*. In staff's opinion, the redesignation of the lands to *Mixed Use Areas* would provide an opportunity to integrate the lands into the existing and emerging mixed used context north of Vanderhoof Avenue and achieve the vision of the Laird in Focus study and provide additional parkland. The redesignation would include a SASP on the lands that protects the employment uses to the south of Vanderhoof Avenue, while providing for significant employment gross floor area on the lands. Establishing Vanderhoof Avenue as a consistent boundary of employment uses for the broader employment area protects against the potential future encroachment of incompatible uses south into the Leaside - Thorncliffe Area of Employment. To further protect the Employment Area and reinforce Vanderhoof Avenue, staff are recommending that all lands with conversion requests to the south of Vanderhoof Avenue be retained as *Employment Areas*.

The redesignation to *Mixed Use Areas* will include a SASP to ensure that the mixed-use development proposed on the lands includes both residential and employment uses that support planned transit investment, is compatible with the surrounding employment and residential uses and provides affordable housing. The affordable housing being secured is greater than what would be secured through the Community Benefits Charge (CBC), and will be secured via a Municipal Housing Facility agreement. Some community infrastructure will be needed to support residents of the proposed residential uses, including a mid-block connection. The lands are within the Laird in Focus Secondary Plan area, which requires new parks to be created in a manner that establishes a network of parks and open spaces linked by walkways, streets and linear parks. As such, the SASP will require development to provide midblock pedestrian connections and streetscape improvements identified in Laird In Focus as well as the on-site location of parkland to be considered as a priority and in the context of Laird In Focus.

A SASP is proposed to apply to the lands that would:

- Require a minimum of 15 percent of the total gross floor area on the lands to be employment gross floor area;
- Require the employment gross floor area to be constructed in each phase, prior to, or concurrent with residential gross floor area;
- Require prescribed rates of affordable housing;
- Require mid-block pedestrian connections and streetscape improvements identified in Laird In Focus;
- Require new development be compatible with the Employment Areas to the south and west; and
- Require the majority of car parking to be located below grade.

RECOMMENDATION

Staff reviewed Conversion Request No. 009, 20 Brentcliffe Road 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 *Mixed Use Areas* with a SASP that applies to the entirety of the conversion request area. The SASP secures requirements for affordable housing, non-residential gross floor area, and other city building objectives.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 012 AND 024

Address: 1455-1457 McCowan Road and 41-47 Milner Avenue (No. 012)
30 and 44 Milner Avenue (No. 024)

General area: McCowan Road and Highway 401

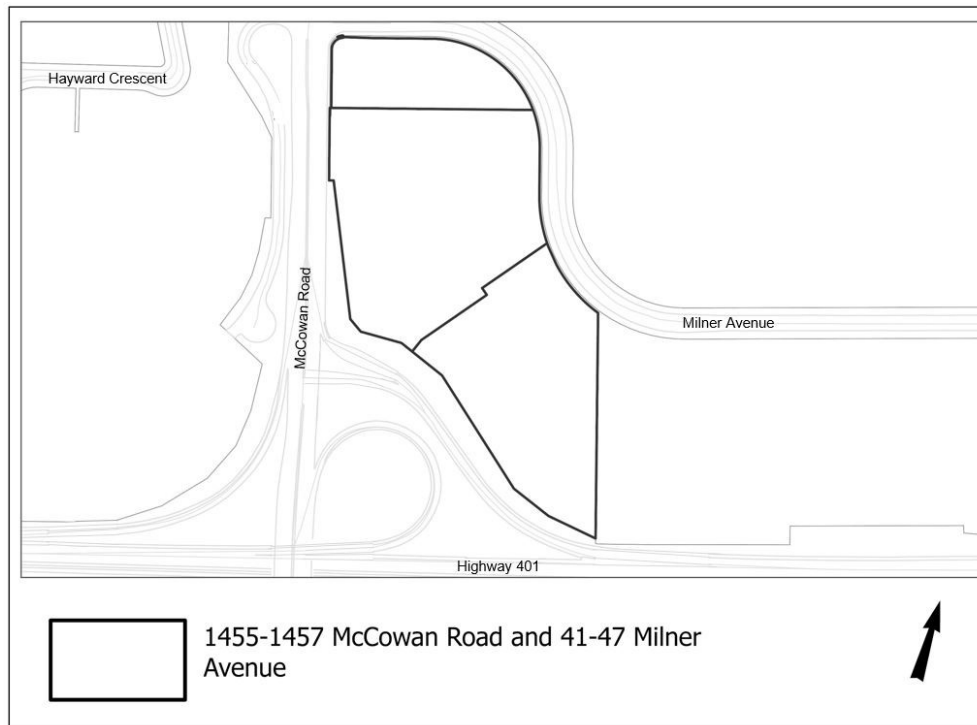
Ward: Scarborough North (23)

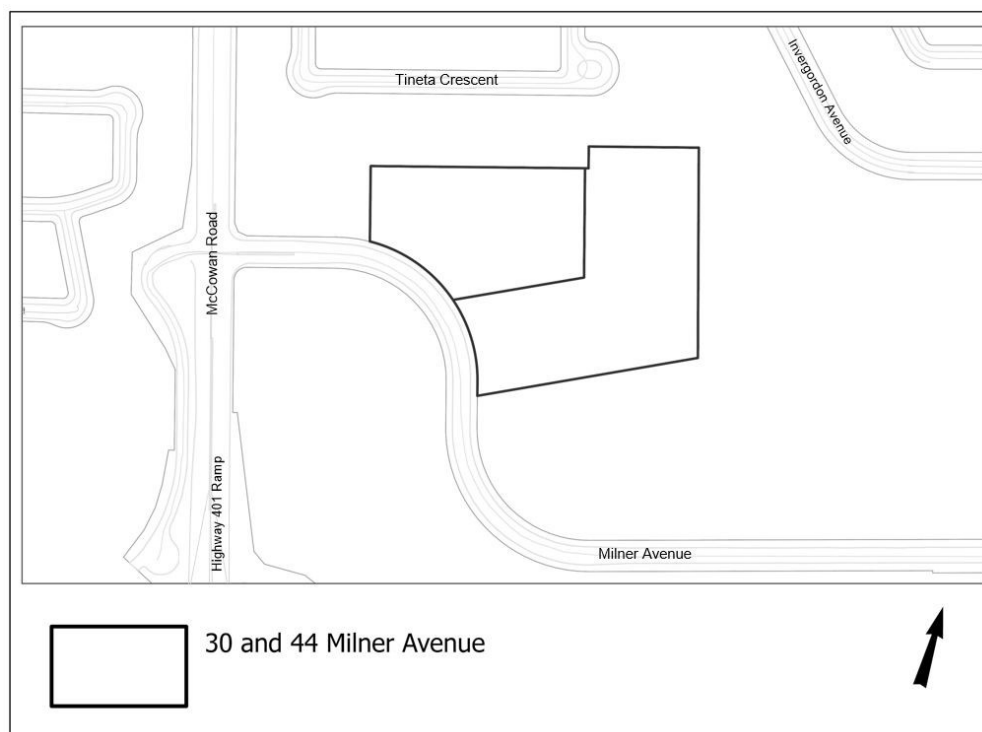
Owner (Applicant): Desjardins Financial Security Life Assurance (Bousfields Inc.) (No. 012)
TFI Foods Ltd. (Bousfields Inc.) (No. 024)

Site area: Approximately 5.92 ha (14.63 acres) (No. 012)
Approximately 4.25 ha (10.50 acres) (No. 024)

Total: 10.17 ha (25.13 acres)

Existing uses: Two-storey commercial/retail building located at the north of the site and three one-storey buildings at the south (No. 012)
30 Milner Avenue: outdoor storage; 44 Milner Avenue: industrial building used for food production and processing (No. 024)





CONVERSION REQUEST

Proposal: Request to redesignate the lands from *General Employment Areas* to *Mixed Use Areas* to permit residential uses (No. 012)
 Request to redesignate the lands from *Core Employment Areas* to *Mixed Use Areas* to permit residential uses (No. 024)

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2) (No. 012, 024)

Designation(s): *General Employment Areas* (Map 19) (No. 012)
Core Employment Areas (Map 19) (No. 024)

Area Specific Policies: N.A.

Zoning By-law: Industrial Zone (M) and Industrial District Commercial Zone (MDC) in the former City of Scarborough Employment District By-law 24982 (No. 012)

Employment Industrial Zone (E) in the City of Toronto
 Zoning By-law 569-2013 (No. 024)

SITE CONTEXT AND ADJACENT USES

- North:** Surface parking, one-storey commercial/retail building (012)
Low rise residential (024)
- South:** Highway 401 (012)
Large format industrial buildings including garment manufacturing at Solidwear Inc and associated surface parking (024)
- East:** Multiple one-storey buildings, consisting of industrial uses which include food manufacturing, a Class II industrial facility (012)
A creek and park directly adjacent to the land, as well as industrial uses to the south east including Trimont Manufacturing (a Class II facility), and Beaver Fisheries (024)
- West:** West of McCowan a place of worship, low rise employment uses, including Bell Media, low rise residential (012)
A two-storey commercial building and associated surface parking (024)

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 these conversion requests; considered the findings of the Peer Review of the Compatibility/Mitigation Studies; consulted with the owners/applicants; and conducted site visits. These conversion requests form part of a series of two requests within the area. In assessing these conversion requests, staff considered the potential cumulative impacts of all the nearby conversion requests. This Final Assessment completes the review of Conversion Request Nos. 012 and 024 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located within the Scarborough-Highway 401 employment area, on the east side of McCowan Road adjacent to Highway 401 to the south. 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. This area is favoured by a range of business activity for which accessibility and visibility from the highway is important.

Employment areas provide opportunities for Torontonians to live and work in the City. Approximately 62% of the workers here live in Toronto, and 25% of these workers 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. Thirty-three percent of the workers in this employment area choose a low-carbon mode of travel to work, such as transit, walking or cycling.

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 1455-1457 McCowan Road, 41-47 Milner Avenue and 30 and 44 Milner Avenue.

Conversion request No. 012 is designated *General Employment Areas* and is currently occupied by a 2-storey commercial/retail building located at the north of the site and three 1-storey buildings at the south. Conversion request No. 024 is designated *Core Employment Areas* and is currently used for outdoor storage and an industrial building used for food production and processing. The lands are located on the periphery of a larger contiguous *Employment Areas* adjacent to Highway 401. North, east and west of conversion request No. 012, the lands are designated as *Core* and *General Employment Areas* with some *Neighbourhoods* designated areas on the west side of McCowan Road. The lands subject to this conversion request provides a buffer to the heavier industries to the east. South and west of conversion request No. 024 are lands designated *Core* and *General Employment Areas* with *Neighbourhoods* designation to the north and *Parks* and *Natural Areas* to the east.

The lands are adjacent to both the east and west bound entrances to Highway 401 and the McCowan Road-Milner Avenue intersection is an important access point to the larger Milner Avenue industrial employment area. Lands at these types of locations are

critical for goods movement and well-suited for business, given their visibility and prominence as well as for truck and van access. Staff are concerned that increased residential traffic from a conversion 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.

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*. The lands are on the periphery 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*. A conversion of these lands could jeopardize the ability to provide a stable and productive operating environment for existing and new businesses. 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*. The requested introduction of residential and sensitive non-residential uses on the site would adversely affect the overall viability of the broader 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 industry in proximity to the site. 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 and potential increased local residential traffic using Milner Avenue which is a key access route for trucks. In addition, observations from broader consultation with industry stakeholder groups include: the need for a variety of lot and building sizes to accommodate new businesses; speculative land values and industrial land affordability; and land use certainty which influences reinvestment and expansion decisions, as well as long term business planning.

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. Staff have concerns with the proximity of nearby facilities and the potential for compatibility issues between sensitive land uses and impactful industries. Nearby facilities may have noise, odour, and dust related impact upon the proposed conversion requests on the lands.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request and peer reviewed. The City's Peer Review of the compatibility/mitigation study concluded that the lands are near a significant traffic corridor and elevated sound levels are expected. The compatibility study provided recommendations on mitigation measures and while they were equivalent to best practices within the industry, the Peer

Reviewer concluded it has not been demonstrated that the mitigation measures will be feasible and will resolve compatibility issues. The Peer Reviewer was unable 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.

The lands are located within the Council-adopted McCowan Major Transit Station Area ("MTSA"). The McCowan station serves the Scarborough Subway Extension. The MTSA's were submitted to the Minister of Municipal Affairs and Housing for approval as the approval authority for MTSA's on July 29, 2022 and 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 are planned for and meets a minimum employment and population target of 200 jobs and residents combined per hectare. Approximately, 28% 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. Staff have identified that the majority of the existing or planned community infrastructure that would be required to accommodate the proposed conversion requests are located further than 1.0 km from the lands and most require crossing major streets.

RECOMMENDATION

Staff reviewed Conversion Requests No. 012 and No. 024 (1455-1457 McCowan Road and 41-47 Milner Avenue and 30 and 44 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* and *Core Employment Areas* respectively.

FINAL ASSESSMENT OF CONVERSION REQUEST NOS. 015 AND 032

Address: 15 Gervais Drive (No. 015)
39 Wynford Drive (No. 032)

General area: Eglinton Avenue East and Don Mills Road

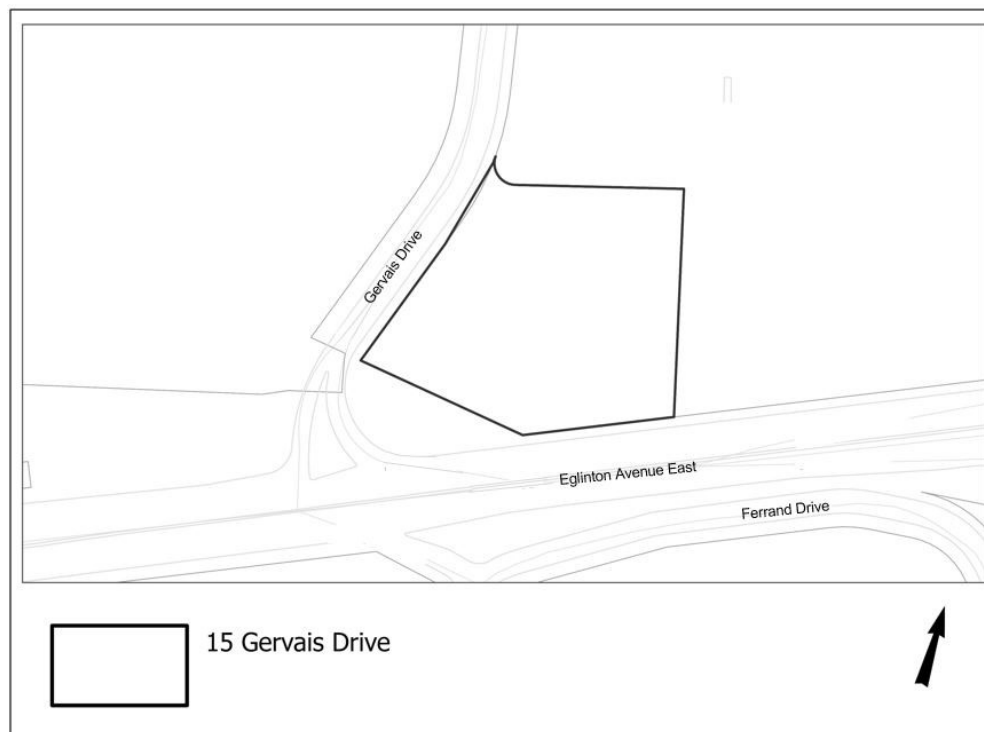
Ward: Don Valley East (16)

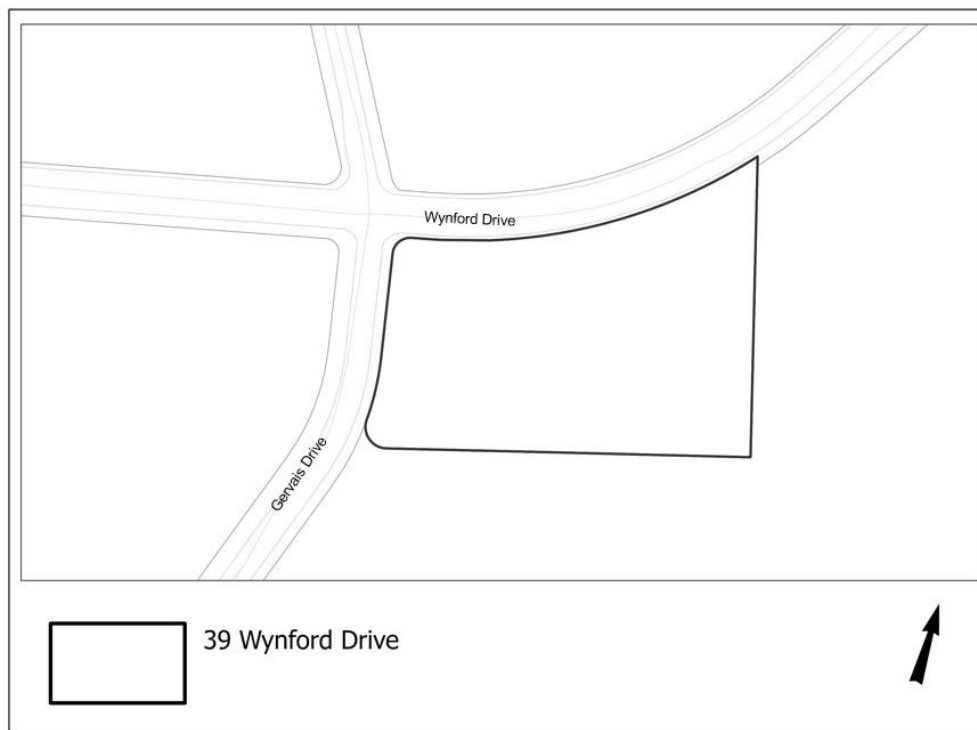
Owner (Applicant): Plaza Partners (Bousfields Inc.) (No. 015)
39 Wynfield Inc. ("Brookfield") (Bousfields Inc.) (No. 032)

Site area: Approximately 1.13 hectares (2.79 acres) (No. 015)
Approximately 1.62 hectares (4.00 acres) (No. 032)

Total = 2.75 ha (6.79 acres)

Existing uses: 8-storey office building with a surface parking lot. Tenants include Labour Education Centre, Ontario Federation of Labour and Elite Concierge Services (No. 15)
4-storey office building with a basement which opens to surface parking lot (No. 032)





CONVERSION REQUEST

Proposal: Request to redesignate all of the lands from *General Employment Areas* to *Mixed Use Areas Designation* to permit residential, office and commercial uses that support a complete community.

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) in the former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

- North:** A 3-storey medical office building, 3-storey commercial building, and a 3-storey commercial building occupied by the Presbyterian Church in Canada and surface parking for all of the mentioned buildings
- South:** Eglinton Avenue
- East:** Aga Khan museum and Ismaili cultural centre
- West:** Real Canadian Super Store, surface parking, TTC Bus terminal (under construction), Eglinton Crosstown LRT Science Centre Station

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 Toronto's 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 adversely affect the overall viability of the *employment area*; and, there is a lack of 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 have reviewed the material provided as part of these conversion requests; considered the conclusions of the Peer Review of the Compatibility/Mitigation Studies; consulted with the owners/applicants; and conducted site visits. The applicants provided additional materials for review, which staff considered in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request Nos. 015 and 032 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 10,628 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..

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 these workers 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, 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 by providing greater access to employment opportunities within this 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 the *General Employment Areas* at 15 Gervais Drive and 39 Wynford Drive to meet the Provincial population forecast for Toronto or to address an incompatibility of *Employment Area* permissions with existing adjacent lands uses, a conversion from *General Employment Areas* to *Regeneration Areas* with a SASP can provide an opportunity to plan for a complete community and manage the proposed conversion (or the future development of the lands) in the local context while still protecting and preserving nearby lands designated for strictly employment uses.

Outreach to local businesses included a variety of businesses found in this Employment Area, including those with existing provincial Environmental Compliance Approvals (“ECA”). Some industries, including the Aga Khan Museum and the Ismaili Centre, expressed concerns regarding the rapid growth of population in the area and the increased demand it brings for the capacity of the existing park infrastructure on the Aga Khan Museum and the Ismaili Centre lands. Accommodating this growth would require improvements to park-related infrastructure and event spaces to help create a vibrant community space. Concern was also raised about the increased demand on transit and roadways, and the importance of maintaining accessibility of their facilities for community members and other visitors.

The lands are located within the Council-adopted Aga Khan Park & Museum Major Transit Station Area (“MTSA”). The Aga Khan Park & Museum stations serves the Eglinton Crosstown light rail transit line. Approval for this MTSA was submitted on July 29, 2022 to the Minister of Municipal Affairs and Housing for approval, as the approval authority for MTSA's 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 this MTSA is planned for and meets the minimum employment and population target of 200 jobs and residents combined per hectare.

The lands are adjacent to two stops on the Eglinton LRT line and a future Ontario Line station. The Celestica lands and 825 Don Mills Road to the west were subject to a comprehensive planning and development framework which resulted in the Don Mills Crossing Secondary Plan. The vision for the Don Mills Crossing Secondary Plan is to build a new community supported by new public transit infrastructure. The new community will evolve to include a full range of mobility options that are integrated into a well-designed public realm that supports civic life, intensification, and opportunities to connect the new community with the surrounding areas.

In staff's opinion, the redesignation of the lands to *Regeneration Areas* with a Site and Area Specific Policy provides an opportunity to plan a complete community through comprehensive planning, building on background studies done in support of the development of the lands to the west. It also provides an opportunity to make use of significant transit infrastructure being brought to the area.

The *Regeneration Areas* land use designation supports reinvestment and growth through a process that considers the local context, including protecting and preserving land designated *Employment Areas*. More specifically, the proposed redesignation with a SASP would ensure future land uses are compatible with both the existing and planned surrounding uses. 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 and the expansion of nearby employment uses. The recommended SASP will also ensure that the studies completed in support of the Don Mills Crossing Secondary Plan are built on, and will consider the needs of the added population and employees.

Staff recommend that a Transportation Plan be prepared as part of a Site and Area Specific Policy (SASP) to ensure that the transportation network and infrastructure can accommodate existing and new development and provide efficient and safe transportation for all modes including cycling and walking. The Don Mills Crossing Mobility Plan Study undertaken in support of the Don Mills Crossing Secondary Plan had reviewed the existing street network and gave directions on improving transportation infrastructure. The results of this study will be built on to ensure any transportation network improvements required to support growth in the study area are identified. Staff also recommend that a wider area of influence be investigated to identify improvements to connectivity across the Don Valley Parkway corridor to Concorde Place.

To maintain the economic function of the lands, staff are recommending an increase of employment uses on the lands. The lands have excellent vehicle access to major arterial roads and the Don Valley Parkway as well as access to planned and existing higher order transit, making the lands ideal for employment intensification, that can include a wide range of uses such as offices, information and technology facilities, cultural industry spaces, incubators and/or co-working spaces. It is also important that

employment uses are developed in a phased manner with residential uses, to ensure these employment uses are provided. Further, new development will require commercial and other non-residential uses to support a complete community. For these reasons, staff recommend that residential development occurs prior to or concurrent with the employment and non-residential gross floor area on the lands to a minimum of 15 percent of the total gross floor area, or 1.0 times the site area, whichever is greater.

The Don Mills Crossing Community Services and Facilities (CS&F) Profile undertaken in support of the Don Mills Crossing Secondary Plan recommended a number of key priorities be pursued in the area to address existing needs and to support growth. Staff recommend a CS&F strategy be required through the recommended SASP that will build on the findings of the Don Mills Crossing CS&F Profile and provide updated recommendations to support new development. The strategy will identify appropriate community space and facilities needs, including the provision of new childcare facilities, libraries, community recreation centres, schools, and other community agency space. It will also set out priorities to support growth and may include potential locations and opportunities for co-location.

In staff's opinion, a conversion of the lands to *Regeneration Areas* with a SASP is appropriate. The recommended SASP requires the lands to be comprehensively planned and builds on the studies and policies of the Don Mills Crossing Secondary Plan. Further, the recommended SASP will require a Compatibility/Mitigation Study that identifies any necessary mitigation measures to be incorporated into the development design.

The *Regeneration Areas* designation allows for a comprehensive planning and development framework to enable the creation of a complete community. This will help determine the necessary community infrastructure and facilities such as parks and community services that will be required to support residential uses, as well as maintain the economic function of the lands. The recommended SASP also includes affordable housing requirements. 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 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 as part of the study leading to the secondary plan or SASP, a Land Use Plan, a Phasing Strategy and Implementation Plan, Community Services and Facilities Strategy, a Transportation Plan, a Block Context Plan, a Parks and Open Space Plan, and a Compatibility/Mitigation Study;
- Include a minimum requirement for affordable housing if any residential uses are permitted;
- Require a minimum of 15 per cent of the total gross floor area on the lands, or 1.0 times the site area be non-employment uses;

- Require that the Phasing Strategy 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;
- Limit the employment uses permitted on the site to those that are compatible with residential uses; and
- Identify any necessary mitigation measures to be incorporated into the development design.

RECOMMENDATION

Based on the criteria in the Growth Plan 2020, the Provincial Policy Statement 2020 and the Official Plan policies, it is recommended that the lands be redesignated from *General Employment Areas* to *Regeneration Areas* with a Site and Area Specific Policy and be planned comprehensively through studies outlined in the SASP. It is also recommended that a Site and Area Specific Policy be introduced to limit employment uses to those compatible with residential uses; to secure a minimum amount of affordable housing; to require an increase in the non-residential gross floor area across the site; to build on the findings of the studies that supported the Don Mills Crossing Secondary Plan; and, to produce updated transportation plans to improve connections within the area and to surrounding neighbourhoods.

FINAL ASSESSMENT OF CONVERSION REQUEST NOS. 016 AND 033

Address: 1121 Leslie Street (No. 033)
1123 Leslie Street (No. 016)

General area: Eglinton Avenue East and Leslie Street

Ward: Don Valley East (16)

Owner (Applicant): Metrus Properties Inc. (Bousfields Inc.) (No. 033)
OTT Financial (Bousfields Inc.) (No. 016)

Site area: Approximately 3.7 hectares (9 acres) (No. 033)
Approximately 4.65 hectares (11.5 acres) (No. 016)
TOTAL = 8.35 ha (19.5 acres)

Existing uses: Vacant lands (No. 033)
Existing office and manufacturing facility occupied by financial services business (formerly Wrigley Canada) (No. 016)



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: Chapter 7 SASP 92 – Northeast of Eglinton Avenue East and Leslie Street
Chapter 7 SASP 394 – Business Parks along the Don Valley Parkway Corridor

Zoning By-law: MC(23)(H) – Industrial Commercial Zone in Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Office and commercial buildings

South: Toronto Fire Station 125 and three residential condo buildings

East: Don Mills Trail, low rise commercial building, CN rail line, Celestica lands; industrial buildings

West: Wilket Creek Park

CONVERSION REQUEST CONSIDERATION

The Planning Act, the PPS, and the Growth Plan 2020 emphasize the importance of protecting employment lands to ensure a prosperous economic future. The Growth Plan 2020 and Toronto's 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 adversely affect the overall viability of the *employment area*; and, there is a lack of 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 have reviewed the material provided as part of these conversion requests; considered the conclusions of the Peer Review of the Compatibility/Mitigation Studies; consulted with the owners/applicants; and conducted site visits. In response to issues identified in the Preliminary Assessments, the applicants provided additional materials for review. Staff have considered the supplementary submissions in the assessment of these conversion requests. This Final Assessment completes the review of Conversion Request Nos. 016 and 033 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 has a total of 10,628 employees in 2022. 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.

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 of Toronto, 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, 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. While there is no need to convert the *General Employment Areas* at 1123 and 1125 Leslie Street to meet the Provincial population forecast for Toronto or to address an incompatibility of *Employment Area* permissions with existing adjacent lands uses, a conversion from *General Employment Areas* to *Regeneration Areas* with a SASP can provide an opportunity to plan for a complete community and manage the proposed conversion (or the future development of the lands) in the local context while still protecting and preserving nearby lands designated for strictly employment uses.

The lands are located within the Council-adopted Sunnybrook Park Major Transit Station Area (“MTSA”). Sunnybrook Park serves the Eglinton Crosstown light rail transit line. Approval for this MTSA was submitted on July 29, 2022, to the Minister of Municipal Affairs and Housing for approval, as the approval authority for MTSA's and 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. The Growth Plan 2020 recognizes that local conditions may not allow for the applicable targets to be met and require adjustment. The Sunnybrook Park MTSA has significant overlap with the City's

Green Space System, where new development is generally prohibited. In light of the significant green space, this MTSA is eligible for a lower density target than otherwise set out in the Growth Plan 2020. Existing and permitted development within this MTSA is planned for and meets the minimum employment and population target of 65 jobs and residents combined per hectare.

The lands are proposed to be used for a mix of residential and employment uses. Outreach to local businesses included a variety of business types found in this Employment Area, including those with existing provincial Environmental Compliance Approvals (ECAs). With a 2021 vacancy rate of 3.2%, the continued provision of employment space in this area is important. Further, the transit infrastructure being brought to the area plays a key role in providing Torontonians equitable access to employment opportunities. Observations arising from wider consultation with key industry stakeholder groups include: the need for a variety of lot/building sizes to accommodate new businesses, especially those that play a supporting role in the clustering of key industries; speculative land values and industrial land affordability; traffic congestion affecting the efficient movement of goods; and land use certainty as a key factor for reinvestment decisions and long-term business planning. Further, the use of the lands for residential could create instability in an area that is vulnerable to land speculation that could hinder investment and reinvestment, limiting or restricting opportunities for business and economic expansion.

The Celestica lands to the east were subject to a comprehensive planning and development framework which resulted in the Don Mills Crossing Secondary Plan. The vision for the Don Mills Crossing Secondary Plan is to build a new community that is supported by new public transit infrastructure. The new community will evolve to include a full range of mobility options that are integrated into a well-designed public realm that supports civic life, intensification, and opportunities to connect the new community with the surrounding areas.

In staff's opinion, the redesignation of the lands to *Regeneration Areas* with a Site and Area Specific Policy (SASP) provides an opportunity to plan a complete community through comprehensive planning, building on background studies that were completed in support of the development of the lands to the east. It also provides an opportunity to make use of transit infrastructure being brought to the area.

The lands are isolated and as such staff recommend that development of the lands provide that two new public roads be secured through the SASP to improve connectivity and provide greater connectivity across the Canadian Pacific Railway to the Don Mills Crossing community. The two new public roads will connect Leslie Street with road connections being secured south of the lands, connecting to Eglinton Avenue. The SASP also secures the provision of pedestrian and cycling connections to existing and future trails and connections in the area.

Staff recommend a Transportation Plan be prepared to ensure that the transportation network and infrastructure can accommodate existing and new development and provide efficient and safe transportation for all modes including cycling and walking. The Don Mills Crossing Mobility Plan Study was undertaken in support of the Don Mills Crossing Secondary Plan. The results of this study will be built on to ensure that any

transportation network improvements required to support growth in the study area are identified.

To maintain the economic function of the lands, staff recommend an increase of employment uses on the lands. The lands represent over eight hectares of land, with good vehicular access to major arterial roads, fronting onto Leslie Street, in addition to forthcoming higher order transit. Taken together, the lands are ideal for employment intensification, which can include a wide range of uses such as offices, information and technology facilities, medical offices, cultural industry spaces, incubators and/or co-working spaces. It is also important that employment uses are developed in a phased manner with residential uses, to ensure employment uses are provided. For these reasons, staff recommend that residential development occurs prior to or concurrent with the employment and non-residential gross floor area on the lands to a minimum of 15 percent of the total gross floor area, or 1.0 times the site area, whichever is greater.

To ensure appropriate services and amenities to support a complete community, staff recommend a Community Services and Facilities (CS&F) Strategy be completed. The Don Mills Crossing Community Services and Facilities (CS&F) Profile undertaken in support of the Don Mills Crossing Secondary Plan recommended a number of key priorities to be pursued in the area to address existing needs and support growth. These findings will be built on to provide updated recommendations to identify appropriate community space and facilities needs, including the provision of new childcare facilities, libraries, community recreation centres, schools, and other community agency space. It will also set out priorities to support growth and may include potential locations and opportunities for co-location.

To accommodate new development, staff recommend that a consolidated public park be examined through a Parks and Open Space Plan, required through the SASP.

The *Regeneration Areas* designation 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. It will also help determine the community infrastructure and facilities, such as the provision of parks and community services, that are required to support a complete community. The recommended SASP would:

- Result in a Land Use Plan, a Phasing Strategy and Implementation Plan, Community Services and Facilities Strategy, a Transportation Plan, a Block Context Plan, and a Compatibility/Mitigation Study;
- Require two new public roads to support a complete road network with connections for cycling and pedestrians;
- Include a minimum requirement for affordable housing if any residential uses are permitted;
- Require a minimum of 15 per cent of the total gross floor area on the lands, or 1.0 times the site area be non-employment uses, whichever is greater;
- Require that a minimum of 51 percent of the non-employment uses be made up of *Core Employment Areas* uses such as office, lab, research and development facilities, media, cultural industry spaces, incubator and/or co-working space;

- Require that the Phasing Strategy 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;
- Require a Parks and Open Space Plan that identifies the location of new public parks and includes consideration for a consolidated public park; and
- Limit the employment uses permitted on the site to those that are compatible with residential uses.

RECOMMENDATION

Based on the criteria in the Growth Plan 2020, the Provincial Policy Statement 2020 and the Official Plan policies, it is recommended that the lands be redesignated from *General Employment Areas* to *Regeneration Areas* with a Site and Area Specific Policy and be planned comprehensively through studies outlined in the SASP. It is also recommended that a Site and Area Specific Policy be introduced to add two new public roads, limit employment uses to those compatible with residential uses; to secure a minimum amount of affordable housing; to require an increase in the non-residential gross floor area across the site; to build on the findings of the studies that supported the Don Mills Crossing Secondary Plan; and, to produce updated transportation plans to improve connections within the area and to surrounding neighbourhoods.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 018 AND COMMITTEE-INITIATED REQUEST 018A

Address: 1760 and 1774 Ellesmere Road

General area: McCowan Road and Ellesmere Road

Ward: Scarborough Guildwood (24)

Owner (Applicant): Mark's Choice, Canbe Foods (Bousfields Inc.)

Site area: Approximately 0.99 hectares (2.44 acres)

Existing uses: One-storey retail building occupied by Canbe Foods Inc. with surface parking on the north, south and west portions of the site. One-storey commercial building occupied by Sheridan nurseries with open storage on the northeast and surface parking on the southeast portions of the site.



CONVERSION REQUEST

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

On March 25, 2022, Planning and Housing Committee adopted a motion requesting City Staff to expand the review of the conversion request at 1774 Ellesmere Road by including the lands designated *General Employment Areas* at 1760 Ellesmere Road (No. 018A): <https://secure.toronto.ca/council/agenda-item.do?item=2022.PH32.8>

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 Zone (M) in the former City of Scarborough
Employment District By-law 24982

SITE CONTEXT AND ADJACENT USES

North: TTC McCowan Yard directly adjacent to the lands

South: South of Ellesmere Road, low rise residential neighbourhood

East: A place of worship. Further east are multiple one-storey buildings, consisting of a variety of industrial uses, including a bakery, electroplating businesses, printing business, and industrial sales and service uses

West: A dry-cleaning company, and a low-rise office building. Further west a supportive housing site and high 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 have reviewed the material provided as part of this conversion request and the request from Planning and Housing Committee; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant; and conducted a site visit. These conversion requests form part of a series of two requests within the area. In assessing these conversion requests, staff considered the potential cumulative impacts of all the nearby conversion requests. This Final Assessment completes the review of Conversion Request Nos. 018 and 018A and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located within the central part of the larger Scarborough-Highway 401 employment area, south of Highway 401 on Ellesmere Road between McCowan Road and Bellamy Road. 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 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. This area is favoured by a range of business activity for which accessibility and visibility from the highway is important.

Employment areas provide opportunities for Torontonians to live and work in the City. Approximately 62% of the workers in the employment area live in Toronto, 25% of these workers 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. Thirty-three percent of the workers in this employment area choose a low-carbon mode of travel to work, such as transit, walking or cycling.

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 1760 and 1774 Ellesmere Road.

Conversion requests 018 and 018A are designated *General Employment Areas*, with *Core Employment Areas* to the north (TTC McCowan Rail Yard), *General Employment Areas* to the east, and *Mixed Use Areas* to the west, and *Neighbourhoods* to the south across Ellesmere Road. Directly west is the Scarborough Centre Secondary Plan Area which is identified in Map 2 of the City's Official Plan as a Centre, an area designated for growth.

The Scarborough Centre Secondary Plan Area, located directly west of the lands, is identified in the Official Plan as an area that will accommodate growth in both residents and employment. While *Employment Areas* are also planned for growth, these areas are envisioned as areas solely for growth in employment. The proposed conversion of these lands for residential uses would work against the City's objectives to direct residential growth into an area that is already planned for and anticipating more people and jobs, while preserving *Employment Areas* for employment uses. The Scarborough Centre Secondary Plan Area already contains a large amount of land designated as *Mixed Use Areas* to support and accommodate a significant amount of growth in both people and jobs that an expansion of the Secondary Plan Area is not required at this time.

The lands are also directly south of the TTC McCowan Rail Yard, a critical land for the City's transit system. Re-purposing of the McCowan Rail Yard is identified in the TTC Board Approved Real Estate Investment Plan, which prioritizes existing TTC real estate assets to support future growth and enhancement of the transit system. The proposed conversion of the lands for residential uses could jeopardize the future operations of this critical piece of City infrastructure; lands that would be difficult for the City to acquire.

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*. The lands are on the edge 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*. A conversion of the lands could jeopardize the ability to provide a stable and productive operating environment for existing and new businesses and their economic activities. Permitting sensitive uses on the subject lands may impact the existing and future development of employment uses in the area, and limit their potential growth in the larger area of employment.

The lands have direct access to Ellesmere Road, a Major Street as shown in Map 3 of the Official Plan, which provides access for goods movement. The lands are approximately 1.5km from a Highway 401 interchange which is an important component of transportation and goods movement infrastructure. Lands in close proximity to major highways 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. A conversion to permit residential uses could increase traffic and remove lands that are strategically located for goods movement. 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, as well as industry in proximity to the sites. Concerns raised by industry related to conversions 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 and potential increased local residential traffic along Ellesmere Road. Observations arising from wider consultation with key industry stakeholder groups include the need for a variety of lot/building sizes to accommodate new and growing businesses; speculative land values and industrial land affordability; and land use certainty as a key factor for reinvestment decisions and long-term business planning.

Staff have concerns with the proximity of nearby facilities and the potential for compatibility issues between sensitive land uses and impactful industries. Nearby facilities may have noise, odour, and dust related impact upon the proposed conversion requests on the 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.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request and peer reviewed. The City's Peer Review of the compatibility/mitigation study identified several items in the study that must be addressed. For example, the peer reviewer highlighted that much of the analysis was for low-rise residential and further discussion around the new points of assessment that a high-rise development would create for nearby industry, specifically analysis regarding air, odour, and noise at elevated receptors is required. 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 Scarborough Centre Protected Major Transit Station Area (“PMTSA”). The Scarborough Centre station serves the Scarborough Subway Extension. The PMTSA was submitted to the Minister of Municipal Affairs and Housing for approval as the approval authority for PMTSAs on July 29, 2022 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 Scarborough Station PMTSA is planned for and meet a minimum employment and population target of 200 jobs and residents combined per hectare. Approximately, 28% of workers access this employment area by transit. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres were one of the

considerations examined by staff. While the lands are near community services and facilities, 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 s No.018 and 18A (1760 and 1174 Ellesmere 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. 019

Address: 3710 Chesswood Drive

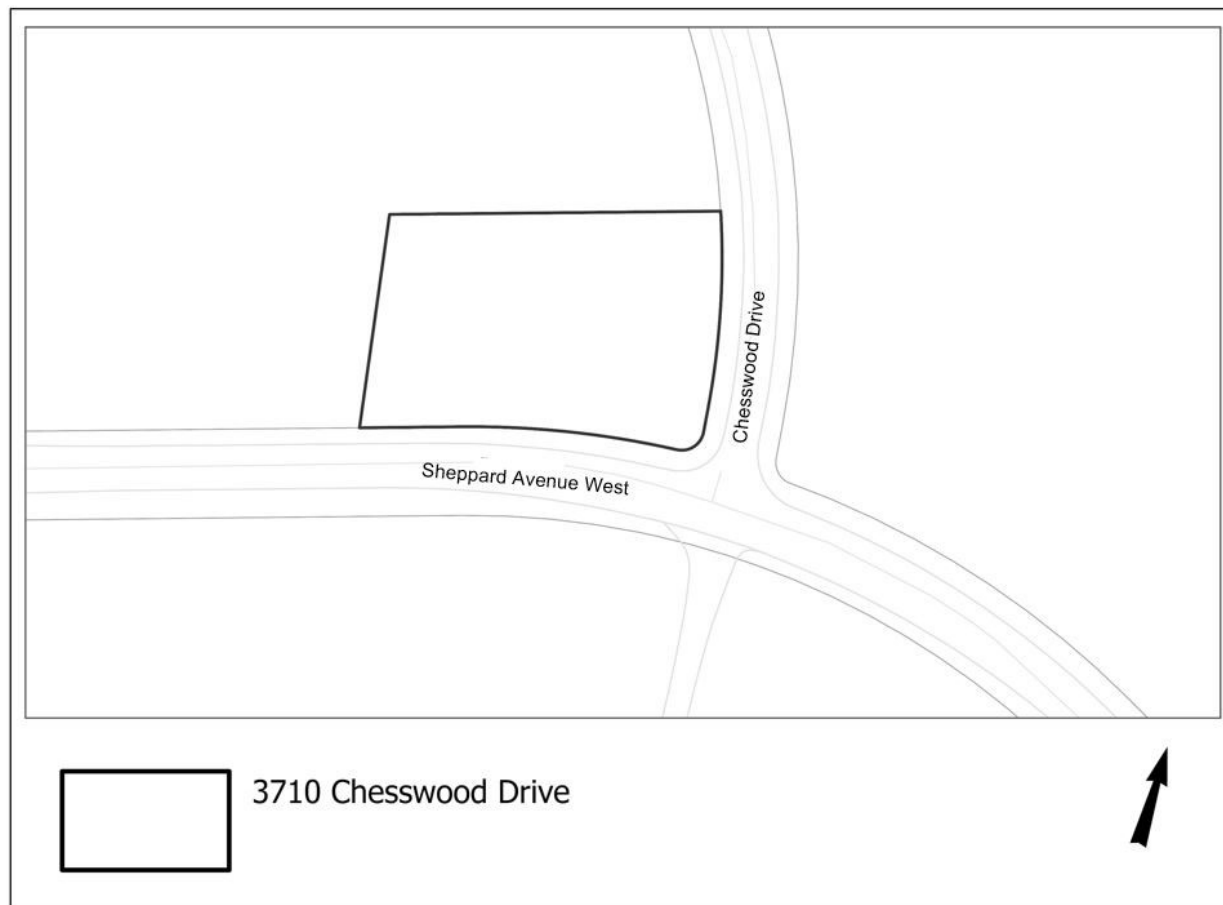
General area: Finch Avenue West and Keele Street

Ward: York Centre (6)

Owner (Applicant): Montecassino Inc. (MHBC)

Site area: Approximately 0.89 ha (2.2 acres)

Existing uses: Commercial 5-storey hotel and events space



CONVERSION REQUEST

Proposal: Request to redesignate from *General Employment Areas* to a *Mixed-Use Areas* designation to permit residential and commercial uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

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

Area Specific Policies: N/A

Zoning By-law: Industrial-Commercial Zone (MC(55)(H)) in the former North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: 5-storey office building

South: Downsview Park and Secondary Plan study currently underway (Update Downsview) for mixed-used redevelopment of the Downsview Airport

East: Plaza consisting of one to two-storey commercial and office uses

West: 1-2 storey employment and commercial 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 Toronto's 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 adversely affect the overall viability of the employment area; and, there is a lack of infrastructure and public facilities to accommodate the proposed uses.

The City received over 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 have reviewed the material provided as part of this conversion request; considered the conclusions 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 this supplementary submission in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 019 and provides staff's recommendations.

FINAL ASSESSMENT

3710 Chesswood Drive is part of the Downsview Area of Employment, which represents 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 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, evidenced by 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, rather than commuting to jobs outside the city. Fifty-six percent of the workers in this employment area are residents of the City of Toronto, and 29% of those workers 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: 34% use transit, which is higher than the average for all areas of employment, while 4% walk or cycle. Toronto residents who work in the Downsview Area of Employment commute by transit on average more than workers in other employment areas (34% and 20%, respectively). 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 3710 Chesswood Drive.

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 front onto Sheppard Avenue West and are part of a natural and unbroken edge of the *Employment Area* that extends for approximately 1.5 kilometres on Sheppard Avenue West. The contiguous nature of the *Employment Area* provides land use certainty for business operations and helps to facilitate clustering of associated businesses. The lands are surrounded to the north, east, and west by *General Employment Areas* and *Core Employment Areas* designated lands. The lands are also surrounded by lands zoned EH (Employment Heavy Industrial Zone), allowing for a full array of industrial uses. The requested introduction of residential and sensitive uses would adversely affect the ability of the *Employment Areas* to provide opportunities for the clustering of similar or related employment uses.

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 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.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request and peer reviewed. 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, assessment of a Class III industrial facility within the potential influence area, the impact on industrial/commercial operations in the vicinity and the broader *Employment Area*, and justification for the classification of major facilities. 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. In addition, 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.

Through the City's peer review and business engagement process, it was determined that the lands are within the area of influence of 56 Class I, II and III industrial sites. In addition, the surrounding nearby planned and current industrial uses can cause considerable noise, vibration and odour issues that would require mitigation measures at the source as well as on site to address compatibility with the 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.

The lands to the south, across Sheppard Avenue West (a 36-metre right-of-way), are currently being reviewed through the Update Downsview study. The purpose of the review is to update the 2011 Downsview Area Secondary Plan and set out the long-term vision for a complete community centred on transit investment, job creation, parks and open spaces and community services and facilities that will meet the needs of existing and future residents and workers. 3710 Chesswood Drive is not within the study area, and therefore not part of the review.

The lands are located within the Council-adopted Downsview Park Major Transit Station Area ("MTSA"). The MTSA was submitted to the Minister of Municipal Affairs and Housing for approval, as the approval authority for conversion requests on June 20, 2022 and to date, no decision has been made. The Downsview Park MTSA exceeds the minimum density requirements of the Provincial Growth Plan 2020 through existing and planned development. The Growth Plan 2020 minimum density targets for PMTSA/MTSAs are targets for jobs as well as residents. Existing and permitted development within the MTSA is planned for and exceeds the minimum population and employment target of 200 residents and jobs combined per hectare. 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.

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 across Sheppard Avenue West, Dufferin Street or Keele Street.

The nearest assigned Toronto District School Board (TDSB) intermediate school is 1.8 km away from the lands. The nearest assigned Toronto District School Board (TDSB) elementary school 2.2 km away from the lands. The nearest assigned Toronto Catholic District School Board (TCDSB) school is 2.0 km away from the lands.

RECOMMENDATION

Staff reviewed Conversion Request No. 019 (3710 Chesswood 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. 025

Address: 1001 Ellesmere Road

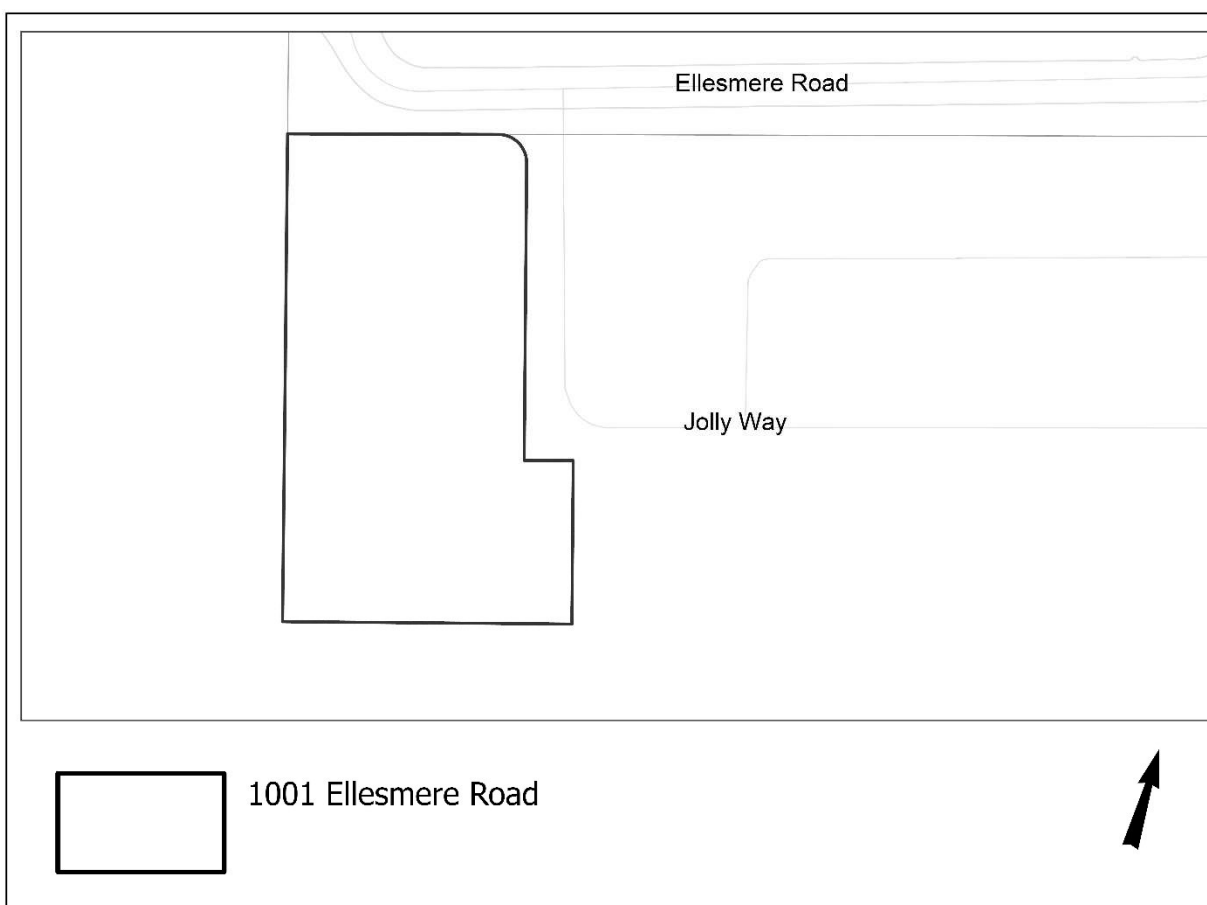
General area: Kennedy Road and Ellesmere Road

Ward: Scarborough Centre (21)

Owner (Applicant): Goldman Ellesmere 2 Developments Inc. (Bousfields Inc.)

Site area: Approximately 0.57 hectares (1.42 acres)

Existing uses: The lands form part of a five-block mixed-use development and are vacant. As described in a 2015 Ontario Municipal Board Decision (PL140391) provided as part of the OPA 231 proceedings, the lands are planned to accommodate a 4-storey, 11,475 square metre commercial building.



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 19)

Area Specific Policies: Chapter 7 SASP 457 – 1001 Ellesmere Road

Zoning By-law: Commercial Residential Zone (CR) in Zoning By-law 569-2013

SITE CONTEXT AND ADJACENT USES

North: A 1-storey auto dealership is located on the north side of Ellesmere Road. Further north is a series of 1-storey buildings generally used for manufacturing, warehousing, automobile repair, and related uses. Northeast of the site is a long-term care facility (Fieldstone Commons Care Community)

South: Large low-rise commercial and light industrial building used by wholesalers, retailers and offices. Further south are 1-storey buildings generally used for manufacturing, warehousing, automobile repair, and related uses

East: Low-rise residential consisting of townhouses. (This is part of the OMB approval for the five-block mixed-use development). Further east is a railway corridor and beyond is additional residential

West: One to three storey buildings located at the southeast corner of Kennedy Road and Ellesmere Road, generally used for commercial and retail 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 Toronto's 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 over 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 have reviewed the material provided as part of this conversion request; considered the conclusions 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. 025 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the north part of the Golden Mile/South-Central Scarborough employment area on the south side of Ellesmere Road just east of Kennedy Road. The Golden Mile/South-Central Scarborough employment area 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. The employment area within the Kennedy Road-Ellesmere Road-Midland Avenue and Lawrence Avenue East block is home to a variety of retail and light industrial uses. This includes several auto related uses along Nantucket Boulevard, as well as traditional manufacturers and warehousing uses, and a variety of industrial and commercial uses along Midwest Road. The South-Central Scarborough employment area is home to a variety of employment uses, with considerable demand among local-serving businesses, with an overall vacancy rate in the employment area of 0% in 2021. In 2022, there were nearly 26,000 jobs here in 1,277 businesses. Approximately 7% of the city's manufacturing jobs are found in the larger employment area.

Employment areas provide opportunities for Torontonians to live and work in the City. Approximately seventy percent of the workers in this employment area live in the City, and approximately 30% of those workers 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.

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 *General Employment Areas* at 1001 Ellesmere Road to meet the Provincial population forecast for Toronto or to

address an incompatibility of *Employment Area* permissions with existing adjacent lands uses, a conversion from *General Employment Areas* to *Mixed Use Areas* with a SASP can provide an opportunity to plan for a complete community and manage the proposed conversion (or the future development of the lands) in the local context while still protecting and preserving nearby lands designated for strictly employment uses.

The lands are vacant and designated *General Employment Areas*. To the west, the lands are designated *General Employment Areas* with *Core Employment Areas* to the south. North across Ellesmere Road is designated *General Employment Areas* while to the east is a *Mixed Use Areas* designation with residential development that is part of the five-block development which includes the lands.

The lands originally formed part of a larger 2.28 ha property for which applications for an official plan amendment, zoning by-law amendment and draft plan of subdivision were filed in November 2013. These applications were appealed to the Ontario Municipal Board (“OMB”) now known as the Ontario Land Tribunal (OLT) in May and June 2014. A settlement of the appeals was heard by the OMB on April 8th, 2015, approving the applications. The approved development divided the subject site into five blocks of land: townhouse development was to occur on Blocks 1, 2 and 4 which is now already built on Blocks 1 and 2, the commercial development was supposed to occur on Block 3 (the conversion lands), and a public park was created on Block 5. The settlement articulated that development will proceed in two phases: Blocks 1, 2 and 3 will be developed first with development of Block 4 to follow. The conversion request lands remain vacant and given the relatively small size of the land, a conversion to permit residential uses will provide flexibility to help complete this development block while the SASP will require compatibility with surrounding 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 industry in proximity to the site. Concerns raised by industry include increased pressure that would make expansions or upgrades more difficult based on provincial permitting requirements, as well as potential increased local residential traffic along Ellesmere and Kennedy Roads. Observations arising from wider consultation with key industry stakeholder groups include the need for a variety of lot/building sizes to accommodate new and growing businesses; speculative land values and industrial land affordability; and land use certainty as a key factor for reinvestment decisions and long-term business planning.

Given the size and location of the lands with the introduction of sensitive uses it is not anticipated to have an adverse effect on the overall viability of the larger *Employment Area*. The lands are a small parcel on the edge of the *Employment Area* and the road network in the surrounding area leaves these lands isolated so it is not anticipated that residential traffic will negatively impact the transportation functioning of the *Employment Area* to the south.

In staff’s opinion, a redesignation to *Mixed Use Areas* and the SASP would provide the opportunity to acknowledge, support and manage the development in the local context. The SASP would include:

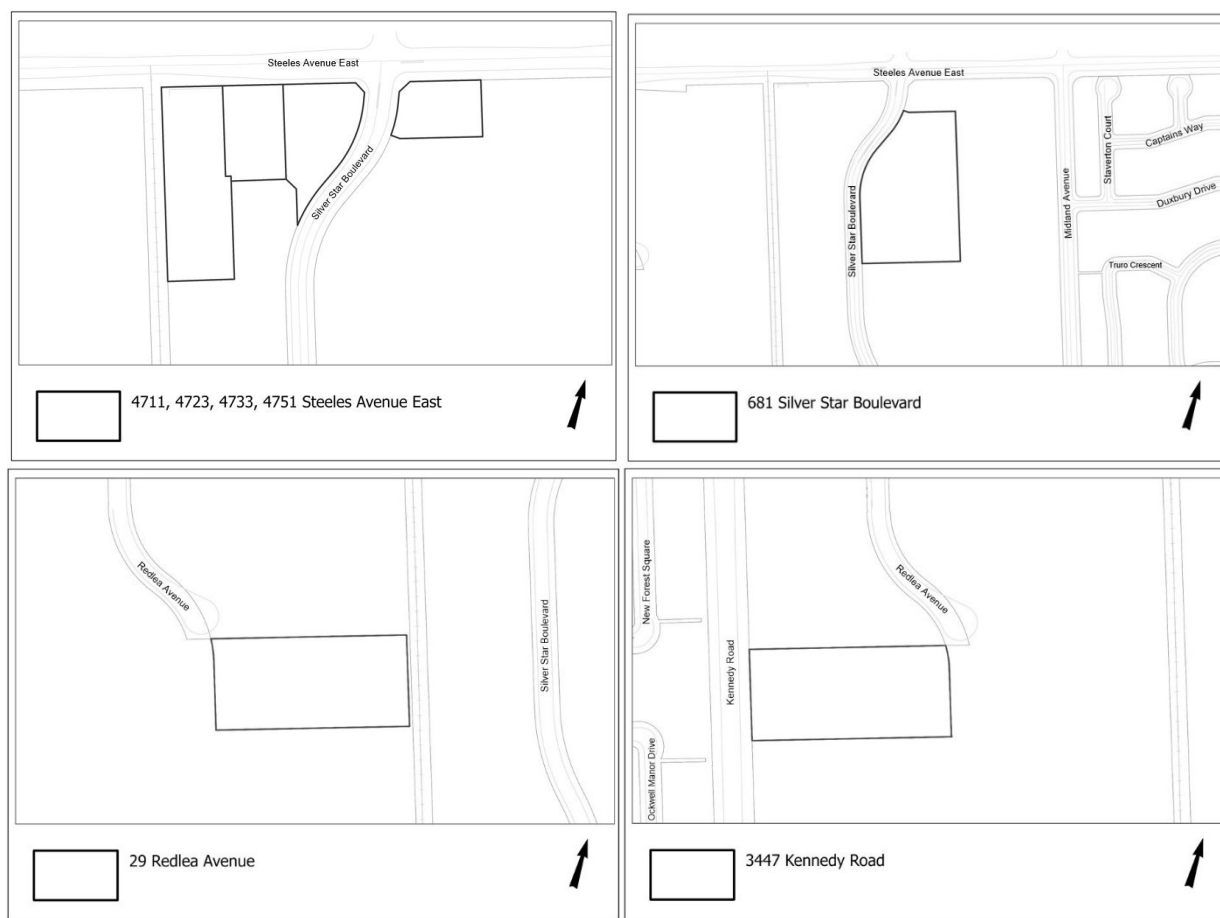
- Require a minimum of 2,500 square meters or 10 percent of the total gross floor area, whichever is greater to be comprised of uses permitted in *Core Employment Areas* and *General Employment Areas* and must be compatible with residential uses. This policy requirement would ensure that employment gross floor area will be developed and compatible with residential and that this would be developed prior to or concurrent with any residential uses.
- The residential permissions would include affordable housing requirements that will support the change in land use and secure a mix of housing for the future residents of the area. This would include a minimum of 5 percent of the total new residential gross floor area shall be secured as affordable rental housing or a minimum of 7 percent of the total new residential gross floor area shall be secured as affordable ownership housing.
- Furthermore, the SASP requires that a Zoning By-law Amendment application would require the submission of a Compatibility/Mitigation Study and for it to be Peer Reviewed and implemented, at the applicant's expense, to the City's satisfaction.
- Finally, the SASP requires that any sensitive land uses, including new residential uses will be located, designed and buffered to mitigate impacts from, be compatible with, and not impede the continuation of and the expansion of existing employment uses, and any new employment uses within the surrounding *General* and *Core Employment Areas*.

RECOMMENDATION

Staff reviewed Conversion Request No. 025 (1001 Ellesmere Road) 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 *Mixed Use Areas* with a SASP. The SASP secures affordable housing and an expectation for employment gross floor area while addressing land use capability.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 026, 060, 075 AND 085

Address:	4711, 4723, 4733 and 4751 Steeles Avenue East (No. 026) 681 Silver Star Boulevard (No. 060) 29 Redlea Avenue (No. 075) 3447 Kennedy Road (No. 085)
General area:	Steeles Avenue East, Midland Avenue and Kennedy Road
Ward:	Scarborough Agincourt (22)
Owner (Applicant):	Nova Depot Corporation (Urban Strategies Inc.) (No. 026) Choice Properties Limited Partnership (Zelinka Priamo Ltd.) (No. 060) Global Fortune Real Estate Development Corporation (Bousfields Inc.) (No. 075) 1933038 Ontario Inc. (WND Associates) (No. 085)
Site area:	Approximately 1.96 ha (4.84 acres) (No. 026) Approximately 2.72 ha (6.72 acres) (No. 060) Approximately 1.44 ha (3.55 acres) (No. 075) Approximately 1.48 ha (3.65 acres) (No. 085) Total: approximately 7.6 ha (18.76 acres)
Existing uses:	4711 Steeles Avenue East: Surface parking fronting onto Steeles Avenue East, with a one-storey commercial building (Planet Fitness) located on the southern portion of the lands 4723 Steeles Avenue East: one-storey bank (Scotiabank) located on the northern portion of the lands, fronting onto Steeles Avenue East. Surface parking is located on the southern portion of the lands 4733 Steeles Avenue East: one-storey commercial building with multiple units, consisting of restaurants, with associated surface parking 4751 Steeles Avenue East: one-storey bank (RBC Royal Bank), with associated surface parking (No.026) One-storey grocery store (No Frills) with surface parking (No. 060) A one-storey building is located at the northwest corner of the lands with the remaining area used for open storage (No. 075) Fronting onto Kennedy Road, a two-storey office building connected to a one-storey commercial building occupied by retail and commercial uses (No. 085)



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) (No. 026, 060, 075 and 085)

Designation(s): *General Employment Areas* (Map 19) (No. 026, 060, 075 and 085)

Area Specific Policies: Chapter 7 SASP 133 – Lands bounded by Steeles Avenue, Kennedy Road, Passmore Avenue and Midland Avenue (No. 026, 060, 075 and 085)
Chapter 7 SASP 395 (075)

Zoning By-law: Mixed Employment Zone (ME) in the former City of Scarborough Employment District By-law No. 24982 (No. 026, 060)
Vehicle Service Zone (VS) and Industrial Zone (M) in the former City of Scarborough By-law 24982 (No. 075)

SITE CONTEXT AND ADJACENT USES

- North:** North of Steeles Avenue East in the City of Markham is Pacific Mall, a retail plaza, and associated surface parking. The City of Markham permits residential uses on the north side of Steeles (026)
Bank with associated surface parking (060)
The Milliken GO Station and commuter parking lot. These lands were designated *General Employment Areas* as part of the Steeles-Redlea Regeneration Area Study that culminated in OPA 321 (SASP 395). Lands further north, abutting Steeles Avenue, are designated *Mixed Use Areas* (075)
Two-storey place of worship and a number of low rise commercial buildings used for commercial, retail and office purposes. Further north are multiple auto repair shops (085)
- South:** Immediately south of 4711, 4723 and 4733 Steeles Avenue East are low-rise commercial and retail uses. Immediately south of 4751 Steeles Avenue East is surface parking, with a one-storey grocery store located on the southeast portion of the lands. Further south are industrial uses and outdoor storage (026)
One-storey building with multiple units, consisting of a variety of retail and commercial uses including restaurants and retailers, associated with surface parking area. Further south, industrial and outdoor storage uses (060)
Open storage for construction materials for Anchor Shoring. Further south, industrial uses (including K-Line Insulators Ltd, Lovelands Landscaping, Canada Millwrights, and others) (075)
Two-storey buildings used for construction material wholesaling, fronting onto Kennedy Road. Open storage is located on the eastern portion of the site (085)
- East:** Immediately east of 4751 Steeles Avenue East are two one-storey buildings, consisting of retail and commercial uses, associated with surface parking. A one-storey building, consisting of two drive-through restaurants, with surface parking (026)
A concrete supplier and open storage (Kreitmayer Inc) as well a landscape company and an equipment supplier (Gengroup Inc) (060)
Immediately east is the Stouffville GO rail corridor. Further east is an asphalt facility (Crupi Group), and an associated open construction vehicle storage maintenance yard (075)
One-storey building is located at the northwest corner of the lands with the remaining area used for open storage (085)
- West:** On the west side of the Milliken GO Station, which is currently being improved, is a two-storey shopping mall. The lands fronting Steeles

Avenue East from Redlea Avenue to the railway are designated *Mixed Use Areas* as a result of OPA 321. These lands permit residential uses and will include new road connections (026)

A series of one-storey buildings, consisting of commercial and retail uses, across Silver Star Boulevard (060)

Fronting onto Kennedy, a two-storey office building connected to a one-storey building with multiple units, generally used for retail and commercial uses. There is also the planned extension of Redlea Avenue down to Passmore Avenue (075)

Across Kennedy Road is low rise residential (085)

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 Toronto's 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 over 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 have reviewed the material provided as part of these conversion requests; considered the conclusions of the Peer Review of the Compatibility/Mitigation Studies; consulted with the owners/applicants; and conducted site visits. These conversion requests form part of a series of four requests within the area. In assessing these conversion requests, staff considered the potential cumulative impacts of all the nearby conversion requests. This Final Assessment completes the review of Conversion Request Nos. 026, 060, 075, and 085 and provides staff's recommendations.

FINAL ASSESSMENT

The four conversion requests clustered in this area account for seven properties and cover approximately 18.7 acres. The lands are located within the northern portion of the Milliken employment area generally located between Midland Avenue East and Kennedy Road with some frontage onto Steeles Avenue East. The Milliken employment area accommodates a range of uses, from heavy industry, asphalt and aggregate suppliers, concrete batching, to businesses that serve the local business community. Companies such as Purolator, Atlantic Packaging located on Midland, and D. Crupi & Sons, Metrocon Readymix and others in the Passmore Avenue area are an integral part

of the area and region's supply chain fabric. The Milliken employment area stretches from Steeles Avenue East on the north to Finch Avenue East on the south, between Midland Avenue and Kennedy Avenue. While serving as a continuous stretch of traditional employment uses, the northern and southern areas, separated by the Hydro corridor running east to west, display distinct characteristics that have shaped development and investment in the respective areas over time. The Milliken employment area also has a rail corridor in the middle running north-south.

In 2022, the Milliken employment area contained over 1,000 establishments that employed approximately 7,650 people in a wide range of activities. The approximately 2 million square feet of industrial space was fully occupied with vacancy rates at 0% in 2021. In addition, between 2016-2021 there was an estimated \$219 million in investment in construction and alteration of industrial and commercial properties. This employment area continues to thrive and appeals to a range of uses, and is anticipated to continue to remain a sought after and well-functioning employment area.

Employment areas provide opportunities for Torontonians to live and work in the City. Approximately 55% of the workers here live in Toronto, with 12% of these workers 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 where 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. Twenty-five percent of the workers in this employment area choose a low-carbon mode of travel to work, such as transit, walking or cycling.

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 4711, 4723, 4733 and 4751 Steeles Avenue East, 681 Silver Star Boulevard, 29 Redlea Avenue and 3447 Kennedy Road.

All of the conversion request lands are designated *General Employment Areas* with the surrounding area also designated *General Employment Areas* with the exception of the most western portion of No. 026 where there is *Mixed Use Areas* adjacent to the rail. Across the major streets of Steeles Avenue, Kennedy Road, and Midland Avenue are existing residential neighbourhoods. SASP 133 applies to all the lands and permits retail and service uses, including stand-alone retail stores and/or "power centres". Conversion request No.060 (681 Silver Star Boulevard) was also recently adjudicated on by the Ontario Land Tribunal (OLT) as an appeal to OPA 231. On February 25, 2022, the OLT provided a written decision dismissing the appeal in ruling to retain the lands for employment purposes.

Staff have significant concerns with the redesignation of the conversion requests in this area to permit residential permissions both individually and cumulatively. The Milliken employment area is well functioning with no vacancies and is geographically bounded by major streets that serve as a buffer to the more sensitive land uses across the major streets. The requested introduction of sensitive uses on the lands will adversely affect the overall viability of the larger *Employment Area*, and potential to displace many employers. A conversion of these lands would reduce the City's already limited supply of lands exclusively for business and there is a significant risk that a conversion of one or more of the lands within this area would set a precedent for future conversion in the area and erode the quantity and quality of the *Employment Areas*.

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. The lands front onto three major streets that have access to a 400 series highway, with Kennedy Road having an on-ramp to Highway 401 and Highway 404, and Steeles Avenue having access to Highway 404. With truck access and the efficient movement of vehicles being critical to the success of local businesses, staff are concerned that increased residential traffic from a conversion could negatively impact the facilitation of the movement of goods for existing and future employment uses.

The conversion of the lands for residential could create instability in an area that is vulnerable to land speculation. The area has seen multiple land transactions in the last 5 years including some sites where conversion requests were later submitted. A conversion could hinder investment and reinvestment, limiting or restricting opportunities for business and economic expansion. An introduction of sensitive uses could jeopardize the ability to provide a stable and productive operating environment for existing and new businesses and their economic activities. The area is also unique in the types of small businesses located here that serve the south and east Asian communities in the immediate and surrounding 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 and industrial stakeholders in relevant sectors. Concern about the requested conversions relates primarily to land use compatibility including matters such as noise, odour and the potential for traffic congestion and the efficient movement of vehicles. Strong concerns from the local industry were raised in regard to the ability to maintain compliance with existing ECAs, as well as the potential for introducing sensitive uses to heavy industrial areas, leading to safety concerns, the introduction of nuisance complaints and the interference with daily operations. 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.

Significant concerns were also raised by local businesses on land use instability and the impact on investment decisions. Heavier industrial uses, such as asphalt and concrete, have limited options when making locational decisions in fully developed urban areas, such as Toronto. Without certainty that they will continue to be able to meet regulatory

compliance requirements and operate efficiently, the decision to make necessary building renovations and/or expansions becomes tenuous and continued pressure could lead to relocation decisions that would greatly impact various elements of the supply chain, as well as other industries in the region, such as construction, health care, education, and others. In addition, the limited availability of manufacturing, warehousing and wholesale distribution space makes relocation within Toronto very difficult, as the vacancy rates in these sectors reach historic lows. Maintenance of truck access is also of critical importance to industry in this area, and the introduction of high density residential uses will greatly increase transportation times and congestion considerations.

Staff have concerns with the proximity of nearby facilities and the potential for compatibility issues between sensitive land uses and impactful industries. Nearby facilities may have noise, odour, and dust related impact upon the proposed conversion requests on the lands. A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request and was Peer Reviewed. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: incomplete lists of facilities within the areas of influence, facilities being misclassified, Class II & III facilities located well within the D-6 series minimum separation distances, study components being incomplete or absent including sources of noise, incomplete or absent assessments of the proposed impacts from the conversion on the surrounding area. 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. 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 Milliken station Major Transit Station Area (“MTSA”). The Milliken station serves the Stouffville Line GO Line. Approval for this MTSA was submitted on July 29, 2022 to the Minister of Municipal Affairs and Housing for approval, as the approval authority 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 this MTSA is planned for and meets the minimum employment and population target of 150 jobs and residents combined per hectare. *Employment Areas* with proximity to transit provide for a balance between jobs and housing to reduce long-distance commuting, encourage travel by transit, walking and cycling, and provide work opportunities for residents of nearby neighbourhoods. A notable proportion of workers in this employment area (20%) use transit to get to work.

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 facilities such as parks, schools, libraries and community centres. Staff have identified that many of the existing or planned community infrastructure to accommodate the proposed conversion requests are over 1km away, require crossing major streets, and in many cases without sidewalks.

RECOMMENDATION

Staff reviewed Conversion Request No. 026, 060, 075, and 085 (4711, 4723, 4733 and 4751 Steeles Avenue East, 681 Silver Star Boulevard, 29 Redlea Avenue and 3447 Kennedy 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. 035

Address: 1655 Dupont Street

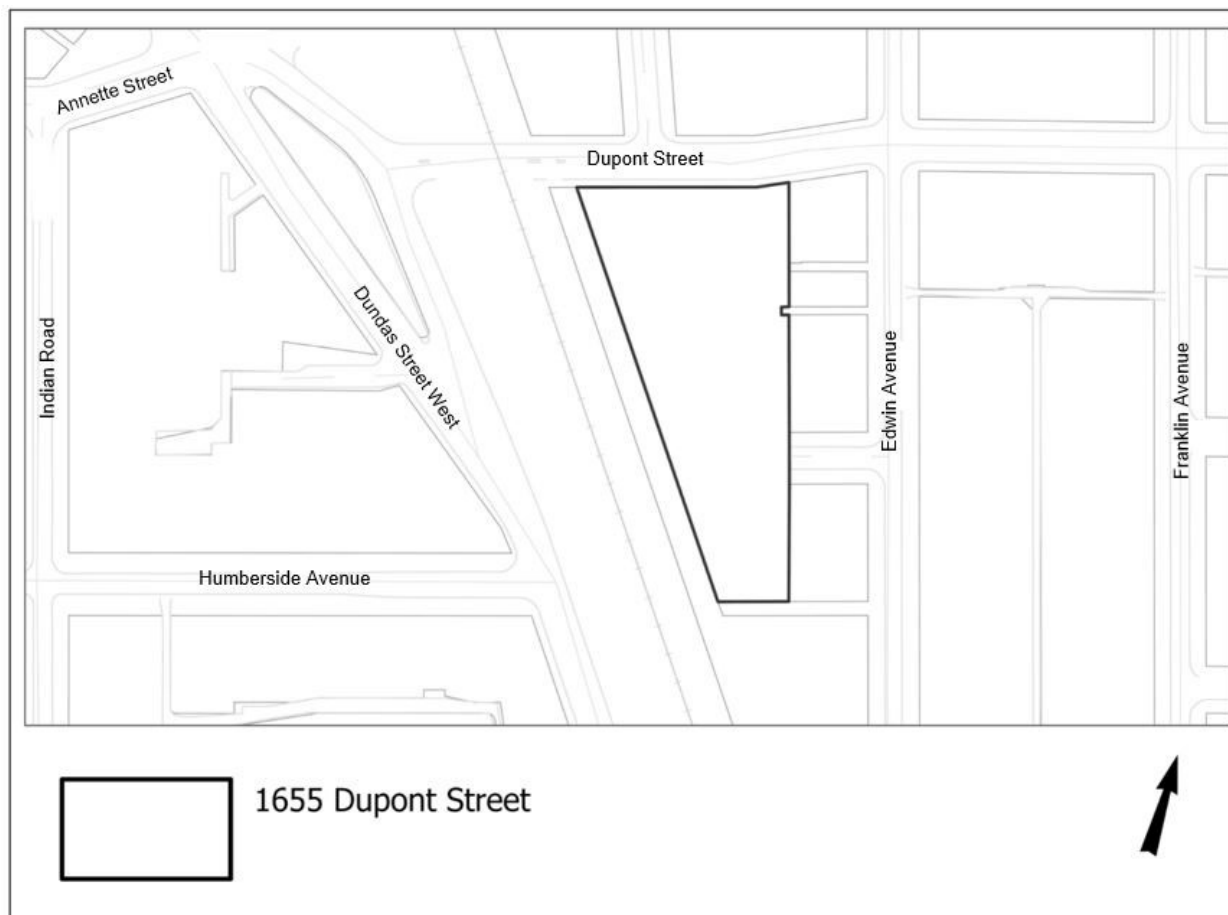
General area: Dupont Street and Dundas Street West

Ward: Davenport (9)

Owner (Applicant): Dupont Junction Holdings Inc. (Bousfields Inc.)

Site area: Approximately 0.89 hectares (2.2 acres)

Existing uses: Three to four-storey commercial building containing office, retail and self-storage uses. The building is listed on the City's Heritage Register (Viceroy Factory, c.1929)



CONVERSION REQUEST

Proposal: Request to redesignate a portion of the lands from *Core Employment Areas* to *Mixed Use Areas* to facilitate a potential mixed-use development that proposes residential, office and retail uses, gallery and educational spaces, and artist studios within the existing heritage building.

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: Industrial District Zone (I2 D2) in the Former City of Toronto Zoning By-law 438-86

SITE CONTEXT AND ADJACENT USES

North: Commercial and industrial uses, including automobile service shops, automobile paint and repair garages, and a window and aluminum supplier; semi-detached dwellings; the Sporting Clube Português de Toronto cultural centre (further north: commercial uses including fish market and wholesaler, single and semi-detached dwellings, and townhouses)

South: Industrial and commercial uses, including the Toronto Hydro Junction Substation and a video production studio (further south: mixed-use development containing office and commercial uses and townhouses)

East: Commercial and residential uses, including an automobile repair garage, semi-detached dwellings and mixed-use buildings (further east: single and semi-detached dwellings, Perth Avenue Public School & St. Luigi Catholic School)

West: CN/CP/Metrolinx rail corridor, West Toronto Rail Path (further west: commercial and 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 Toronto's 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 have 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. 035 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located at the centre of the Junction-Weston-Dupont employment area, on the south side of Dupont Street and adjacent to the Metrolinx GO Kitchener Rail Line and the West Toronto Rail path immediately to the west. 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 contributed 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. This employment area represents 197.1 hectares of land. As of 2022, there were 1,175 establishments in the area that employ 18,686 people. 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. Approximately a third of workers commute to the larger employment area using low-carbon modes of travel to work: 18% use transit, while approximately 11% 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 lands at 1655 Dupont Street.

This warehouse building, known as the Viceroy Factory building, was constructed in 1929 by the Canadian I.T.S. Rubber Company (the predecessor to the Viceroy Manufacturing Company). The Canadian I.T.S. Rubber Company manufactured rubber goods such as shoe heels and water bottles and the Viceroy Manufacturing Company manufactured rubber toys. This building is listed in the City of Toronto Heritage Register.

The lands are part of contiguous, linear *Employment Areas* lands along the Metrolinx rail corridor, from south of Wallace Avenue north to Dupont Street. These lands are used for and planned for business and economic activities. The lands presently accommodate a 3 to 4-storey warehouse building with approximately 20,300 square metres of non-residential gross floor 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. There are currently a number of businesses on the subject lands, including offices, co-working spaces, recreational use, public storage, studio spaces, and a café. The lands and the repurposed heritage building caters to those seeking non-traditional loft-style office space, including technology industries, media and other creative industries, and start-ups. The provision of spaces suitable for a variety of office and studio uses is necessary to 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 and peer reviewed. The submitted Compatibility/Mitigation ("C/M") Study has indicated that the proposed residential uses would require further study respecting: stationary noise; transportation noise and vibration impacts, including impacts from Dupont Street, Dundas Street West, and the Canadian Pacific/Canadian National Railway; and determination of appropriate mitigation measures to address noise and air quality.

The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: air quality; stationary noise; transportation noise and vibration, to evaluate the impact of surrounding road and rail corridors; complaint history; nearby proposed and approved developments; all industrial/commercial operations in the vicinity and potential adverse impacts on the proposed conversion site; and potential impacts from a proposed conversion on existing and future surrounding facilities. The Peer Review also indicated a need to revisit the conclusions from the wind study. The Peer Reviewer was not able to confirm that the C/M Study fulfills best industry practices with respect to analysis and recommendation of mitigation measures. In addition, the Peer Reviewer could not confirm that the proposed residential conversion is compatible within the *Employment Areas*. 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 was one of the considerations examined by staff. While the lands do have some community services and facilities nearby, recreation centres and pools are a distance away. The nearest recreation centre is 1.4 kilometres from the lands and requires the crossing of major streets and a tunnel below rail tracks. In addition, other factors had a greater bearing on staff's recommendations, in reading the Growth Plan 2020, PPS 2020, and OP in their entirety.

Staff do not recommend converting the lands to *Mixed Use Areas*. The lands form part of contiguous *Employment Areas* designated lands, along the rail corridor. This contiguous area of employment lands allows for the clustering of similar employment uses, such as offices, media and other creative industries, artists studios, and light industrial uses. The lands are currently home to a successful mix of employment uses, withing a listed heritage building.

Staff recommend redesignating the lands from *Core Employment Areas* to *General Employment Areas* to permit a broader range of retail, restaurant, service and fitness centre uses. The lands are located on a major street shown on Map 3 of the Plan. In staff's opinion, a conversion to *General Employment Areas* would not adversely affect the overall viability of the existing *Employment Area* designated lands to the north and south, 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. A redesignation to *General Employment Areas* would retain these lands exclusively for business and economic activities, while providing some flexibility in the types of non-residential uses permitted on the lands to help provide opportunities to revitalize the property, including more active uses along the West Toronto Rail Path. As well, the proposal would help to maintain a diverse economic base accommodating and attracting a variety of employment uses and a broad range of employment opportunities in Toronto.

In addition to redesignating the lands as *General Employment Areas*, staff recommend applying a new Site and Area Specific Policy ("SASP") to the lands to prohibit major retail (i.e. retail 6,000 square metres of gross floor area). While all forms and scale of retail are proposed to be permitted in *General Employment Areas*, major retail developments can have a significant impact on local transportation, the health of nearby retail districts, residential areas and employment lands. In addition, the recommended SASP would:

- Require that the existing listed heritage Viceroy Factory building located on the lands be retained and conserved on-site;
- Require that any future development of the lands provide access through the lands to the adjacent West Toronto Rail Path;
- Encourage open spaces and plazas accessible to the public along Dupont Street and West Toronto Rail Path that complement the public realm; and

- Require that employment uses with a high number of users be set back from the rail corridor. The appropriate setback and the appropriate risk mitigation will be determined through a satisfactory, peer-reviewed Rail Safety and Risk Mitigation Study.

RECOMMENDATION

Staff reviewed Conversion Request No. 035 (1655 Dupont Street) 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* with a new SASP applied.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 037 AND 046

Address: 4630 Sheppard Avenue East (No. 037)
4570 Sheppard Avenue East (No. 046)

General area: Sheppard Avenue East and McCowan Road

Ward: Scarborough North (23)

Owner (Applicant): CR REIT (Urban Strategies Inc.) (No. 037)
2546229 Ontario Ltd. (Humphries Planning Group Inc.) (No. 046)

Site area: Approximately 3.98 hectares (9.83 acres)

Existing uses: A 1-storey retail building (Canadian Tire) located on the western portion of the lands with a gas station on the southeast portion. A 1-storey retail building (Mark's) located on the northeast corner of the lands (No. 037)
Outdoor storage (No. 046)





CONVERSION REQUEST

Proposal: Requests 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 19)

Area Specific Policies: N.A.

Zoning By-law: Industrial District Commercial Zone (MDC) in the former City of Scarborough Employment District By-law No. 24982 (No. 037)
Employment Industrial Zone (E) in Zoning By-law 569-2013 (No. 046)

SITE CONTEXT AND ADJACENT USES

North: Concrete plant supplier (Dufferin Concrete), CNTV Broadcasting company and a restaurant. The CP Belleville Subdivision rail corridor is further north. Approximately 500 m to the northeast is the CP Rail Toronto Yard

South: Low-rise residential on the south of Sheppard Avenue East

East: Lands proposed to be expropriated by Metrolinx for the erection of the Sheppard Station that is part of the Scarborough Subway Extension. Further east are light industrial uses consisting of automotive service, repair and related uses

West: Toronto Fire Station 243 that has a training facility which includes a burn tower. Further west is a place of worship and a 3-storey office building. Further west are a series of low-rise light industrial, commercial and warehousing facilities

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 have reviewed the material provided as part of these conversion requests; considered the findings of the Peer Review of the Compatibility/Mitigation Studies; consulted with the owners/applicants; and conducted site visits. These conversion requests form part of a series of two requests within the area. In assessing these conversion requests, staff considered the potential cumulative impacts of all the nearby conversion requests. This Final Assessment completes the review of Conversion Request Nos. 037 and 036 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located on the north side of Sheppard Avenue East, south of the Canadian Pacific Railway Toronto Yard in 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. In 2021, the area had a low vacancy rate of 3.5%. 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.

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 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. While there is no need to convert the *General Employment Areas* at 4570 and 4630 Sheppard Avenue East to meet the Provincial population forecast for Toronto or to address an incompatibility of *Employment Area* permissions with existing adjacent lands uses, a conversion from *General Employment Areas* to *Regeneration Areas* with a SASP can provide an opportunity to plan for a complete community and manage the proposed conversion (or the future development of the lands) in the local context while still protecting and preserving nearby lands designated for strictly employment uses.

While the lands are not required to be converted to meet the Provincial population forecast for Toronto, the Province announced the Scarborough Subway Extension project that will include a future Sheppard Station on lands designated *General Employment Areas* at the north east corner of Sheppard Avenue and McCowan Road. The lands are located adjacent to the new subway station and a conversion and redesignation of these lands at this location can provide an opportunity to plan for a complete community and manage the proposed conversion (or the future development of the lands) in the local context while still protecting and preserving nearby lands designated for strictly employment uses. It also provides an opportunity to manage the

transformational change associated with the planned Sheppard Station. In January 2023 tunnelling officially began on the Scarborough subway extension.

The lands are designated *General Employment Areas*, with *General Employment Areas* to the west and east of the site. North of the site are *Natural Areas* and *General and Core Employment Areas*. *Neighbourhoods* exist on the south side of Sheppard Avenue East. Near to the lands are major facilities, including a concrete batching plant to the north with the rail corridor beyond. There are also industrial facilities on Commander Boulevard and generally local-serving businesses on Nugget Avenue.

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 of the lands. Significant concern about the proposal was expressed by CRH Canada Group, the owner of the concrete batching facility located to the north of the lands. The area of influence for this major facility extends 500 metres beyond its property line, an area that includes the entirety of the lands that are proposed for conversion. If not appropriately mitigated, new sensitive land uses, including residential uses, on the lands could negatively impact existing compliance approvals. Other concerns about the proposal relate to the limited supply of vacant employment land both in the Tapscott area of employment and City-wide, particularly for warehousing and wholesale distribution. Further, there is the potential for increased traffic congestion and impacts on the efficient movement of vehicles, factors that could impact ease of access to the TTC Malvern Garage and the Scarborough Transfer Station, which are both in the area.

The lands are located within the Council-adopted McCowan Major Transit Station Area (“MTSA”). The McCowan station serves the Scarborough Subway Extension. Approval for this MTSA was submitted on July 29, 2022 to the Minister of Municipal Affairs and Housing for approval, as the approval authority. 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 this MTSA is planned for and meets the 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.

City staff met with the employment area conversion requestors and nearby industry including CRH Canada Group multiple times to further understand the proposal and concerns for the future uses of the lands. While consensus was not reached between all parties, in staff's opinion a *Regeneration Areas* land use designation on the southern portion of the conversion request lands is appropriate to support reinvestment and growth related to the planned station, through a process that considers the local context, including protecting and preserving adjacent land designated *Employment Areas*. More specifically, the proposed redesignation with a Site and Area Specific Policy (SASP) would ensure future land uses are compatible with existing and planned uses to the north and west. 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 the preparation of a secondary plan for the lands to ensure the development of a complete community, including the provision of community infrastructure to support any new residential uses; and
- Require as part of the study leading to the secondary plan, a Land Use Plan that will determine the land uses, a 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
- Include affordable housing requirements that will support the change in land use and secure a mix of housing for the future residents of the area. This would include a minimum of 5 percent of the total new residential gross floor area shall be secured as affordable rental housing or a minimum of 7 percent of the total new residential gross floor area shall be secured as affordable ownership housing; and
- Require various technical studies.

RECOMMENDATION

Staff reviewed Conversion Requests No. 037 and No. 046 (4630 and 4570 Sheppard Avenue East) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands be partially 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. 038

Address: 9 Davies Avenue, 600 Queen Street East, and 16 Carroll Street

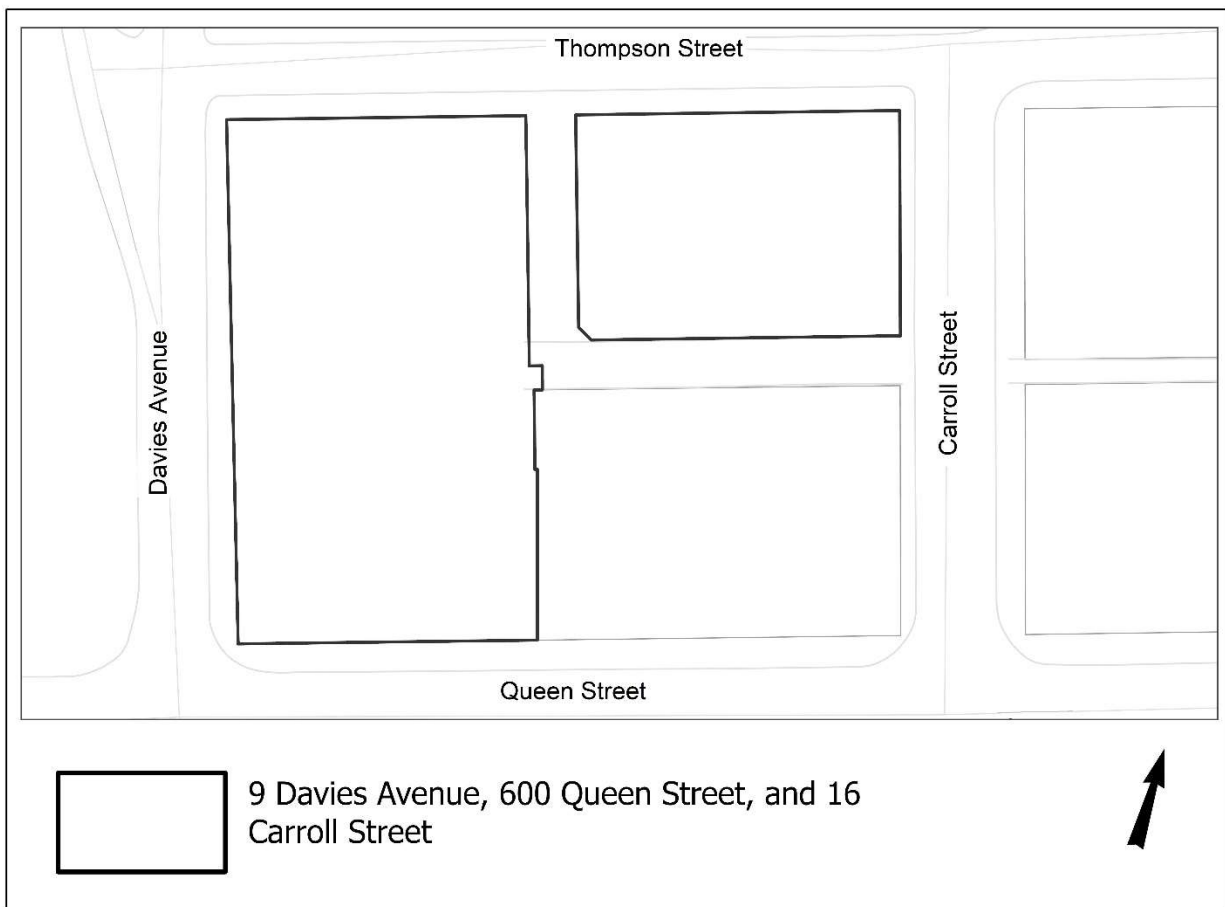
General area: Queen Street East and Don Valley Parkway

Ward: Toronto-Danforth (14)

Owner (Applicant): Davies Ave Investments (Bousfields Inc.)

Site area: Approximately 0.23 hectares (0.57 acres)

Existing uses: 1-storey commercial building, 6-storey office studio building and a surface parking lot



CONVERSION REQUEST

Proposal: Request to redesignate the lands from *Core Employment Areas* to *Mixed Use Areas* to facilitate a mixed-use/residential redevelopment

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 the former City of Toronto Zoning By-law 438-86

SITE CONTEXT AND ADJACENT USES

North: Two and three-storey office buildings, public laneway, surface parking lot and Joel Weeks Park (further north: café, industrial event space, office uses and automobile dealerships)

South: Queen Street East, mixed use development, automobile dealerships

East: 9-storey mixed use development (further east: 2 and 3-storey townhouses and 3-storey mixed use buildings)

West: Don Valley Parkway and the Don River (further west: the Lower Don River Trail, Metrolinx rail corridor and Bayview 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 Toronto's 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 conclusions 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 this supplementary submission in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 038 and provides staff's recommendations.

Geographically Related Conversion Requests

This conversion request forms part of a series of three requests within the area. In assessing this conversion request, staff considered the potential cumulative impacts of all the nearby conversion requests, particularly:

- 11 Davies Avenue (Conversion Request No. 030)
- 33 and 39 Davies Avenue (Conversion Request No. 071)

FINAL ASSESSMENT

These lands are located within the western portion of the larger Eastern-Carlaw-DVP-Greenwood area of employment, which is characterized by a strong local office market that has seen significant growth in job numbers, doubling since 2011. The Eastern-Carlaw-DVP-Greenwood employment area represents 16.6 hectares of land. As of 2022, there were 427 establishments in the area that employ 4,508 people. The mix of businesses has evolved over time, with several new industries occupying older office and industrial 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 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. The lands 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 of Toronto, and 16% of those workers reside in Neighbourhood Improvement Areas ("NIAs"). 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 at the intersection of Queen Street East and Davies Avenue, just east of the Don Valley Parkway, at the southern extent of a strip of *Core Employment Areas* cluster running parallel to the Don Valley parkway. The northern portion of lands form part of a contiguous area of land designated *Core Employment Areas* that is used

and planned for business and economic activities. These lands are part of a successful and stable employment area that is transit accessible and provides opportunities for the clustering of similar or related uses. The area contains a cluster of office, creative, studio, light industrial, and small business 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, rather than commuting to jobs outside of the City.

The 6-storey office building located at 9 Davies Avenue is fully leased out to office tenants that include photography studios, an acting school, and other creative industries. Losing these well-functioning *Employment Areas* lands, that employ people locally, would negatively impact the creative industry and reduce the ability of the clustering of uses that is highly beneficial to this sector.

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 *Core Employment Areas* at 9 Davies Avenue, 600 Queen Street East, and 16 Carroll Street to meet the Provincial population forecast for Toronto or to address an incompatibility of *Employment Area* permissions with existing adjacent lands uses, a conversion from *Core Employment Areas* to *Mixed Use Areas* with a SASP for the south portion of the lands fronting onto Queen Street East can provide an opportunity to manage the proposed conversion (or the future development of the lands) in the local context while still protecting and preserving nearby lands designated for strictly employment uses.

A portion of the lands front on Davies Avenue, a narrow street running parallel to and immediately east of the Don Valley Parkway. Introducing sensitive uses on Davies Avenue, a narrow one-way street with an on-ramp to the Don Valley Parkway, would add traffic to a narrow street network, impacting accessibility to the Don Valley Parkway and having a cumulative impact on the employment uses to the north. 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 south portion of the lands front on Queen Street East, which is identified as *Avenues* on Map 2 and a Major Street on Map 3 of the Official Plan. *Avenues* are important corridors along major streets where reurbanization is anticipated and

encouraged to create new housing and job opportunities. The Official Plan generally recognizes the potential for a more intense form of development along Major Streets, including a mix of 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, 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 to the commercial uses. 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 as well, and serve as a buffer to more traditional 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 and peer reviewed. The submitted Compatibility/Mitigation (“C/M”) Study has indicated that the proposed residential uses would require further study respecting air quality, noise and vibration impacts from the surrounding environment.

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. The Peer Reviewer needs more information to confirm if the proposed residential conversion is compatible within the existing *Employment Area* and major facilities as some of the required information was not provided. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* and determined that converting a portion of the lands is appropriate given other factors outlined in this Final Assessment. However, any conversion of the lands should require, through the future zoning by-law amendment application process, the submission of a satisfactory Compatibility/Mitigation Study, and Noise Impact Study, and Vibration Study, which would be peer reviewed and implemented, to understand how the proposed introduction of sensitive land uses could be designed to mitigate impacts from the adjacent transportation facilities.

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. There are community services and facilities nearby to the lands.

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 MTSA’s and 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.

In staff's opinion, a conversion of the south part of the lands from *Core Employment Areas* to *Mixed Use Areas* with a Site and Area Specific Policy ("SASP") would not adversely affect the overall viability of the *Employment Areas* to the north, nor the maintenance of a stable operating environment for business and economic activities. Re-designating the portion of the lands that front on Queen Street East to *Mixed Use Areas* would be consistent with the existing *Mixed Use Areas* to the east of the lands. In staff's opinion, it is appropriate to redesignate a portion of the lands to continue the *Mixed Use Areas* designation to a depth that is consistent with the adjacent properties along the north side of Queen Street East. The remainder of the lands, at 9 Davies Avenue and 16 Carroll Street should be retained as *Core Employment Areas* to provide a land use transition to the larger *Core Employment Areas* cluster further north along Davies Avenue to protect them for employment uses, and provide a buffer from the encroachment of sensitive land uses.

A conversion of the south portion of the lands to *Mixed Use Areas* is recommended with a SASP to ensure jobs are retained on the lands through the partial conversion, while broadening uses along a major street. The SASP would also secure other city building objectives like the provision of affordable housing and heritage retention. A SASP is proposed to apply to the lands that would, among other provisions:

- Require a minimum of 1,000 square metres or 15% of the total gross floor area of the development on the *Mixed Use Areas* portion of the lands, whichever is greater, be employment gross floor area;
- Require a minimum of 51% of the required employment gross floor area to be *Core Employment Area* uses, compatible with residential uses;
- Require the provision of affordable housing;
- Direct that the existing 6 storey building located on the property municipally known in the year 2022 as 9 Davies Avenue be retained and conserved on-site as it contributes to the heritage character of the surrounding area. The lands are within the ongoing Queen Street East (Riverside) Heritage Conservation District Study;
- Require land use compatibility between developed uses on the lands and with surrounding land uses including that sensitive land uses will be located, designed and buffered to mitigate impacts from, and be compatible with, the ongoing operation and expansion of nearby employment uses, and any new employment uses within the surrounding *Core Employment Areas*; and
- Require various technical studies.

RECOMMENDATION

Staff reviewed Conversion Request No. 038 (9 Davies Avenue, 600 Queen Street East, and 16 Carroll Street) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that a portion of the lands be converted to *Mixed Use Areas* with a SASP and the remainder of the lands be retained as *Employment Areas* and continue to be designated as *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 047

Address: 38 Orfus Road

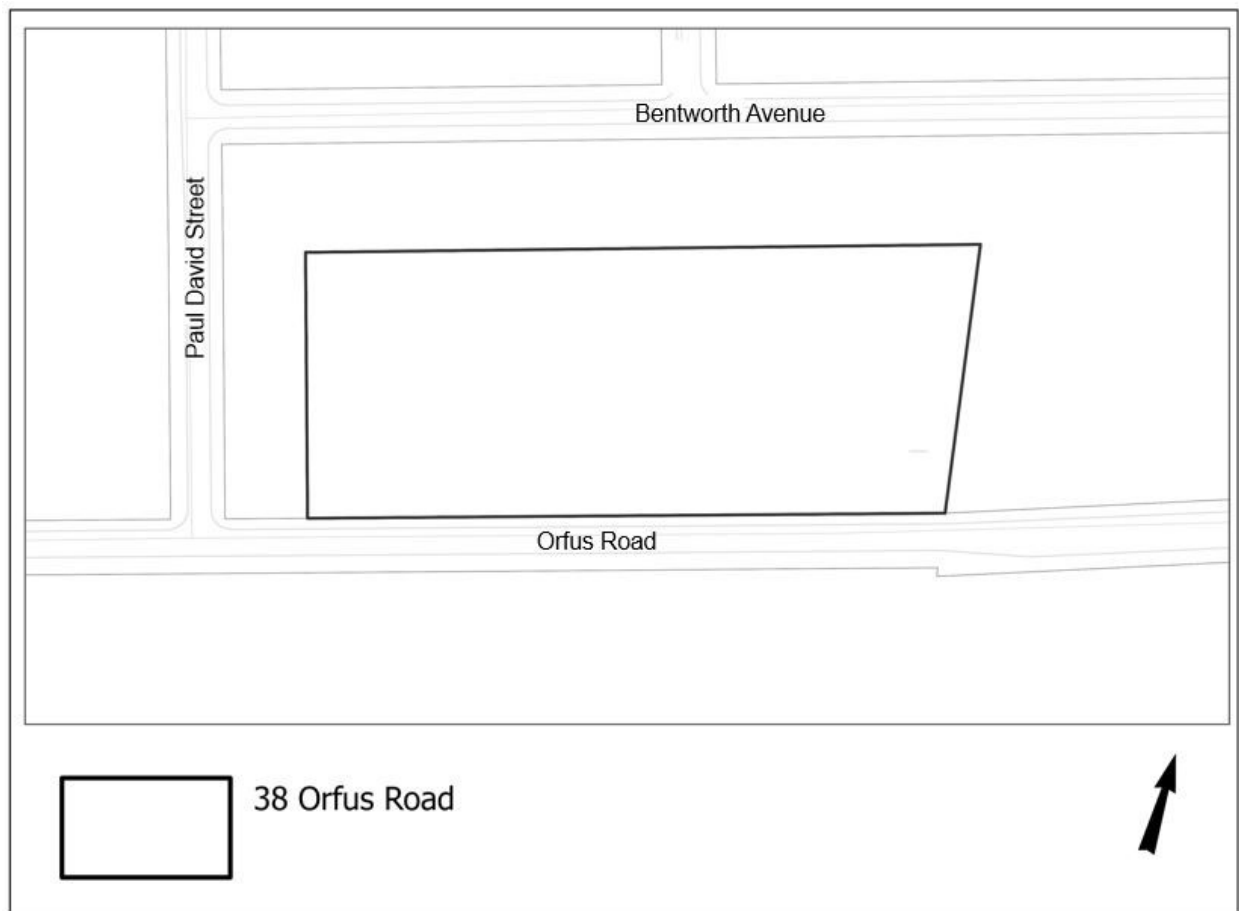
General area: Dufferin Street and Highway 401

Ward: Eglinton Lawrence (8)

Owner (Applicant): Toronto District School Board (Urban Strategies Inc.)

Site area: Approximately 2.4 hectares (5.93 acres)

Existing uses: Occupied by the Yorkdale Secondary School, Yorkdale Adult Learning Centre and Start Right Child Care Centre with surface parking



CONVERSION REQUEST

Proposal: Request to redesignate all of the lands from *General Employment Areas* to *Mixed-Use Areas* designation to permit the existing school use which is not compatible with *General Employment Area* uses and to intensify the site with residential uses and more jobs

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

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

Area Specific Policies: N.A.

Zoning By-law: Industrial Zone One (M1) in the former North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Single detached residential neighbourhood along Bentworth Avenue

South: Large multi-unit commercial employment use buildings with surface parking

East: Large multi-unit commercial employment use buildings with surface parking, place of worship, and commercial school

West: Large 1 – 2-storey commercial retail stores along Orfus Road

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 adversely affect the overall viability of the employment area; and, there is a lack of infrastructure and public facilities to accommodate the proposed uses.

The City received over 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 have reviewed the material provided as part of this conversion request; considered the conclusions 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. This Final Assessment completes the review of Conversion Request No. 047 and provides staff's recommendations.

FINAL ASSESSMENT

38 Orfus Road is part of 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. There were over 17,000 jobs in the area in 2022, 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 the same period, with an additional 56,000 square metres of proposed development, reflecting a high level of investment in non-residential buildings. Taken together, the area continues to be a desirable location for businesses.

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 those workers reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents.

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 38 Orfus Road to meet the 2051 Provincial population forecast for Toronto.

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 are part of a broader *Employment Area* that has a distinct and clear identity that continues to thrive. The lands currently provide an important service to the community and have desirable characteristics as the current planned use. The lands also buffer the *Employment Areas* to the south and west from more sensitive uses designated *Neighbourhoods* and *Mixed-Use Areas* to the north and east. A conversion at this location would create a precedent for further conversions.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request and peer reviewed. 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: site visit, stationary noise, traffic noise, odour, air quality. 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. In addition, 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.

Secondary schools are not a permitted use in *Employment Areas*, and the site is legal non-conforming. Other schools and community facilities such as recreation centres and libraries are a considerable distance from the lands. To access the nearest library, public school, catholic school and community centre via walking, the route would require walking across either Dufferin Street or Caledonia 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. The nearest assigned Toronto District School Board (TDSB) Intermediate School is 2.3 km away from the lands. The nearest assigned Toronto District School Board (TDSB) Elementary School is 1.0 km away from the lands. The nearest assigned Toronto Catholic District School Board (TCDSB) School is 1.5 km away from the lands.

RECOMMENDATION

Staff reviewed Conversion Request No. 047, 38 Orfus 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. 059 AND 121

Address: 116R, 126 – 142 Ryding Avenue (No. 059)
109 Ryding Avenue (No. 121)
And including: 90 Ethel Avenue; 99 and 116 Ryding Avenue
(collectively “the Ryding Lands”)

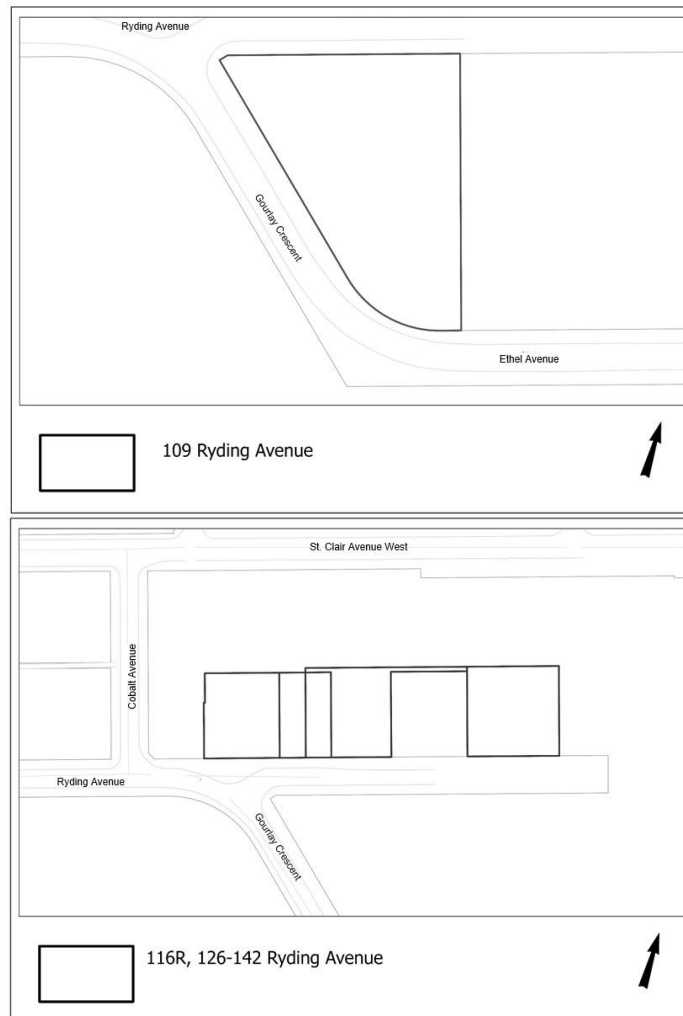
General area: Southwest of St. Clair Avenue West and Keele Street

Ward: York South-Weston (5)

Owner (Applicant): A.C.D Wholesale Meats Ltd. (IBI Group Inc.) (No.059)
Paletta International Corporation (Goldberg Group) (No.121)

Site area: Approximately 3.15 hectares (7.78 acres)

Existing uses: Industrial meat processing and distribution facilities (Maple Leaf Foods & A.C.D. Wholesale Meats Ltd.) truck parking and vacant lands



CONVERSION REQUEST

Proposal: Two requests to redesignate 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) – subject to OPA 144 Appeal (No. 059 and No. 121)

Designation(s): *Core Employment Areas* (Map 17) – subject to OPA 144 Appeal (No. 059 and No. 121)

Area Specific Policies: N.A.

Zoning By-law: Employment Industrial Zone (E 1.0 (x285)) in Zoning By-law 569-2013
Industrial Zone (I3) in the former City of Toronto By-law No. 438-86.

SITE CONTEXT AND ADJACENT USES

North: Storage, industrial meat packaging and distribution facilities, and vacant commercial retail building

South: Open storage (In November 2022 the Ontario Land Tribunal (“OLT”) approved a settlement of OPA 231 Appeal No. 143 to convert 87 Ethel Avenue and permit 1,500 residential units in 4 tall buildings, with CN rail yard and corridor beyond

East: Power centre with commercial retail, grocer and food and beverage uses

West: George Bell arena, Runnymede Park and low-scale residential

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 have reviewed the material provided as part of these conversion requests; considered the conclusions of the Peer Reviews of the Compatibility/Mitigation Studies; consulted with the owners/applicants; and conducted site visits. This Final Assessment completes the review of Conversion Request Nos. 059 and 121 as part of the second phase of the Keele-St. Clair Local Area Study ("KSC") and provides staff's recommendations. The KSC secondary plan was adopted by Council on July 22, 2022 to guide growth in the St. Clair Old Weston Protected Major Transit Station Areas ("PMTSA"). It was recognized through the KSC Study that a review of the broader *Employment Area* lands adjacent to the study area would be considered through the MCR.

Geographically Related Conversion Requests

These Conversion Requests Nos. 121 and 059 are two of five requests within the *Employment Area* that is located south of St. Clair Avenue West and west of the Keele St. Clair Secondary Plan area being considered as part of the second phase of the Keele St. Clair Local Area Study. In assessing the conversion requests, staff are considering the potential cumulative impacts of the nearby conversion requests, particularly:

- 2237 – 2283 St. Clair Avenue West (Conversion Request No. 116, which was withdrawn after the OLT approved a settlement agreement the owner reached with the City respecting their appeal of OPA 144)
- 2221 – 2231 St. Clair Avenue West (Conversion Request No. 117, which was withdrawn after the OLT approved a settlement agreement the owner reached with the City respecting their appeal of OPA 144)
- 2129 – 2161 St. Clair Avenue West and 10 Old Stock Yards Road (Conversion Request No. 106 (Part) which was approved in July 2022 by Council's adoption of OPA 591)

FINAL ASSESSMENT

The lands are located near the centre 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. 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 (“NIA”). 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 mode 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.

For the purpose of this Final Assessment, the Ryding Lands include all the properties fronting the north and south side of Ryding Avenue east of Gourlay Crescent and a property located at the eastern terminus of Ryding Avenue. West of the Ryding Lands are George Bell Arena, Runnymede Park and low scale residential uses on Gourlay Crescent and Cobalt Avenue. The Ryding Lands are currently developed with industrial meat processing and distribution facilities and used for truck parking.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and is anticipated that the City will meet the employment forecast 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 *Core Employment Areas* at 99, 109, 116, 116R and 126-142 Ryding Avenue and 90 Ethel Avenue to meet the Provincial population forecast for Toronto or to address an incompatibility of *Employment Area* permissions with existing adjacent lands uses, a conversion from *General Employment Areas* to *Regeneration Areas* with a SASP can provide an opportunity to plan for a complete community and manage the proposed conversion (or the future development of the lands) in the local context while still protecting and preserving nearby lands designated for strictly employment uses.

On May 11, 2022 City Council adopted Official Plan Amendment No. 537 that provides a new Keele St. Clair Secondary Plan to guide growth and converts a number of properties by redesignating them from *Employment Areas* to designations that permit residential uses. The Decision History can be accessed at this link:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH33.2>

On May 11 and 12, 2022, City Council considered a report from the City Solicitor regarding a site-specific appeal of Official Plan Amendment No. 144 (“OPA 144”) for the properties municipally known as 2221 – 2231 St. Clair West and 2237, 2255 and 2283 St. Clair West that seeks residential permissions in the form of three midrise 12-storey buildings. A 12-storey residential mixed-use building at 2221–2231 St. Clair West containing 21,502 square meters of residential and 428 square meters of non-residential uses and at 2237, 2255 and 2283 St. Clair West, two 12-storey buildings with 511 residential units, 35,943 square meters of residential uses and 511 square meters of non-residential uses. Council approved the appellant's settlement offer and

authorized the City Solicitor to request the OLT to allow the appeals in part and modify and approve OPA 144 with respect to these lands. The OLT approved the settlement in July 2022. The Decision History can be access at this link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.CC43.15>

On July 19, 2022 City Council adopted a motion to accept a settlement offer from 87 Ethel Avenue Holdings Ltd. to settle site specific Appeal 143 (regarding 87 Ethel Avenue) to Official Plan Amendment 231. The adopted settlement converts the lands from *Core Employment Areas* to *Mixed Use Areas*. The Decision History can be accessed at this link:

<https://secure.toronto.ca/council/agenda-item.do?item=2022.DM47.1>

The Ryding Lands are located west of the Keele St. Clair Secondary (KSC) Plan area. The *Employment Areas* south of St. Clair Avenue and west of the Secondary Plan have undergone significant transformation. Both the planning framework and the context surrounding the Ryding Lands changed with the redesignation of the adjacent lands to the north through OPA No. 144, to the south through OPA No. 231, to the east through OPA No. 591, and further to the east through OPA No. 537. The approved changes to the planning framework in the immediate area demonstrate a need for a conversion of the Ryding Lands to mitigate land use compatibility issues with the surrounding lands where residential and other sensitive uses are now permitted, contemplated, and occurring at different stages in the development application process.

The lands are near the Lambton Rail Yard, an active freight rail (shunting) yard and the Canadian Pacific Galt Subdivision Railway corridor, a rail right-of-way which carries the Milton GO Train Service. These rights-of-way are Major Goods Movement Facilities and Transportation Corridors, as outlined in the 2020 Provincial Policy Statement (PPS). The PPS 2020, requires that new development on adjacent lands be compatible with, and supportive of, the long-term purpose of the corridor and should be planned and designed to avoid, mitigate or minimize negative impacts on and from the corridor. The City stresses the need to address land use compatibility between major facilities, including rail corridors, and sensitive land uses, such as residential and associated amenity areas. Adverse effects shall be avoided, and only if avoidance is not possible, that minimization and mitigation may be pursued.

The Federation of Canadian Municipalities (“FCM”) and the Railway Association of Canada (“RAC”) “Guidelines for New Development in Proximity to Railway Operations” recommends a set back of 300 metres from rail yards, such as the Lambton Rail Yard which is within the area of influence. The Lambton Rail Yard is a freight marshalling and shunting yard for Canadian Pacific Railway, which operates 24 hours per day every day. 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.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request and peer reviewed. The Peer Reviews of the C/M Studies determined that required information and assessment was not provided with respect to the following: complaint history, detailed air and noise studies, railway related air pollution for operational constraints for major facilities to expand, intensify, and justification for the classification of a major facility. The Peer Reviewers were not able to confirm that the C/M Studies fulfill the City's Terms of Reference for C/M Study requirements. Given the lack of information, the Peer Reviewers could not confirm that the proposed residential conversions are compatible within the existing *Employment Area*.

The C/M studies for Conversion Requests No. 121 and 059 were peer reviewed under the existing context without anticipating a substantial change to the intended use of the Ryding Lands. Council has also approved significant changes to the surrounding context on the adjacent lands to the north through OPA No. 144, to the south through OPA No. 231 and to the east through OPA No. 591. All of these changes impact the peer review decision making framework with regards to recommendations for mitigating odour, noise and vibrations from uses in the *Employment Area*.

Subsequent to the approved changes to the surrounding context, a C/M Study was conducted for the entirety of the Ryding Lands in spring 2023. This study was also peer reviewed. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: potential dust and odour impacts from surrounding operations, complaint history, stationary noise, traffic noise, impact of the potential conversion on surrounding employment lands, and industrial/commercial operations in the vicinity and justification for the classification of industrial facility class. The Peer Reviewer needs more information to confirm if the proposed residential conversion is compatible within the existing *Employment Area*.

Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* and determined that converting the lands is appropriate given other factors outlined in this Final Assessment. This includes but is not limited to Council approved changes to the surrounding context on the adjacent lands to the north through OPA No. 591, to the south through OPA No. 231 and to the east through OPA No. 591 which were adopted following the completion of C/M studies. However, any conversion of the lands should require, through the future zoning by-law amendment application process, the submission of a satisfactory Compatibility/Mitigation Study, and Noise Impact Study, which would be peer reviewed and implemented, to understand how the proposed introduction of sensitive land uses could be designed to mitigate impacts to and from the adjacent *Employment Areas*.

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, there is no pedestrian infrastructure to facilitate walkability, connectivity, and accessibility among other factors that contribute to a complete community.

In staff's opinion, the redesignation of the lands to *Regeneration Areas* corresponds with the redesignation of the adjacent lands approved to the north through OPA NO. 144, to

the south through OPA No. 231, to the east through OPA No. 591, and further to the east through OPA No. 537. The *Regeneration Areas* designation provides an opportunity to support the transformation of the lands in an orderly, coordinated and comprehensive approach from the existing context to an urbanized, more attractive, transit-supportive complete community with a variety of employment uses and job types, supportive local services and retail opportunities to serve a range of economic functions and contribute to a more equitable community by providing local jobs in an area where employment once thrived. 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 conflict with the rail yard or rail corridor nor impede the continuation of an the expansion of nearby employment uses. The proposed SASP would:

- Require the preparation of a site and area specific policy (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 as part of the study leading to the SASP, a Land Use Plan that will determine a 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;
- Require affordable housing;
- Require various technical studies such as a C/M Study to set out any necessary mitigation measures to ensure compatibility of proposed residential uses with the surrounding context; and
- Require that residential development cannot proceed until existing industrial meat packaging operations on the lands cease.

RECOMMENDATION

Staff reviewed Conversion Request No. 059 (116R, 126 – 142 Ryding Avenue) and Conversion Request No. 121 (109 Ryding Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the Ryding Lands inclusive of 90 Ethel Avenue, 99 Ryding Avenue, 109 Ryding Avenue, 116 Ryding Avenue, and 116R, 126 – 142 Ryding Avenue be redesignated from *Employment Areas* to *Regeneration Areas* with a SASP. The designation sets out the requirements for a planning framework, and the SASP secures requirements for affordable housing, non-residential gross floor area, and other city building objectives.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 062

Address: 2 Scarlett Road and 201 Eileen Avenue

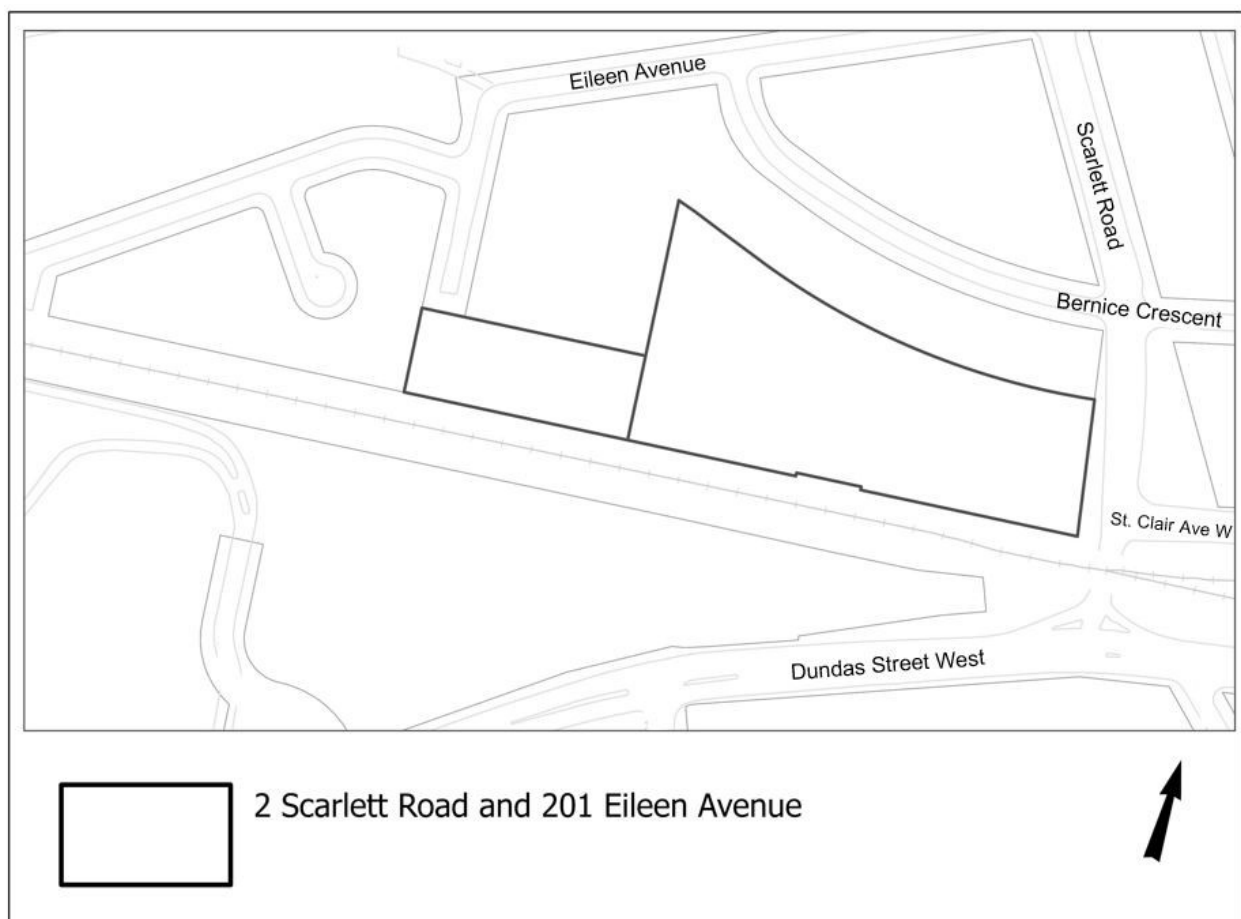
General area: Jane Street and St. Clair Avenue West

Ward: Etobicoke – York (05)

Owner (Applicant): Fortissimo Holdings Limited (Weston Consulting)

Site area: Approximately 2.0 hectares (5.1 acres)

Existing uses: Manufacturing



CONVERSION REQUEST

Proposal: Request to redesignate all of the lands from *General Employment Areas* and *Core Employment Areas* to a designation that permits residential uses.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* and *General Employment Areas* (Map 14)

Area Specific Policies: 2 Scarlett Road – N.A.
201 Eileen Avenue – Chapter 7 SASP 154 - Lands Located South of Eileen Avenue, East of Gailmott Place

Zoning By-law: Prestige Employment Zone (PE) in the former City of York By-Law No. 1-83

SITE CONTEXT AND ADJACENT USES

North: A 1-storey industrial building at 175-185 Eileen Avenue (automobile repair, distribution and woodshop uses) subject to a rezoning application to permit two buildings with a total of 58 back-to-back townhouse units.

South: Rail corridor, with automobile service and low rise residential beyond

East: Office, retail, industrial bakery and light industrial uses

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 Toronto's 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 have reviewed the material provided as part of this conversion request, considered the conclusions of the Peer Review of the Compatibility/Mitigation Study, consulted with the applicant/owner; and conducted a site visit. In follow up to the original submission, 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. 062 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located near the westerly boundary of the 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. 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. 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"). 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. This employment area is experiencing significant upgrades in public transit including the St. Clair streetcar line, the proposed St. Clair-Old Weston GO SmartTrack Station, and the multimodal Mt. Dennis GO Station that is under construction. 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 2 Scarlett Road and 201 Eileen Avenue

The lands are located on the west side of Scarlett Road, north of Dundas Street West and are an assembly of two lots known as 2 Scarlett Road and 201 Eileen Avenue. The

lands are occupied by a light industrial manufacturing and a warehouse facility. The west boundary of the lands is irregular given the addition of 201 Eileen Avenue. To the west of 2 Scarlett Road are two industrial buildings containing an auto body repair shop and two cabinet and vanity woodshops at 175-185 Eileen Avenue. West of 201 Eileen Avenue are low rise residential uses. The industrial building abuts the south lot line of the lands which is immediately adjacent to the CP Galt Subdivision/ GO Milton rail corridor and West Toronto/Lambton Rail Yard is located approximately 300 metres east of the lands.

Conversion Request No. 062 seeks the redesignation of the lands from *Core Employment Areas* and *General Employment Areas* to a designation that permits residential uses. It is staff's opinion that the lands should be retained as *Core Employment Areas* and *General Employment Areas*.

The western part of the lands consisting of 201 Eileen Avenue is subject to Site and Area Specific Policy No. 154 ("SASP 154") which permits residential uses on this parcel and the lands to the north at 175-185 Eileen Avenue, subject to criteria that require a satisfactory living environment compatible with employment uses in the adjacent area. With respect to SASP 154 that permits residential uses on 201 Eileen Avenue on lands designated *General Employment Uses*, both the PPS 2020 and Growth Plan 2020 require municipalities to prohibit residential uses in employment areas. Given the proximity to the rail infrastructure, the shallow depth of the 201 Eileen Avenue lands, the existing use of the lands for employment purposes, to achieve conformity with the PPS 2020 and Growth Plan 2020, and buffer the *Core Employment Uses* at 2 Scarlett Road from existing residential uses to the west, staff recommend that SASP 154 be deleted from the lands.

Employment Areas represent a finite resource warranting protection for present and future re-use as needs evolve. The Junction-Weston-Dupont area of employment has seen a surge in demand for industrial and warehousing space which has led to low vacancy rates (1.1% in 2021), very few industrial properties for sale or lease, and high lease and selling prices.

The proposed conversion would eliminate future opportunities to accommodate employment uses on the lands that benefit from adjacency to a rail right-of-way. The Growth Plan 2020, sets out that municipalities should designate and preserve lands located adjacent to or near major goods movement facilities and corridors, 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

Official Plan policies recognize the need to address land use compatibility between major facilities, including rail corridors, and sensitive land uses, such as residential and associated amenity areas. Adverse effects shall be avoided, and only if avoidance is not possible, that minimization and mitigation may be pursued. A conversion of the lands to introduce sensitive uses may disrupt the movement of goods within the *Employment Area* and the ability of the area to provide a stable and productive operating environment for business located in surrounding area. Additionally, the conversion

would eliminate existing and potential employment uses including manufacturing and industrial-related jobs on the lands.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request and peer reviewed. The submitted Compatibility/Mitigation (“C/M”) Study 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 Noise Pollution Control Guidelines (“NPC-300”), which is a guideline on the proper control of sources of noise emissions to the environment. A Class 4 area classification for the lands would subject residents to higher-than-normal noise levels, while allowing nearby noise sources to operate without changes. This would not be considered mitigation, but an acceptance of higher than normal noise levels. The Study also outlines that sound levels from the West/Toronto/Lambton Rail Yard are predicted to exceed the sound exposure thresholds both during the daytime and night-time. A Warning Clause is recommended in addition to mitigation measures proposed through the design of any future development including receptor-based and potentially also source-based mitigation due to the proximity to the rail yard. Staff also note that federally regulated rail yards are not obligated to implement mitigation measures to accommodate the 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, railway air pollution, a rail noise and vibration studies, completed review for propane storage facilities and compatibility with industrial/commercial operations in the vicinity. 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. In addition, the Peer Reviewer could not confirm that the proposed residential conversion is compatible within the existing Employment Area. Given the lack of information, the peer-reviewer was unable to conclude that a conversion at this site is appropriate. 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. Additionally, there is an increase level of concern given that federally regulated rail yards are not obligated to implement mitigation measures to accommodate the conversion request.

Where conversion requests propose residential uses, the proximity of community service 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, access to services requires crossing a major street with limited and restrictive pedestrian sidewalk infrastructure. Despite the lands having nearby community services and facilities, access and 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.062 (2 Scarlett Road and 201 Eileen 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* and *Core Employment Areas* and that Site and Area Specific Policy No. 154 be amended to remove this policy from applying to the portion of the lands known as 201 Eileen Avenue.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 068

Address: 1125-1155 Leslie Street

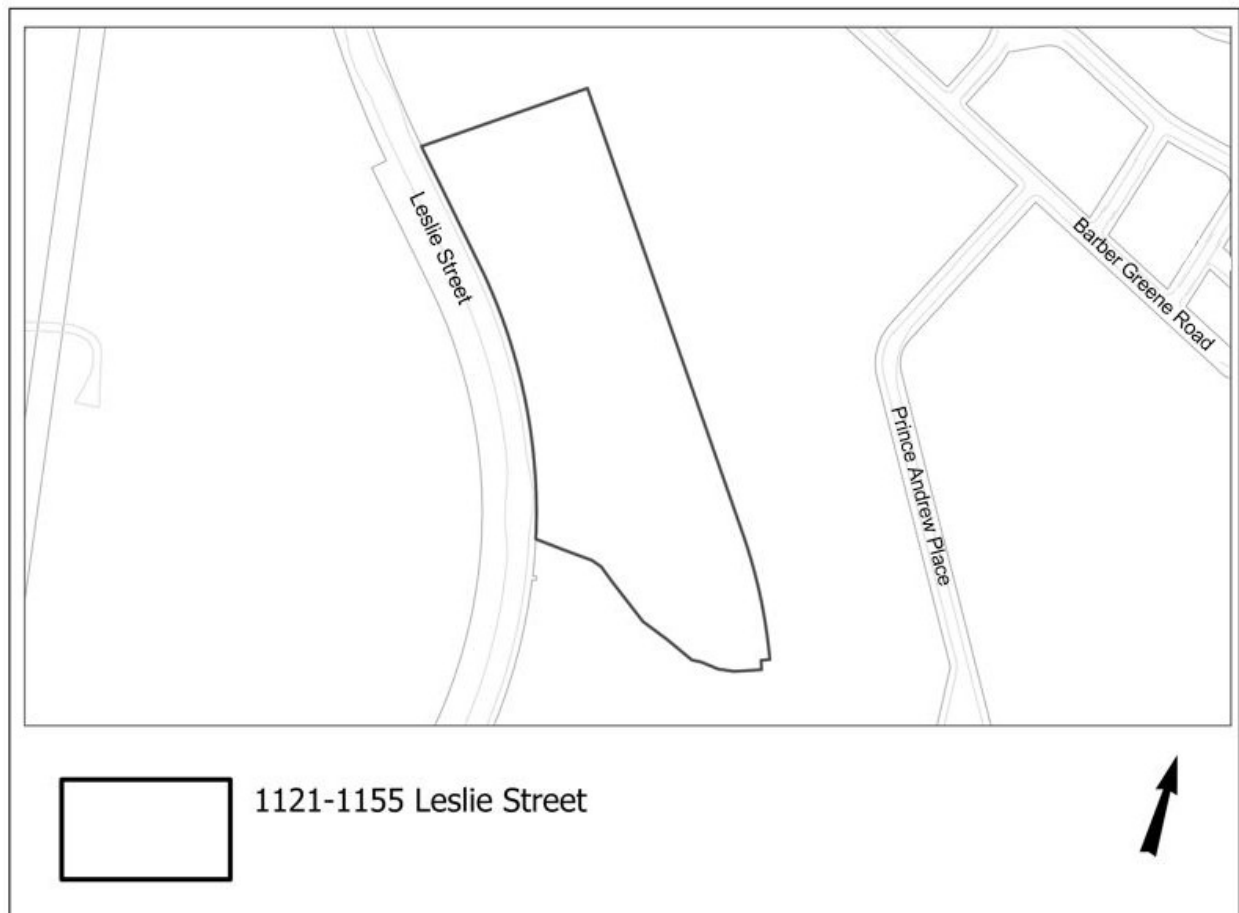
General area: Leslie Street and Eglinton Avenue East

Ward: Don Valley East (16)

Owner (Applicant): Downing Street Realty Partners, Rowbry Holdings Limited, Crestview Group, Parkview BMW (MHBC)

Site area: Approximately 6.23 hectares (15.4 acres)

Existing uses: Existing low-rise commercial and office buildings, mid-rise office buildings, cultural centre, auto dealership



CONVERSION REQUEST

Proposal: Request to redesignate from *General Employment Areas* to *Regeneration 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: Chapter 7 SASP 92 – Northeast of Eglinton Avenue East and Leslie Street
Chapter 7 SASP 394 – Business Parks along the Don Valley Parkway Corridor

Zoning By-law: MC (23)(H) – Industrial Commercial Zone in former North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Four Seasons Hotel

South: Ravine

East: Don Mills Trail, low rise commercial buildings

West: Wilket Creek Park

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 Toronto's 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 adversely affect the overall viability of the employment area; and, there is a lack of 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 have reviewed the material provided as part of this conversion request; considered the conclusions 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. This Final Assessment completes the review of Conversion Request No. 068 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 three conversion requests in this section of the *Employment Area*, bounded by Leslie Street to the west, *Neighbourhoods* to the north, the Don Mills Trail and the CP Railway to the east and *Mixed-Use Areas* 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 the employment area live in the city, and 18% of those workers 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. Providing convenient access to jobs contributes to the achievement of a complete communities.

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 1125 - 1155 Leslie Street to meet the 2051 Provincial population forecast for Toronto.

The employment area is well connected to major goods movement corridors for vehicles and adjacent to the CP Rail Corridor. There are three major roadways providing access for traffic/deliveries both in and out of the area; Leslie Street, Eglinton Avenue East 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.

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 isolated and not well connected, with one access onto Leslie Street, across from Wilket Creek Park, which is over 100 acres of open space area, and is distant from community services and amenities. A large portion of the lands fall within the TRCA Regulation Limit and the Ravine and Natural Feature Protection By-Law. The TRCA Regulation Limit identifies sites of interest in order to protect potential development from erosion and flooding hazards. The lands are further isolated from the lands to the south by a ravine. The ravine contributes to the topographic constraints that characterize the lands.

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 Areas* lands provides land use certainty for operating businesses and helps to facilitate clustering of associated businesses. The proposed conversion would create a precedent for further conversions to allow residential and sensitive uses in this *Employment Area* and would adversely affect the overall viability of the broader *Employment Area*, affecting the ability of the lands to provide a stable and productive operating environment for existing and new businesses. Given the context of the location and surrounding land use designations, conversion of the lands may adversely affect the ability of the lands 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.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request and peer reviewed. 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, transportation noise, air quality, odour, 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 approximately 1.6 km away from the lands. The nearest recreation centre is approximately 2.9 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 District School Board (TDSB) elementary school is approximately 2.1 km away from the lands. The nearest assigned Toronto Catholic District School Board (TCDSB) school is approximately 800 metres 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 if travelling by foot. The width of the right-of-way of those major streets range from approximately 27 metres to 58 metres.

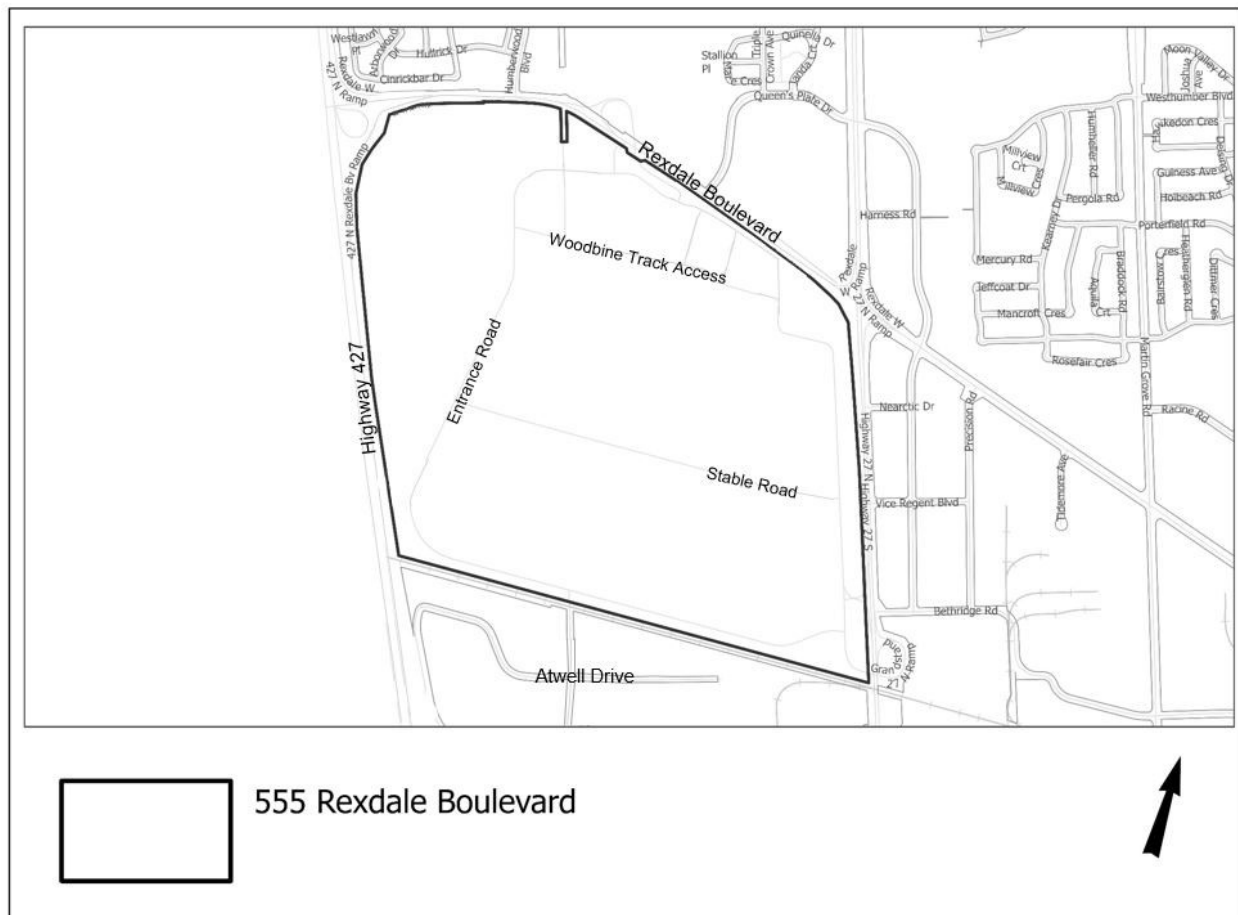
The nearest residential neighbourhood with a full complement of community infrastructure such as public schools, community recreation centres and libraries to accommodate the proposed residential conversions is Flemingdon Park, approximately 2.9 kilometres, or a 36-minute walk.

RECOMMENDATION

Staff reviewed Conversion Request No. 068 1125-1155 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. 074

Address:	555 Rexdale Boulevard (Woodbine Racetrack)
General area:	South of Rexdale Boulevard, between Highway 427 and Highway 27
Ward:	Etobicoke North (1)
Owner (Applicant):	Woodbine Entertainment Group ("WEG") (WND Associates Ltd.)
Site area:	Approximately 265.5 hectares (656 acres)
Existing uses:	Woodbine Racetrack, Casino Woodbine and ancillary facilities, surface parking and a private road network. Buildings under construction north of the racetrack include casino expansion, event venue, hotel, parking, and retail commercial development



CONVERSION REQUEST

Proposal: Request to redesignate all the lands from *Core Employment Areas* and *General Employment Areas* to *Mixed Use Areas* to permit residential uses. The proposal includes over 25,000 residential units and approximately 1.25 million square metres of employment and non-residential uses. On May 15, 2023 WEG advised staff of their request to the Minister to redesignate the southeast part of the lands to *Mixed Use Areas* to permit the proposed residential uses and to add a new Site and Area Specific Policy with a planning framework.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* and *General Employment Areas* (Map 13)

Area Specific Policies: Chapter 7 SASP 29, Lester B. Pearson International Airport Operating Area; Chapter 7 SASP 296, Woodbine Racetrack; Chapter 7 SASP 531, Lands in Proximity to Pearson International Airport

Zoning By-law: Class 2 Industrial Zone (I.C2) in former City of Etobicoke Zoning Code By-law 864-2007 (also subject to Zoning By-laws 1260-2018, 1261-2018 and 500-2021)

SITE CONTEXT AND ADJACENT USES

North: Low-rise residential, retail uses and open space with institutional uses beyond

South: Metrolinx Kitchener GO Corridor and heavy industrial uses with Highway 409 beyond

East: Highway 27, automobile dealership and repair shops, hotel and retail uses with industrial uses, including heavy industrial uses, beyond

West: Highway 427, Toronto Pearson International Airport, the City of Mississauga and industrial 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 have reviewed the material provided as part of these 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 this supplementary submission in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 074 and provides staff's recommendations.

FINAL ASSESSMENT

This area contains a diverse range of employment uses including a substantial stock of quality, affordable office space. This employment area contains approximately 2,490,000 square metres of industrial rentable building area. In 2022, the area employed almost 42,000 people in over 1,500 businesses, with the top types of employment being in office uses, followed by manufacturing and services. In 2021 the vacancy rate was low at 3.7 percent, and with approximately \$690 million dollars in non-residential building permits issued from 2016-2021, this reflects the confidence and interest that businesses have in locating here, and that there is a strong demand for industrial land and buildings here.

The proximity and convenient access to the Toronto International Airport, active rail network, superior access to three provincial 400-series highways benefits employment uses in this area. Lands in this employment area, in tandem with the Pearson International Airport help move products, goods and services. Access to the level 400-series highways is optimal for businesses with high shipping traffic to be in this employment area. The lands are located within Site and Area Specific Policy ("SASP") No. 29 L.B. Pearson International Airport Operating Area ("AOA"), which in part prohibits residential and sensitive land uses. This policy area makes it ideal for heavier types of industry to settle here, particularly within interior locations where sensitive land uses such as residential are not expected. Given current growth projections, this area is expected to continue playing an important support role to the local airport-based economy.

The Toronto Region Board of Trade describes the employment lands that surround Pearson International Airport, including the Rexdale Airport employment area and also employment lands in Mississauga, Brampton and Vaughan, as a vital economic zone in Ontario and Canada. The Board of Trade notes that 400,000 jobs are accommodated in this area, making it the second largest employment zone in Canada after downtown Toronto. In Ontario, this area accounts for 51% of air transportation jobs, 36% of

warehousing and storage jobs and 25% of pharmaceutical and medicine manufacturing jobs. According to an independent study commissioned by the Greater Toronto Airport Authority, Pearson Airport contributes \$42B annually to the economy of Ontario. The Board of Trade cautions that a scarcity of employment lands is restricting economic potential.

The Rexdale Airport employment area is bounded by Highway 401 to the south and 427 to the west, Islington Avenue to the east and Rexdale Boulevard and Berry Creek to the north. A small portion of the employment area extends further south and to the east. The largest employer in this employment area is WEG. The lands are also the largest in the employment area.

The lands are located in Growth Plan 2020 Provincially Significant Employment Zone (“PSEZ”) – Zone 14. 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. Fifty percent of the workers in this employment area live in the City, and 33% of those workers reside in Neighbourhood Improvement Areas (NIAs). NIAs are areas identified as priority for investment 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. 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 towards adapting to climate change. In this employment area 21% of workers use a low-carbon mode of travel to work: 19% use transit, while 2% walk or cycle. Transit accessible *Employment Areas* plays 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 555 Rexdale Boulevard.

The lands are located on the western boundary of the City of Toronto, north and northeast of Pearson International Airport and east of the City of Mississauga. The lands are approximately 265.5 hectares, which expands the entire block southwest of the intersection of Rexdale Boulevard and Highway 27.

The lands are generally bounded by Rexdale Boulevard to the north, Highway 27 to the east, Highway 427 to the west and the CN rail corridor to the south. The lands are currently developed with the Woodbine Racetrack, Casino Woodbine and ancillary facilities, surface parking lots and a private road network. The lands maintain optimal visibility and access that characterize them as a key location for employment fronting two major streets as shown on Map 3 of the Official Plan. The location is further

enhanced by the proximity to the airport, which plays a significant and vital economic role to the City, the province and nationally.

The lands benefit from having good access to important transportation infrastructure that supports the movement of goods. The lands are directly adjacent to major transportation infrastructure such as Highway 427 and Highway 27 and in the immediate vicinity of Highway 401. It is essential to preserve employment lands with good access to important transportation infrastructure that supports the movement of goods. The Growth Plan 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. A conversion of the lands to introduce sensitive uses may disrupt the facilitation of the movement of goods for existing and future employment uses. This includes the rail corridor to the south and the ability of the surrounding areas to provide a stable and productive operating environment for business located in proximity to the airport.

The majority of the lands are located within the Lester B. Pearson International Airport Operating Area (SASP 29) which stipulates that new residential and other sensitive uses are prohibited and can only be permitted through site specific zoning permission if the use is generally consistent with Transport Canada's latest guidelines. Consideration for residential uses may only be permitted provided that there will be no negative impacts on the long-term function of the airport. Given the significant role that Pearson Airport plays in the economic success of Toronto and the larger region, the introduction of sensitive uses is not recommended due to potential conflict with the operations of the airport.

Staff consulted with the Greater Toronto Airport Authority ("GTAA"). As Canada's largest and busiest airport, Pearson International Airport is one of the country's most significant transportation infrastructure component and a key centre of air connectivity, playing a unique role in the global movement of people and goods. Toronto Pearson is federally regulated, the airport is not bound by municipal noise by-laws, and because federal laws place no maximum limits or time restrictions on noise level, the introduction of sensitive uses is not recommended due to potential conflict between incompatible uses locating in areas impacted by the operation of the airport.

Toronto Pearson works to manage noise associated with their operations. Land use planning is a key part of the Noise Management Program to limit the number of people affected by noise resulting from aircraft operations. Transport Canada's Noise Exposure Forecast ("NEF") model is the official methodology used to quantify noise exposure in the vicinity of Canadian airports for land use planning purposes. The metric allows Transport Canada to predict a community's response to aircraft noise. If the NEF level is greater than 35, complaints are likely to be high. An NEF range above 25 still has the potential to cause complaints. The central part of the WEG lands which is the largest land area of the WEG lands are located within the 30 NEF noise contour range, where noise complaints are anticipated and residential development is prohibited. The remainder of the WEG lands are located within the 25 to 30 NEF noise contour range, a range that has the potential to cause complaints.

The Pearson Airport 2017-2037 Master Plan states the total number of passengers flying to, from or through Toronto Pearson International Airport are forecasted to increase at an annual growth rate of 3.1 per cent. The Master Plan prioritizes collaboration with government agencies and other entities in response to the projected accommodation of 85 million passengers in 2037, compared with 47 million passengers today. This conversion request seeking permissions for residential and other sensitive uses was considered in part by the future expansion plans of the airport and the development of a new Multiple Scenario Envelope NEF contour for 2037.

Changes to the noise contour analysis are anticipated given plans to expand airport operations and accommodate additional flights, which includes a new 6th runway (including new East-West runway). As a result, the updated NEF associated with the lands will potentially be higher than what is currently identified. The new system will include recommendation for a threshold value, beyond which noise-sensitive land uses should not be permitted to develop. That threshold will form a basis, similar to the 30 NEF contour line in the current system, for establishing a new revised boundary of an Airport Operating Area.

In addition to consulting, the GTAA submitted a letter dated June 30, 2022 express support for the *Employment Areas* policies, the preservation of employment lands and the separation of sensitive land uses from *Employment Areas* that are within the Airport Operating Area. Additionally, the GTAA noted the preservation and continuation of SASP 29 to be extremely important to the airport in order to protect for the safety and economic vitality of the airport both now and for the long term.

The original conversion request submitted in 2021 proposed to redesignate the entirety of the lands to *Mixed Use Areas* and/or *Regeneration Areas*. On March 7th 2022, WEG submitted a letter in response to the Preliminary Assessment to propose that the entirety of the lands be redesignated to *Mixed Use Areas* and that SASP 296 be amended to provide a planning framework for a Transit Oriented Community in the southeast area of the lands. Additionally, WEG communicated that the conceptual master plan contemplates the development of approximately 27,000 to 29,000 residential units, 1.2 – 1.3 million square metres of employment/non-residential uses and 30 hectares of parks and open spaces.

On May 15, 2023 WEG advised staff of their request to the Minister that he modify the boundary of the MTSA adopted by Council and redesignate the lands within the new delineated boundaries to *Mixed Use Areas*. This request made to the Minister contemplates more than 25,000 units or 48,700 new residents, and over 17,000 jobs inclusive of current jobs on the lands.

The lands are predominantly designated as *Core Employment Areas*, with the north part designated *General Employment Areas*. Site and Area Specific Policy 296 (“SASP 296”) applies to the lands provided development is in accordance with SASP 29 and all other Official Plan policies. The letter to the Minister seeks to depart from all compliance frameworks as referenced above in SASP 296. In force SASP 296 provides an overall planning framework for the lands and outlines locations for retail, office, and entertainment uses as part of an integrated complex generally to the north and west of the current grandstand.

SASP 296 also permits residential uses and other sensitive land uses on Parcel C, which is located at the northwesterly edge of the lands, along Rexdale Boulevard and opposite existing residential development on the north side of Rexdale Boulevard. These residential permissions are located across the street from existing residential uses and the racetrack to the south provides a buffer between impactful industrial uses located further south. Staff recommend that the part of the lands identified as Parcel C in SASP, which are approximately 20 hectares in area, be redesignated to *Mixed Use Areas*. The residential permissions in Parcel C in SASP 296 were approved by City Council in 2007. WEG proposed approximately 2,500 residential units on this part of the lands and this area currently remains vacant.

Staff have concerns with the potential impact of re-designating the remainder of the lands to *Mixed Use Areas*, 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 surrounded by employment lands that are used and planned for business and economic activities. The proposed conversion of the entirety of the lands would create a precedent for additional conversions to allow residential and sensitive non-residential uses in the immediate surrounding *Employment Areas*, further diminishing the supply of employment lands for *Employment Areas* uses. The requested introduction of residential and sensitive non-residential uses on lands not designated for residential uses and sensitive non-residential uses would adversely affect the overall viability of the *Employment Area*, and the ability of the area to provide a stable productive operating environment for existing and new businesses including potentially employment lands in the neighbouring municipality or within the AOA.

The lands are located opposite Highway 427 to the Region of Peel and its designated *Employment Areas*. The adjacent Region of Peel *Employment Areas* are part of the cross-jurisdictional AOA that spans the City, the City of Mississauga and the City of Brampton (and that portion of Peel Region). Staff have consulted with Peel Region and were advised on the importance in retaining Peel Region *Employment Areas* for employment uses. It is staff's opinion that the proposed conversion of the lands given the scale of the proposed change could adversely affect the Region of Peel *Employment Areas* by setting a precedent to inform and influence further conversions of *Employment Areas* and lands in the Airport Operating Areas.

A portion of the lands located at the southeast edge of the lands, surrounding and including the planned Woodbine GO Station are located within Council adopted Woodbine Station Major Transit Station Area ("MTSA") that OPA 575 has identified in SASP 758 as part of the MCR. 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 and to date, no decision has been received. The Growth Plan 2020 minimum density targets for MTSA's are targets for jobs as well as residents. Existing and permitted development within the MTSA is planned for and meets the minimum population and employment target of 150 residents and jobs combined per hectare. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

The Woodbine Station MTSA's existing planning framework *Core Employment Areas* designation, as-of-right zoning permissions and approved yet unbuilt development provides a planned density of approximately 200 people per hectare (PPJ/Ha) which exceeds the required minimum density target required by the Growth Plan. The new Woodbine GO station is proposed to be delivered by WEG through a Transit Oriented Community (TOC) agreement with Metrolinx (currently in active negotiations). It is proposed that WEG will design and construct the GO station on WEG property to meet Metrolinx requirements and convey it to Metrolinx for future operations and maintenance.

WEG filed a Site Plan Control application for a new GO station building, transit area and parking lot in November 2020 (File 20 205273 WET 01 SA). A resubmission was circulated in Q2 2022 with City comments provided and meetings held with the applicant and area transit providers. A re-submission is expected to address environmental and transportation related issues regarding the operation and function of the transit station.

Importantly, the delivery of the Woodbine GO station is neither linked to or contingent on this conversion request which seeks residential permissions or mixed use development approvals.

The *Employment Area* lands located to the south and east of the lands contain heavy and impactful industrial uses and are within the Employment Heavy Industrial (EH) and Employment Industrial (E) Zones. A total of 27 facilities classified as D-6 Criteria's Class II are within the 1,000 metres radius of which three facilities south of the rail corridor are located within the Class II influence area of 300 metres of the proposed residential uses. These three facilities are Gazzola Paving Ltd., Alpha Omega Management Corporation and SAAND Toronto Inc. Additionally, two facilities within the 1,000 metres radius of the proposed development were identified as Class III. The two facilities are hot-mix asphalt plants and are operating under the names – D. Crupi & Sons Ltds. and Gazzola Paving Ltd. Staff have concerns with the proximity of nearby industrial Class II and Class III facilities and the potential for compatibility issues between sensitive land uses and impactful industries, given the high probability of fugitive emissions, including noise, dust and odours.

Local industry surrounding the lands have expressed concern with the introduction of residential uses on the lands, noting the size and scale of the proposed conversion could create land use compatibility issues that may conflict with day to day business operations, including residential traffic from the proposed development conflicting with the movement of trucks in the employment area, increased risk of complaints from residents for businesses that operate 7 days a week and 24 hours a day and those who operate outdoors and adding uncertainty to their existing operations and future potential expansion plans. One business operating multiple facilities noted that they have been in the area for 75 years and another noted that they have been in the *Employment Area* for approximately 40 years. These businesses along with others noted that they are actively pursuing expanding their operations, updating existing infrastructure and increasing opportunities for employment. Most notably, some of the businesses manufacture and service the infrastructure necessary to deliver essential services to the City of Toronto including emergency repairs. Businesses in the *Employment Area* highlighted the strategic location of this employment area in being able to serve markets

across Canada and throughout North America some of which is facilitated due to the close proximity to the airport.

On December 19, 2022, Aird and Berlis LLP representing Gazzola Paving, a business in the Employment Area located south of the lands communicated their client's concerns with the proposed conversion. Their response provided information pertaining to existing and projected number of future employees, expansion plans and operational related information. Most notably Gazzola noted their pavement operations operate 24 hours a day and service the airport runways, highways, TTC and hospital reconstruction projects and on-call emergency asphalt and concrete repairs. Gazzola Paving also highlighted their location in proximity to the airport as a competitive advantage to their business.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request and peer reviewed. The Peer Review of the Compatibility Mitigation ("C/M") Study determined that required information and assessment was not provided or incomplete with respect to the following: air quality, noise and vibration impact from the surrounding environment. Significantly, the Peer Reviewer advises that at a minimum an assessment and screening is required of odour impacts arising from two hot-mix asphalt plants (Gazzola Paving and Crupi) and a commercial bakery (Omega Management Corp.) that are located south and east of the WEG lands. 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*.

WEG submitted a response to the peer review and shared it with staff on June 13, 2022. Staff informed WEG that this additional information which was provided after the Peer Reviewer had finished their work would be considered by staff. WEG noted the Peer Reviewer's concerns regarding noise, odour and vibration matters and stated these concerns would be addressed in the future as the project design unfolds. Conversion Policy 2.2.4.17 requires that the assessment of conversion requests consider whether the proposed residential uses are compatible with uses in the *Employment Area* as demonstrated through a C/M Study. Staff considered the findings shared, 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.

RECOMMENDATION

Staff reviewed Conversion Request No 074 (555 Rexdale Boulevard) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that:

- The northwest part of the lands known as Parcel C in SASP 296 be redesignated from *General Employment Areas* to *Mixed Use Areas*;
- SASP 296 Map 1 of 2 be refined to show the southern boundary of Parcel C consistent with the approved draft plan of subdivision; and
- The remainder of the lands be retained as *Employment Areas* and continue to be designated as *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 076 AND NO. 096

Address: 2545 and 2549 Weston Road (No. 076)
2625 Weston Road (No. 096)

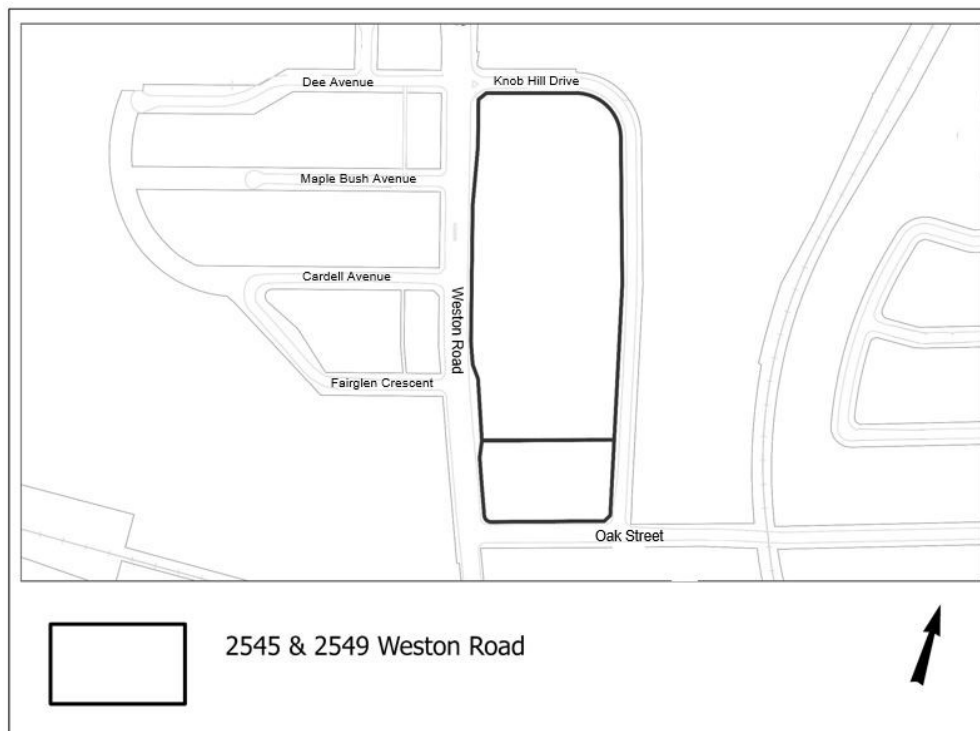
General area: Southeast of Highway 401 and Weston Road

Ward: York South-Weston (5)

Owner (Applicant): No. 076 – Choice Properties Ltd. Partnership (Urban Strategies Inc.)
No. 096 – SmartCentres (MHBC)

Site area: Approximately 14.8 hectares (36.6 acres)

Existing uses: Major retail and service commercial





CONVERSION REQUEST

Proposal: Two requests to redesignate the lands from *General Employment Areas* to *Mixed Use Areas* or *Regeneration Areas*

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment District* (Map 2) (No. 076) – OPA 231 Appeal
Employment Areas (Map 2) (No. 096)

Designation(s): *General Employment Areas* (Map 13) (No. 076) – OPA 231 Appeal
General Employment Areas (Map 13) (No. 096)

Area Specific Policies: N.A.

Zoning By-law: Industrial-Commercial Zone (MC(H)) in the former City of North York Zoning By-law No. 7625

SITE CONTEXT AND ADJACENT USES

North: Highway 401

South: Low-scale residential, automobile repair, cultural community centre, service, with outdoor storage and the Metrolink Kitchener GO Corridor (Weston Subdivision) beyond

East: Canadian Pacific Railway MacTier Subdivision rail corridor and former *Employment Area* lands redesignated by Ontario Land Tribunal (OLT) decision to permit residential uses, with wholesale and warehousing, park and residential beyond

West: Retail plaza and low-scale residential 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 Toronto's 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 have reviewed the material provided as part of these conversion requests; considered the findings of the Peer Review of the Compatibility/Mitigation Studies; consulted with the owners/applicants; and conducted site visits. One of the applicants 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. 076 and 096 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located at the most southwesterly boundary of the Highway 400 employment area that predominantly straddles Highway 400 from Highway 401, north to Steeles Avenue West. The Highway 400 employment area has one of the largest concentrations of land designated *Employment Areas* in the City. Highway 400 and Highway 401 provide superior access, making it attractive for the quick and efficient movement of goods for the many manufacturing logistic facilities located in this area. With over 32,000 jobs in 2022, employment has been fairly stable since 2001, although the number of businesses has grown by 15% (over 2,100 businesses in 2022). The dominant sectors are Manufacturing, Transportation, Warehousing & Wholesale Trade and Construction. Four of the top five employers within this area of employment are manufacturers, including food processing, car parts production, pharmaceuticals and office furniture. The 2.51 million square metres of industrial space in 2021, was essentially fully occupied with less than 1% vacancy. Approximately \$421 million was

invested in construction and alterations building permits for industrial/ commercial projects between 2016-2021, and there was over 126,000 square metres of new development in the pipeline, demonstrating the confidence that businesses have in this area. The lands located on the southerly limits of the Highway 400 employment area are separated from the employment area by a long stretch of Highway 401 which isolates the conversion lands from the larger employment area to the north.

Employment areas provide opportunities for Torontonians to live and work in the City. Fifty-three percent of the workers in this employment area live in the City, and of these workers 45% reside in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investment to improve the general well-being of residents. Proving 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 (35%) use a low-carbon mode of travel to work; 30% use transit, while 5% 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 forecast 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 *General Employment Areas* at 2541-2549 Weston Road and 2625 Weston Road to meet the Provincial population forecast for Toronto or to address an incompatibility of *Employment Area* permissions with existing adjacent lands uses, a conversion from *General Employment Areas* to *Regeneration Areas* with a SASP can provide an opportunity to plan for a complete community and manage the proposed conversion (or the future development of the lands) in the local context while still protecting and preserving nearby lands designated for strictly employment uses.

Official Plan Amendment No. 231 (“OPA231”) 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 appealed to the Ontario Municipal Board by the owners of 2545 and 2549 Weston Road. This appeal has not been scheduled for a hearing at the Ontario Land Tribunal (“OLT”) at this time. The OLT is the approval authority respecting this appeal.

The lands are located southeast of the Highway 401 / Weston Road interchange, east of Weston Road, west of the CPR MacTier Subdivision rail corridor and north of Oak Street, and are within a block that is in transition and separate from the larger *Employment Area*. The lands are characterized by a variety of large format retail buildings and large surface parking lots.

Both of the conversion request submissions proposed the lands be redesignated to either *Mixed Use Areas* or *Regeneration Areas*. Smartcentres (No. 096) subsequently requested that 2625 Weston Road also be redesignated to *Mixed Use Areas*.

In 2021, the OLT approved the residential conversion of the *Employment Areas* lands at 8 Oak Street directly east of the lands and also west of the rail corridor and north of Oak Street. The approved proposal includes a public park at the western edge of 8 Oak Street and 509 residential units in three mid-rise apartment buildings. The OLT Decisions can be accessed at this link:

<https://www.omb.gov.on.ca/ecs/CaseDetail.aspx?n=PL160109>.

A compatibility/Mitigation Study was required to support each conversion request and peer reviewed. The Peer Review of the C/M Studies submitted determined that required information and assessment was not provided or incomplete with respect to the following: analysis and recommendation of mitigation measures, air quality and noise impacts from the surrounding environment, history of complaints, exchange of information with surrounding area business and industries, potential impact of the conversion on the integrity of the surrounding employment areas and major facilities. 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.

The lands are large in size, and are separated from the larger *Employment Area* located north of Highway 401 and extending north along both sides of Highway 400. The lands are also separated from the *Employment Area* located south of Highway 401 by the rail corridor at the eastern edge of the lands. In addition, the context of the *Employment Area* has recently changed with the OLT approval of the residential conversion of 8 Oak Street that is located immediately east of the lands. It is staff's opinion that, given the large size of these lands, their location within an area of transition and separate from the larger employment, development that is compatible with the surrounding context can be achieved on the lands.

Staff are recommending that the lands be converted to *Regeneration Areas* with a Site and Area Specific Policy ("SASP") to set out 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 *Regeneration Areas* designation allows for the consideration of how these lands may better integrate with the new planned community on the adjacent lands and the surrounding neighbourhoods, including through new local street networks, the provision of retail and service commercial uses, parks and community services.

The SASP would also ensure that any future sensitive land use permissions, including residential uses, would be located, designed and buffered to mitigate impacts from, be compatible with, and not impede the continuation of and expansion of nearby employment uses located east of the rail corridor near Highway 401. The proposed SASP would require:

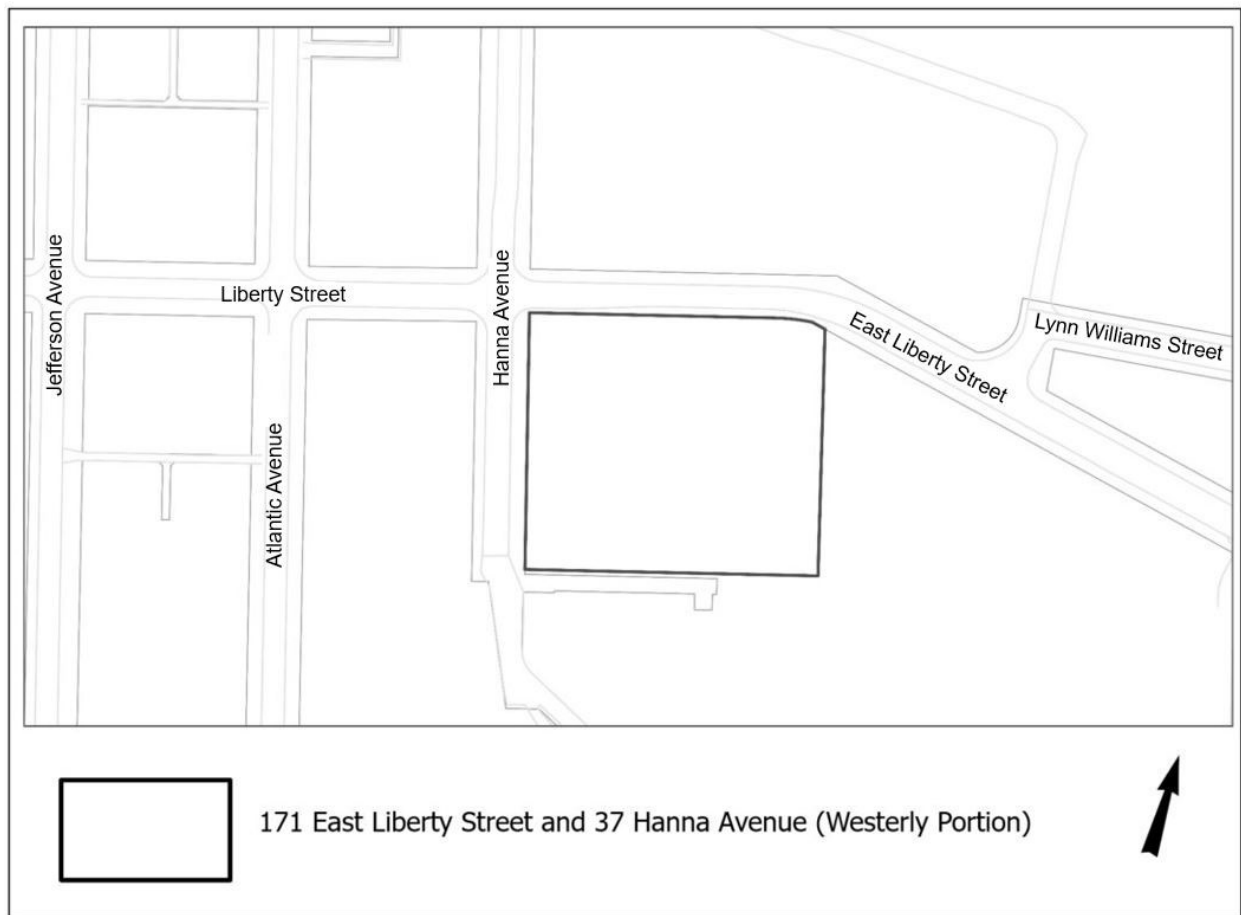
- the preparation of a study or secondary plan for the lands to ensure a complete community is developed, including the provision of community infrastructure to support any new residential uses;
- a Land Use Plan that determines a minimum amount of non-residential gross floor area and a phasing strategy to ensure balanced growth in employment and residential uses; and
- prescribed rates of affordable housing.

RECOMMENDATION

Staff reviewed Conversion Requests No. 076 (2545 and 2549 Weston Road) and 096 (2625 Weston Road) 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 SASP secures affordable housing and minimum employment gross floor area while ensuring new development is compatible with the surrounding uses, including employment uses and the rail corridor.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 077

Address:	171 East Liberty Street and 37 Hanna Avenue (Westerly Portion)
General area:	King Street West and Atlantic Avenue
Ward:	Spadina-Fort York (10)
Owner (Applicant):	Liberty Market Building Inc. (Bousfields Inc.)
Site area:	Approximately 1.2 hectares (2.96 acres)
Existing uses:	Two to three-storey Liberty Market Building, which includes retail, service commercial, restaurant and office uses with a surface parking lot.



CONVERSION REQUEST

Proposal: Request to redesignate the western portion of the lands from *Core Employment Areas* to *Mixed Use Areas* to facilitate a potential mixed-use development that would maintain the existing Liberty Market Building and retail pedestrian mews and increase the amount of non-residential gross floor area to build residential uses on the south-west corner of the lands.

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

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

Area Specific Policies: Garrison Common North Secondary Plan (Area 3) (Subject to OPA 231 appeal)

Zoning By-law: Industrial District Zone (IC D3 N1.5) in the former City of Toronto Zoning By-law 438-86, and subject to site-specific By-law 1150-2008, as amended by By-law 1045-2015

SITE CONTEXT AND ADJACENT USES

North: 4 to 7-storey mixed-use building (with residential uses), 1 to 4-storey commercial building (with restaurant, service commercial, office and retail uses) (further north: retail and offices uses, CN/CP/Metrolinx rail corridor)

South: 13-storey residential building, Toronto Police Traffic Services Fleet and Materials Management building (further south: commercial surface parking lot, Exhibition GO Station and the Metrolinx rail corridor)

East: The eastern portion of the lands is currently designated *Mixed Use Areas* and contains the Boiler House with retail and employment uses, and the Liberty Market Tower, a 28-storey mixed-use development with office, retail and residential uses (further east: residential tower buildings, some with retail uses, and the Liberty Village Park)

West: Commercial surface parking lot (further west: 2 to 3-storey official/industrial 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 Toronto's 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 have reviewed the material provided as part of this conversion request; considered the conclusions 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. 077 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located south of East Liberty Street and east of Hanna Avenue, within the larger Liberty Village employment area. The lands are in proximity to the Metrolinx Exhibition GO Station and the planned Ontario Line Exhibition subway station. This area, predominantly west of Hanna Avenue, has transitioned to a unique and vibrant office hub from its industrial roots, with a low vacancy rate of 2% in 2021. The Liberty Village employment area represents 20 hectares of land.

As of 2022, there were 383 establishments in the area employing 13,200 people. Liberty Village is attractive for its historic aesthetic and office hub west of the Downtown with converted brick and beam style offices, along with new construction. The area caters to those seeking non-traditional office space, such as technology, media and other creative industries, including start-ups. Employment has grown rapidly here with a 50% increase in jobs since 2016, overwhelmingly concentrated in professional and technical services. Fourteen percent of all the city's jobs in information and cultural industries are within the Liberty Village employment area, making it a successful hub for this industry. Between 2016 and 2021, there has been significant investment, as an estimated \$135 million has been invested in non-residential development in Liberty Village, demonstrating the continued strong commercial interests and confidence in this employment area.

Employment areas provide opportunities for Torontonians to live and work in the City. Eighty-three percent of the workers in the Liberty Village employment area live in the City of Toronto, and 13% of those workers 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. A significant proportion of workers in this employment area (68%) use a low-carbon mode of travel to work: 36% use transit, which is higher than the average for all areas of employment, while 32% 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. While there is no need to convert the *Core Employment Areas* at 171 East Liberty Street and 37 Hanna Avenue to meet the Provincial population forecast for Toronto or to address an incompatibility of *Employment Area* permissions with existing adjacent lands uses, a conversion from *Core Employment Areas* to *Mixed Use Areas* with a SASP can provide an opportunity to plan for a complete community and manage the proposed conversion (or the future development of the lands) in the local context while still protecting and preserving nearby lands designated for strictly employment uses.

The lands are within the Garrison Common North Secondary Plan and are subject to Site and Area Specific Policy 3 ("Area 3"). Official Plan Amendment No. 231 ("OPA 231") was adopted by City Council on December 19, 2013 and contained new economic policies and new policies and designations for *Employment Areas* as part of the Official Plan and Municipal Comprehensive Reviews. OPA 231 amended the Area 3 policies to transition this area from its historic manufacturing and industrial roots to an important centre for the City's creative economy and an emerging office employment area for Liberty Village, while reflecting the nature of the existing employment uses east of Hanna Avenue.

OPA 231 also amended the Area 3 mapping to remove the lands at 171 East Liberty Street and 37 Hannah Avenue, and other lands east of Hanna Avenue from Area 3. These amendments made through OPA 231 were appealed to the Ontario Land Tribunal (then Ontario Municipal Board) and these changes are therefore not in-effect. The in-effect Area 3 policies permit live/work units on the lands, and the eastern portion of the lands were redesignated *Mixed Use Areas* through OPA 231. The appeal regarding the lands in Garrison Common North Secondary Plan Area 3 has been scheduled for a hearing at the Ontario Land Tribunal commencing in January 2024.

OPA 231 scoped the area identified for the employment district within Liberty Village to lands generally west of Hanna Avenue and proposed associated mapping changes to Area 3 of the Garrison Comment North Secondary Plan. As OPA 231 proposed to scope the lands out of Area 3, staff's recommendation to convert these lands to *Mixed Use Areas* with a new Site and Area Specific Policy ("SASP") is consistent with the direction in OPA 231. It maintains the intent of OPA 231 that the lands west of Hanna Avenue, predominately comprise the employment precinct in Area 3.

To the southwest of the lands are two Transit-Oriented Community (TOC) sites that are subject to Minister's Zoning Orders (MZOs) made by the Province in April 2022:

Exhibition – Jefferson, and Exhibition – Atlantic. The MZOs permit a mix of residential, commercial retail, office, and transit uses in tower-form buildings on the two sites.

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 area has transitioned from traditional industries to an office hub, and east of the *Employment Areas* to a mixed use community with significant residential density. In addition, the maintenance of a diversity of uses, including retail, personal services and restaurants, contribute to the vibrancy and desirability of the area. Wider consultation with key industry stakeholder groups included feedback regarding: the need for a variety of lot and building sizes for employment uses to accommodate new and growing businesses, especially those that play a supporting role in the clustering of industries; and the impact of speculative land values and land use instability on investment and renovation decisions for existing landowners.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request and peer reviewed. The submitted Compatibility/Mitigation (“C/M”) Study has indicated that the proposed residential uses would require further study respecting noise. The Study also suggests mitigation measures to address noise from road traffic from the Gardiner Expressway, East Liberty Street, and the GO Transit rail corridors to the north and south.

The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: potential dust and odour impacts from surrounding operations, complaint history, stationary noise, traffic noise, impact of the potential conversion on surrounding employment lands, and industrial/commercial operations in the vicinity and justification for the classification of industrial facility class. The Peer Reviewer needs more information to confirm if the proposed residential conversion is compatible within the existing *Employment Area*. Staff considered these findings, in addition to applying all the Conversion and Removal Policies for *Employment Areas* and determined that converting the lands is appropriate given other factors outlined in this Final Assessment. However, any conversion of the lands should require, through the future zoning by-law amendment application process, the submission of a satisfactory Compatibility/Mitigation Study, and Noise Impact Study, which would be peer reviewed and implemented, to understand how the proposed introduction of sensitive land uses could be designed to mitigate impacts to and from the adjacent *Employment Areas*.

The lands are located within the Council-adopted Exhibition Protected Major Transit Station Area (“PMTSA”). The planned Exhibition 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 250 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 MTSA's and to date, no decision has been received. Approximately, 36% 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 area east of Hanna Avenue has evolved into an area that, while containing a mix of retail and employment uses, is predominantly a high-rise residential neighbourhood. Hanna Avenue has become the transition between the *Core Employment Areas* to the west, and *Mixed Use Areas* to the east. Immediately north and south of 171 East Liberty Street and 37 Hanna Avenue are *Mixed Use Areas* with residential buildings at 43 Hanna Avenue, and 5 Hanna Avenue respectively. Although all the current uses on the western portion of the lands are employment and other non-residential uses, 171 East Liberty Street and 37 Hanna Avenue also provides a land use transition between the residential uses to the east and the *Core Employment Areas* to the west.

Staff recommended that the western portion of the lands at 171 East Liberty Street and 37 Hanna Avenue be redesignated *Mixed Use Areas* and apply a Site and Area Specific Policy (“SASP”) to the lands to secure the provision of affordable housing, require that the unique retail spaces and pedestrian connection through the lands be retained and expanded upon, among other matters. The Official Plan identifies Liberty Village as a key and strategic location where cultural industries and employment uses are significantly clustered and that non-residential floor space associated with cultural industries within Liberty Village will be preserved and expanded. Staff are implementing this in the recommended SASP by requiring a substantial amount of non-residential gross floor area be redeveloped on the lands.

The rest of Liberty Village, west of Hanna Avenue, would continue to be designated *Core Employment Areas*, to protect its important employment function. In addition, it is Staff's opinion that employment uses should be maintained and expanded on the lands through the proposed redevelopment, especially as the lands will play an important land use transition role to the *Employment Area* to the west of Hanna Avenue.

Community facilities such as daycares, libraries, community recreation centres, and indoor and outdoor pools are a distance away or require the crossing of major streets. The nearest community recreation centres, libraries and schools are approximately 1.5 kilometres away from the lands and require the crossing of major streets. The nearest pool is approximately 1.2 kilometres away. It is recommended that any redevelopment of the western portion of 171 East Liberty Street include space for community services and facilities, especially as community infrastructure is not incorporated as part of the redevelopment of the eastern portion of the lands.

Given the need to ensure space is maintained for employment uses in this area, it is recommended that a new SASP in the Garrison Common North Secondary Plan be created for the western portion of 171 East Liberty Street and 37 Hanna Avenue to guide the future redevelopment of a mixed use and mixed income redevelopment on the lands. The proposed SASP would:

- Require a minimum of 25,000 square metres or 15% of the total gross floor area of the development, whichever is greater, to be employment gross floor area comprised of *Core* and *General Employment Areas* uses that are compatible with surrounding uses, constructed prior to or concurrent with any residential gross floor area, and with a minimum of 51% to be *Core Employment Areas* uses;

- Require prescribed rates of affordable housing;
- Require that the existing pedestrian retail mews on the lands be maintained, and where feasible, expanded upon;
- Require that the existing animated, weather-protected public pedestrian connection and retail mews on the lands connecting East Liberty Street and Hanna Avenue be maintained;
- Direct that the existing building on the property be retained and conserved on-site as it contributes to the heritage character of the surrounding area;
- Strongly encourage incorporating space for community facilities and services in the new development, in particular, a child care centre;
- Require land use compatibility with surrounding land uses; and
- Require various technical studies, such as a Compatibility/Mitigation Study and a Noise Impact Study.

A technical amendment to the existing map for the Site and Area Specific Policy 4 in the Garrison Common North Secondary Plan is proposed to limit the application of the in-effect Site and Area Specific Policy 4 policies to align with the footprint of existing buildings developed on the eastern portion of the lands – the Boiler House and the Liberty Market Building. No changes are proposed to the in-effect Site and Area Specific Policy 4 policies. The provisions listed above recommended in new Site and Area Specific Policy 10 would apply to the remainder of the lands (western portion) – Liberty Market Building.

RECOMMENDATION

Staff reviewed Conversion Request No. 077 (171 East Liberty Street and 37 Hanna Avenue, westerly portion) 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 *Mixed Use Areas* with a SASP.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 078

Address: 920 and 930 Progress Avenue

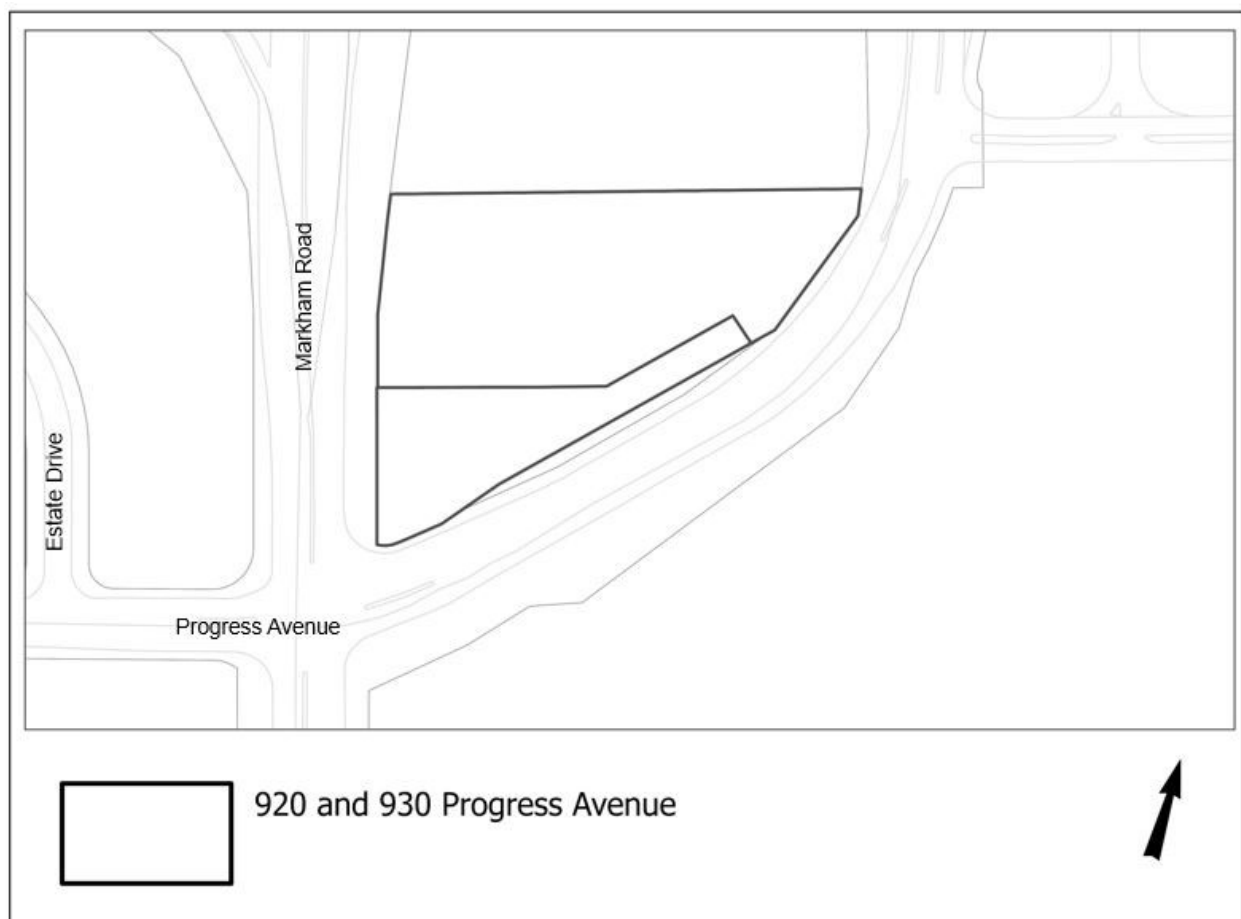
General area: Markham Road and Highway 401

Ward: Scarborough-Guildwood (24)

Owner (Applicant): SJ Agemian Investments Inc (Evans Planning Inc)

Site area: Approximately 1.49 hectares (3.6 acres)

Existing uses: Place of worship and post-secondary institution



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 22)

Area Specific Policies: N.A

Zoning By-law: Institutional Zone (I) in the former City of Scarborough Employment District By-law 24982

SITE CONTEXT AND ADJACENT USES

North: Centennial College and Highway 401, light industrial uses to the north of Highway 401, including printing and pharmaceutical manufacturing

South: Natural area, park

East: Low rise industrial multiples that include a spray equipment manufacturing facility, pest control supply store, and industrial equipment supply store

West: Gas station and car wash, restaurants, and other low-rise retail/services and light industrial employment 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 Toronto's 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 over 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 have reviewed the material provided as part of this conversion request; considered the conclusions 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. 078 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located on the east side of Markham Road north of Progress Avenue and just south of Highway 401 in the Scarborough-Highway 401 employment area. The Scarborough-Highway 401 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. This 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. The lands are just south of the east bound entrance to Highway 401, and the Markham Road-Progress Avenue intersection is an important access point to the larger Progress Avenue industrial employment area.

Employment areas provide opportunities for Torontonians to live and work in the City. Approximately 62% of the workers who work in this area live in Toronto, with 33% of those choosing a low-carbon mode of travel to work, and 25% of those workers reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the 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. While there is no need to convert the *General Employment Areas* at 920 and 930 Progress Avenue to meet the Provincial population forecast for Toronto or to address an incompatibility of *Employment Area* permissions with existing adjacent lands uses, a conversion from *General Employment Areas* to *Institutional Areas* with a SASP to permit seniors accommodation facilities and other residential uses on a limited portion of the lands can provide an opportunity to plan for a complete community and manage the proposed conversion (or the future development of the lands related to the existing institutional uses) in the local context while still protecting and preserving nearby lands designated for strictly employment uses.

The lands are designated *General Employment Areas* and occupied by a place of worship and a post-secondary institution. To the north, the lands are designated *Institutional Areas*, to the east is *General Employment Areas*, to the west across Markham Road is *Core Employment Areas* and to the south across Progress Avenue is *Natural Areas*.

The site currently has access to Progress Avenue, leading to Markham Road, which are Major Streets as shown in Map 3 of the Official Plan. These streets provide access for goods movement, making the lands and the larger *Employment Area* strategically located for industrial uses. The lands are also in close proximity to a Highway 401 on-ramp and lands at these types of locations are critical location for goods movement and well-suited for business, given their visibility and prominence as well as for truck and van access. Staff are concerned that increased residential traffic from a conversion to *Mixed Use Areas* could negatively impact the ability of the *Employment Area* to use the transportation infrastructure to move goods.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals (“ECA”) and Environmental Activity and Sector Registrations (“EASR”), as well as industry in proximity to the site. 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 and potential increased local residential traffic using Progress Avenue which is a key access route for trucks.

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. Staff are concerned with the lack of access to existing higher order transit and other community facilities with the proposed conversion straight to *Mixed Use Areas*. Staff have identified that the majority of the existing or planned community infrastructure to accommodate the proposed conversion request to *Mixed Use Areas* are located outside of a 1,000 m radius of the lands and most require crossing major streets.

However, given the location, existing context with a place of worship and proximity to institutional uses, and the requestor’s proposal to facilitate closer cultural linkages between the existing place of worship and the community, in staff’s opinion, the redesignation of 920 and 930 Progress Avenue to *Institutional Areas* with a SASP would provide an opportunity to facilitate this development while still protecting and preserving employment uses on site and those in the surrounding area. The redesignation would recognize the existing place of worship use and the SASP would permit a limited amount of residential uses to support the community and assist with aging in place in close proximity to the place of worship. The SASP would also limit the types of residential uses permitted. The *Institutional Areas* land use designation would also compliment the lands to the north, which are also designated as *Institutional Areas* and the SASP requires a block context plan to ensure appropriate integration with these lands. 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 proposed SASP would also:

- Require that a minimum of 10,000 square meters, or 15% of the total GFA, whichever is greater, will be comprised of non-residential uses and built prior to or concurrent with any residential uses on the site; and
- Include affordable housing requirements that will support the change in land use and secure a mix of housing for the future residents of the area. This would include a minimum of 5 percent of the total new residential gross floor area shall be secured as affordable rental housing or a minimum of 7 percent of the total new residential gross floor area shall be secured as affordable ownership housing; and
- Limit residential uses on the lands to a maximum of 40% of the site's area; and
- Other requirements including a block context plan and compatibility/mitigation study.

RECOMMENDATION

Staff reviewed Conversion Request No. 078 (920 and 930 Progress 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 *Institutional Areas* with a SASP. The SASP limits the types and amount of residential uses permitted, requires affordable housing, and prescribes a minimum amount of employment gross floor area while ensuring new development is compatible with the surrounding mix of uses and ensures that the viability of nearby lands designated *Employment Areas* is not negatively impacted.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 088

Address: 3765, 3771 and 3777 Keele Street and 10 Lepage Court

General area: Finch Avenue West and Keele Street

Ward: York Centre (6)

Owner (Applicant): Sorbara Group (WND Associates)

Site area: Approximately 0.76 ha (1.87 acres)

Existing uses: 4 individual lots consisting of commercial uses. All are one-storey



CONVERSION REQUEST

Proposal: Request to redesignate the lands from *Core* and *General Employment* to *Mixed-Use Areas* designation 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 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: Several low-rise industrial buildings, under construction Finch West LRT Station.

South: Low-rise commercial and industrial buildings

East: Low-rise commercial and industrial buildings

West: Mid-rise apartment 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 Toronto's 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 adversely affect the overall viability of the employment area; and, there is a lack of infrastructure and public facilities to accommodate the proposed uses.

The City received over 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 have reviewed the material provided as part of this conversion request; considered the conclusions 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. This Final Assessment completes the review of Conversion Request No. 088 and provides staff's recommendations.

FINAL ASSESSMENT

The lands (3765, 3771 and 3777 Keele Street and 10 Lepage Court) are part of the Downsview Area of Employment, which represents 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 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, evidenced by 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 are Toronto residents. Of these workers, 29% reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investments to improve the general well-being of residents. 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 3765, 3771 and 3777 Keele Street and 10 Lepage Court to meet the 2051 Provincial population forecast for Toronto.

Staff have concerns with the potential impact of re-designating the site from *General* and *Core 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 approximately 1.2 kilometres. The contiguous nature of this Employment Area provides land use certainty for business operations and helps to facilitate clustering of associated businesses. 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 *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 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.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request and peer reviewed. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: complaint history, and the impacts of the proposed conversion on the surrounding employment uses. 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. In addition, 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 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 learned that the lands are within the Area of Influence of over 40 Class I, II, and III industrial facilities. Of these, there are 24 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 source 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. The requested conversion would also create a precedent for further conversions.

The lands are within the boundaries of two Official Plan Amendments (OPA), OPA 482, which plans for the Protected Major Transit Station Area for Finch West Transit Station, and OPA 483, The Keele Finch Secondary Plan. Both OPAs were endorsed by Council on December 16, 2020 and submitted to the Minister of Municipal Affairs and Housing for approval, as the approval authority and to date, no decision has been made. 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. 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.

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 1.3 km away from the lands. The nearest assigned Toronto Catholic District School Board (TCDSB) School is 1.3 km away from the lands. The nearest assigned Toronto District School Board (TDSB) Elementary School is 550 metres away from the lands.

RECOMMENDATION

Staff reviewed Conversion Request No. 088, (3765, 3771 and 3777 Keele Street and 10 Lepage Court) 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. 090

Address: 3601 Victoria Park Avenue

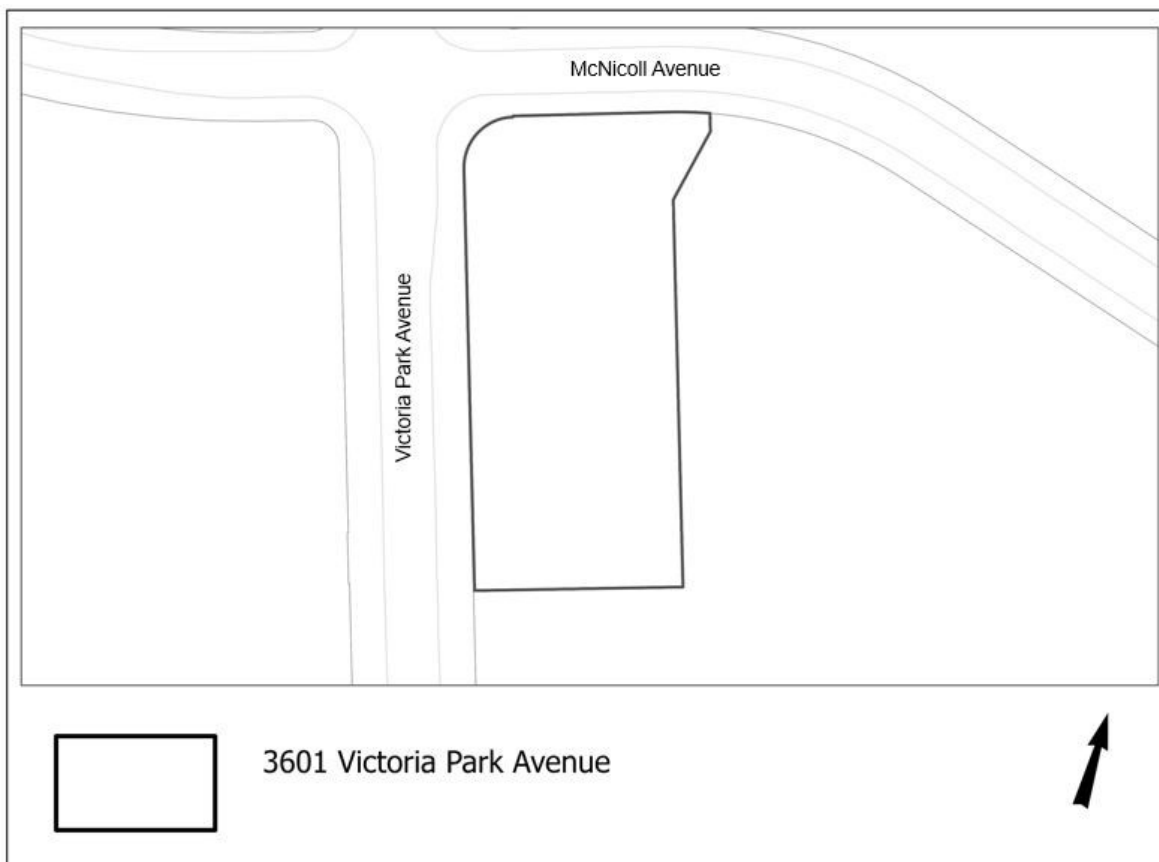
General area: McNicoll Avenue and Victoria Park Avenue

Ward: Scarborough Agincourt (22)

Owner (Applicant): 5030618 Ontario Inc. (Malone Given Parsons Ltd)

Site area: Approximately 0.88 hectares (2.17 acres)

Existing uses: Five-storey commercial/retail building consisting of retail, commercial and office uses, and surface parking area



CONVERSION REQUEST

Proposal: Request to redesignate 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 19)

Area Specific Policies: N.A.

Zoning By-law: Industrial District Commercial Zone (MDC) in the former City of Scarborough Employment District Zoning By-law 24982.

SITE CONTEXT AND ADJACENT USES

North: On the north side of McNicoll Avenue is a nursing home, a senior's residence and a place of worship

South: An open surface parking area and utility corridor abut to the south, and further south across the hydro corridor, low rise residential neighbourhood

East: 2-storey buildings consisting of retail, commercial and office uses. Further north is a mix of industrial uses, consisting of wholesaling, manufacturing, retail, commercial and office, including Nucap Industries and Triplewell Enterprises

West: Victoria Park Transfer Station is located to the west side of the lands, across Victoria Park Avenue. Multiple low-rise industrial buildings, consisting of manufacturers, retail and commercial uses, including Amvic Building Systems, are located west of the Transfer Station

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 have 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. 090 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located between Highway 404 and Pharmacy Avenue in the Victoria Park – Steeles Office-Focused employment area, which represents almost 130 hectares of land. 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. It is one of several auto-oriented office nodes in the Don Valley Parkway / Highway 404 corridor. More recently built-out, the Victoria Park – Steeles node specifically features more modern inventory, with 16% of all Toronto jobs in the broader finance industry found in this employment area. 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. As of 2021, the vacancy rate in this employment area was 2.2%. 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*. 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. Fifty-two percent of the workers in this employment area live in the City, and 16% of those workers 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 (31%) 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 3601 Victoria Park Avenue.

The lands are designated *General Employment Areas*, with *General Employment Areas* directly west and east, and north of the lands. Directly south are *Utility Corridors* that act as a buffer to the *Neighbourhoods* further south from the *Employment Area* to the north. Directly west of the lands across Victoria Park Avenue is the Victoria Park Transfer Station. To the north across McNicoll Avenue, a portion of the lands at 1020 McNicoll Avenue were redesignated to *Institutional Uses* in OPA 591 which Council adopted in July 2022, and is still awaiting Ministerial decision.

The proposed conversion of the lands would reduce the inventory of lands designated as *Employment Areas*, and available exclusively for uses that are only provided for within *Employment Areas*. The lands are located on the periphery of a large and contiguous *Employment Area*, with the utility corridor to the south acting as a buffer to the residential uses to the south. The proposed conversion of the lands would create a precedent for further conversions, thereby diminishing the supply of the City's *General Employment Areas* and jeopardizing 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 ("ECA").

The lands are in close proximity to a Highway 404 interchange. The lands also have direct access to Victoria Park Avenue and McNicoll Avenue, both of which are Major Streets as shown in Map 3 of the Official Plan. *Employment Areas* that abut a major street with close access to a highway 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. Specifically, McNicoll Avenue serves as a connection route for business operations in the area, serving approximately 30 trucks per day for Amvic Building System at 501 McNicoll Avenue. The conversion request would prevent the strategic preservation of *Employment Areas* near important highway transportation infrastructure to facilitate the movement of goods.

It is essential to preserve *Employment Areas* 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 ECAs and Environmental Activity and Sector Registrations ("EASR"), of which there are several in the area. Businesses raised concerns about land use certainty in the area, which is a critical factor when choosing to invest in improvements to existing facilities and/or expansion.

Staff have concerns with the proximity of nearby facilities and the potential for compatibility issues between sensitive land uses and impactful industries. Nearby facilities may have noise, odour, and dust related impact upon the proposed conversion requests on the lands. A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request and peer reviewed. The lands are adjacent to the City of Toronto's Victoria Park Transfer Station which is a Class II facility and located within the Minimum Separation Distance (MSD) from the lands as per the D-6 guidelines. The Transfer Station is a critical piece of City infrastructure and the introduction of a sensitive land use nearby, such as residential uses, could negatively impact its current and future operations. The facility generates odour, noise, vibration, and truck traffic that could create compatibility issues with a sensitive use such as residential. The Peer Review of the C/M Study determined that required information and assessment was not provided. For example, facilities were not identified and their potential impacts not evaluated. 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 higher order transit, and community services and facilities. Staff have identified that many of the existing or planned community infrastructure to accommodate the proposed conversion request are over 1km away and accessing them requires crossing major streets.

RECOMMENDATION

Staff reviewed Conversion Request No. 090 (3601 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 COMMITTEE-INITIATED CONVERSION REQUESTS NO. 098A AND 098B

Address: 1235-1255 Lawrence Avenue West and 3-16, 22 Benton Road (No. 098A)
44-88 Colville Road (No. 098B)

General area: Lawrence Avenue West and Keele Street

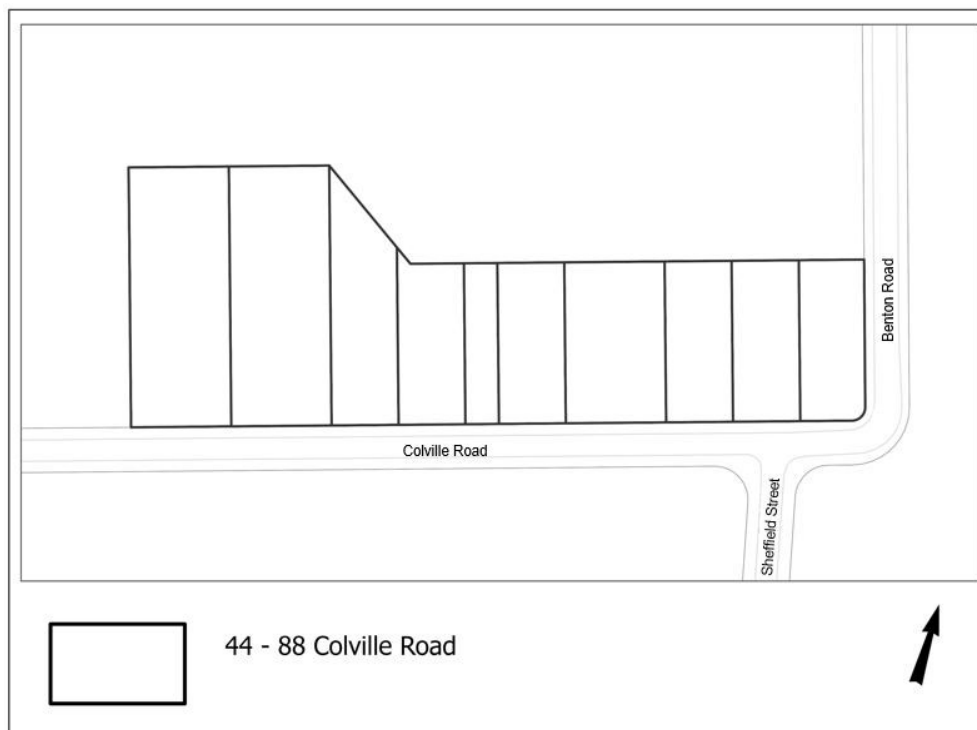
Ward: York South-Weston (5)

Owner (Applicant): G. Gagliano Properties Ltd and multiple owners (No. 098A)
Multiple owners (SmartCentres / MHBC Planning, Urban Design & Landscape Architecture) (No. 098B)

Site area: Total of approximately 7.16 hectares (17.66 acres)

Existing uses: Office, warehouse two places of worship and retail (098A)
Retail, manufacturing, cleaning equipment supplier, vacant buildings for lease, contracting services (098B)





CONVERSION REQUEST

Proposal: On January 12, 2022 and March 25, 2022, Planning and Housing Committee directed staff to expand the assessment of Conversion Request No. 098 (1265-1267 Lawrence Avenue West) by including additional lands located to the east and south

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)
Employment Districts (Map 2) – 1235-1255 Lawrence Avenue, 3 & 15 Benton Road – subject to OPA 231 Appeal

Designation(s): *Core Employment Areas and General Employment Areas* (Map 17)
 [1235-1255 Lawrence Avenue, 3 & 15 Benton Road – subject to OPA 231 Appeal]

Area Specific Policies: N.A.

Zoning By-law: Industrial-Commercial Zone (MC) in former City of North York Zoning By-law 7625
 Employment Industrial (E 1.0) in Zoning By-law 569-2013

SITE CONTEXT AND ADJACENT USES

North:	No. 098A – Low scale residential and vacant land (No. 098) No. 098B – Retail plaza and place of worship
South:	No. 098A – Retail, office, warehouse and cleaning equipment supplier No. 098B – Place of worship, moving and storage services, retail, contracting services and waste management services Warehouse, place of worship, manufacturing, office, moving and storage services, contracting services and waste management services
East:	No. 098A – Metrolinx Rail Corridor with auto repair and service, retail, low scale residential and a place of worship beyond No. 098B – Warehouse and office
West:	No. 098A – Retail plaza No. 098B – Manufacturing and proposed retail store beyond (Site Plan Approval Application No. 18163569 WET 12 SA)

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 Toronto's 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 have reviewed the material provided as part of these council-initiated conversion requests; consulted with applicants; and have conducted site visits. This Final Assessment completes the review of Conversion Request No. 098A and 098B and provides staff's recommendations.

Expanded Preliminary Review of Conversion Request No. 098

On January 12, 2022 and March 25, 2022, Planning and Housing Committee requested that staff expand their preliminary review of Conversion Request No. 098 regarding 1265-1275 Lawrence Avenue West to include the following nearby properties:

- located to the east at 1235-1255 Lawrence Avenue West and 3 and 15 Benton Road (the "Appeal Lands");

- located to the south at 10-22 Benton Road (the “West of Benton Road Lands”); and
- located to the south at 44-88 Colville Road.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH30.5>

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

On February 3, 2022, City Council considered a report from the City Solicitor regarding a site specific appeal of Official Plan Amendment No. 231 (“OPA 231”) for the Appeal Lands that sought residential permissions. Council refused the appellant’s without prejudice settlement offer. Council authorized staff to continue settlement discussions with the appellant to consider introducing some residential uses on the north part of the lands, provided a comprehensive land use approach can be applied to the southeast quadrant of Lawrence Avenue and Keele Street to ensure employment space is secured on the appeal lands along with other needed complete community components.

<http://app.toronto.ca/tmmis/decisionBodyProfile.do?function=doPrepare&meetingId=21551#Meeting-2022.CC39>

On May 10, 2023, City Council accepted a revised without prejudice settlement offer from the appellant that proposed to redesignate part of the lands as *Mixed Use Areas*, while retaining some of the lands as *Employment Areas* and requiring non-residential GFA and affordable housing be provided.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.CC6.11>

Geographically Related Conversion Requests

These council-initiated conversion requests are two of three requests within the same area. In assessing these conversion requests, staff considered nearby Conversion Request No. 098 for 1265-1275 Lawrence Avenue West. City Council approved the conversion of these lands to *Mixed Use Areas* on July 19, 2022 with the adoption of Official Plan Amendment 591 (“OPA 591”).

<https://secure.toronto.ca/council/agenda-item.do?item=2022.PH35.15>

FINAL ASSESSMENT

The lands are located in the central part of the Caledonia – South Downsview employment area. 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.

This employment area is clustered around the intersection of Lawrence Avenue West and Caledonia Road south of Highway 401, and is characterized by the Metrolinx Rail Corridor running north-south. This area is known for its multitude of furniture, home furnishings, décor, and design-related businesses.

The Caledonia – South Downsview Area of Employment continues to thrive and is a viable and successful employment area. There were over 17,000 jobs in the area in 2022, 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. Seventy one percent of workers in the Caledonia - South Downsview Area of Employment are Toronto residents, and 29% of those workers 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.

While the planned integrated Caledonia GO Station and Eglinton Crosstown LRT station represents significant transportation improvements for the larger area, the lands will largely continue to be served by surface bus routes.

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 all of the *Employment Area* lands at 1235-1255 Lawrence Avenue West, 3-16, 22 Benton Road and 44-88 Colville Road.

The lands are located south and east of the Lawrence Avenue West and Keele Street intersection, and extend south to Colville Road. The Conversion Request No. 098A lands are located directly south of Lawrence Avenue West. Adjacent to the lands is a retail plaza, located to the north from Conversion Request No. 098B and to the west for Conversion Request No. 098A. To the north of Conversion Request No. 098A is Conversion Request No. 98 1265-1275 Lawrence Avenue West. At its meeting on July 19-22, 2022, City Council adopted OPA 591, which included the redesignation of the No. 098 lands to *Mixed Use Areas* and introduced Site and Area Specific Policy (“SASP”) No. 783 respecting that property to require affordable housing and non-residential development on these lands.

This part of the employment area accommodates many automotive related and other businesses with Environmental Compliance Approvals (“ECAs”). Land use compatibility and mitigation are key considerations for the long-term viability of those businesses and the larger area. Consultation with business owners in the area identified concerns which included; the limited availability and affordability of industrial spaces, the importance of

the location for employment and for employees to access, the concern for future ability to maintain or obtain new ECAs, and concern regarding future complaints related to noise, emissions, traffic and visual impact if residential uses are introduced.

There is a cluster of requests in this area. A comprehensive approach has been applied and consideration has been given to the impact of these two conversion requests on the viability of the *Employment Area* and its planned function. The two requests being reviewed in this cluster represent a total of 7.16 hectares (17.66 acres) in total.

Request 1, No. 098A – The Appeal Lands

Conversion Request No. 098A consists of the Appeal Lands that are located east of Benton Road and the West of Benton Road Lands.

With respect to the Appeal Lands, staff have continued settlement discussions with the OPA 231 Appellant on a without prejudice basis as authorized by Council on February 3, 2022. Council requested staff to consider introducing some residential uses on the north part of the lands as part of a comprehensive land use approach regarding the lands located to the west, which were converted to *Mixed Use Areas* (Conversion Request No. 098) with the adoption of OPA 591.

The appellant submitted a without prejudice settlement offer to the City Solicitor in an effort to resolve their appeal at the Ontario Land Tribunal (“OLT”). City Council at its meeting on May 10, 2023 accepted the settle offer and the matter will now be presented for approval to the OLT. The OLT is the approval authority regarding OPA 231 appeals. The settlement offer agreed upon by the appellant and the City would redesignate the north part of the Appeal Lands to *Mixed Use Areas* and introduce a SASP respecting the property to require affordable housing and non-residential development on the site and address compatibility issues with respect to nearby *Employment Area* lands. Since a settlement has been adopted by Council, staff are not recommending any changes to the lands through this final assessment.

Request 2, No. 098B – 44-56 Colville Road

On March 25, 2022, Planning and Housing Committee asked staff to consider the appropriateness of redesignating the lands at 44-88 Colville Road from *Core Employment Areas* to *General Employment Areas* to permit major retail uses. SmartCentres owns the retail plaza that abuts the Colville Road properties to the north, and has interest in establishing major retail use permissions along Colville Road. SmartCentres has confirmed their interest relates only to the properties known as 44-56 Colville Road. *Employment Areas* Policy 4.6.5 includes criteria to be met for major retail permissions to be established on *General Employment Areas*. SmartCentres has provided staff with materials addressing these criteria.

Staff recommend that the lands at 44-56 Colville Road be redesignated to *General Employment Areas*. These lands are proposed to be developed with a major retail use that will be continuous with SmartCentres’ retail plaza to the north. The conversion 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.

Uses that are permitted by the *Core Employment Areas* designation would continue to be permitted by the *General Employment Areas* designation.

A conversion to *General Employment Areas* is not anticipated to have an impact on the capacity and functioning of the transportation network and the movement of goods for existing and future employment uses. Any impact on the network will be managed through a development application process, coordinating with existing and future development, in particular with retail uses to the north.

General Employment Areas are generally located on the periphery of *Employment Areas* on major roads where retail, service and restaurant uses can benefit from visibility and transit access to draw the broader public and serve workers in the *Employment Area*. Although these lands are not located on a major street and front onto a local street serving the *Employment Area* interior, the lands can be developed and function as part of the retail plaza that directly abuts the lands to the north.

The recommended SASP for these Colville Road properties requires that the public access for major retail use on the lands be from the retail plaza to the north which is designated *Mixed Use Areas* and fronts onto both Keele Street and Lawrence Avenue West. In addition, the SASP requires that various conditions for major retail development permissions be achieved through a Zoning By-law Amendment application consistent with the criteria set in Policy 4.6.5.

The proposed redesignation with a SASP would ensure that future land uses are compatible with existing and planned uses surrounding the lands. The SASP proposed to apply to the lands would include the following:

- Require coordination with future redevelopment of the *Mixed Use Areas* located to the north; and
- Permission for a major retail development with 6,000 square metres of retail gross floor area along Colville Road subject to conditions.

Remaining Lands, No. 098A – The West of Benton Road Lands & No. 098B – 56-88 Colville Road

With the exception of the lands discussed above, the remainder of the lands are recommended to be retained as *Core Employment Areas*. Retaining the *Core Employment Areas* designation on the remainder of the lands will serve multiple functions and will: retain employment on the lands; protect against the potential encroachment of incompatible uses into the *Employment Area*; avoid a precedent for future conversions; ensure continued land use compatibility with nearby employment uses; ensure the operating environment of the *Employment Area* is stable and can accommodate existing and new businesses. Further, retaining the *Core Employment Areas* designation will protect this portion of the *Employment Area* in preventing additional impacts on the capacity and functioning of the existing and planned local transportation network for future and existing employment uses.

The owners of these remaining lands have not submitted conversion requests to be considered through the MCR or expressed an interest in a conversion of these lands to

staff. Staff reviewed the lands requested by Planning and Housing Committee and are of the opinion that there is no demonstrated need for a conversion to other designations.

RECOMMENDATION

Staff reviewed Conversion Request Nos. 098A (1235-1255 Lawrence Avenue West and 3-16, 22 Benton Road) and 098B (44-88 Colville Road) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that 44-56 Colville Road be converted to *General Employment Areas* and the remainder of the No. 098B lands and the No. 098A lands be retained as *Employment Areas* and continue to be designated as *General Employment Areas* and *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUESTS NO. 099 AND NO. 124

Address: 266-268 Royal York Road, rear (No. 099)
12-50 Drummond Street & 1, 1A and 1B Harold Street (No. 124)

General area: Royal York Road and the Willowbrook Rail Yard

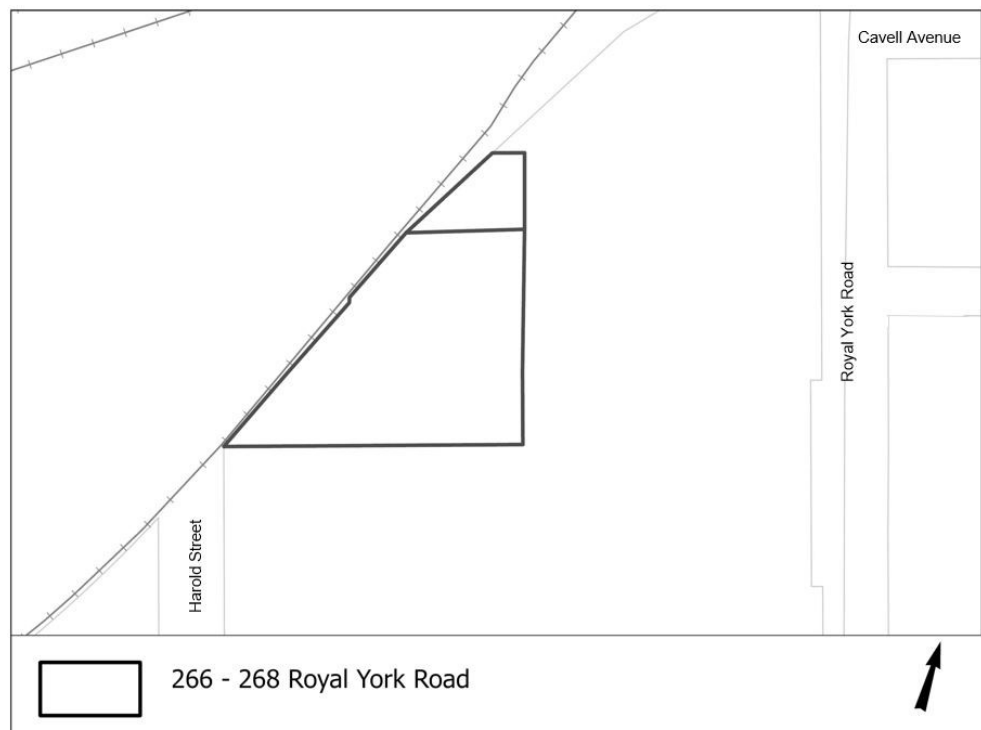
Ward: Etobicoke-Lakeshore (3)

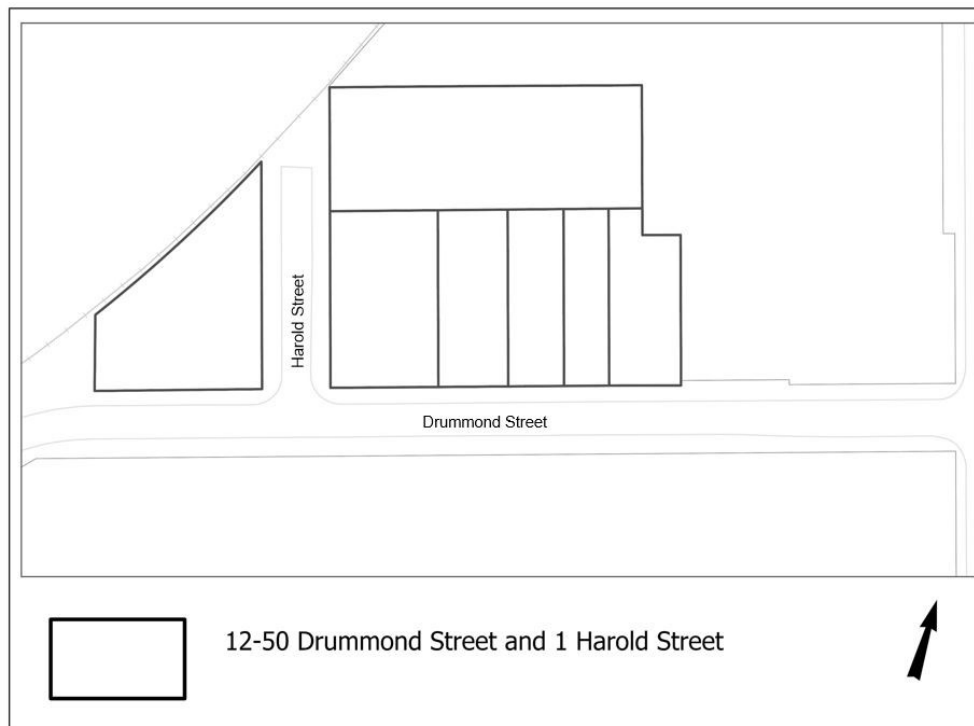
Owner (Applicant): Royal Mimico Development Limited (SvN Architects and Planners) (No. 099)
Drummond/Harold Group (Bousfields Inc) (No. 124)

Site area: Approximately 0.47 hectares (1.16 acres) (No. 099)
Approximately 1.07 hectares (2.64 acres) (No. 124)

TOTAL: 1.54 hectares (3.8 acres)

Existing uses: CR No. 099 – parking and open storage ancillary to the vacant industrial buildings on the *Mixed Use Area* part of properties
CR No. 124 – office, automobile repair, collision centre, woodshop and open storage.





CONVERSION REQUEST

Proposal: CR No. 099 – request to permit elements of a proposed mixed-use development on the *Mixed Use Areas* portion of the site, to be located on the *Employment Areas* at the rear of the site. These components include parking and loading, and do not include residential units or amenity space (Files 21 236250 WET 03 OZ and 22 207193 WET 03 OZ).

CR No. 124 – request to redesignate 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)

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

Area Specific Policies: N.A.

Zoning By-law: Employment Industrial Zone E. 1.0 (x54) in Zoning By-Law 569-2013

SITE CONTEXT AND ADJACENT USES

North:	CR099 – Automobile repair and fuel station, with CN rail corridor beyond CR124 – Low rise commercial, surface storage,(CR099 lands) and CN rail yard (VIA Rail Toronto Maintenance Centre and the Willowbrook Rail Yard) and CN rail corridor beyond
South:	CR099 – Low-rise office, automobile repair, collision centre, woodshop, and open storage (CR124) and low rise residential CR124 – Mimico Arena, low-rise commercial and retail.
East:	CR099 – Place of worship and low-rise residential CR124 – Low rise residential
West:	CR099 –CN rail yard (VIA Rail Toronto Maintenance Centre and the Willowbrook Rail Yard) and rail corridor CR124 – CN rail yard (VIA Rail Toronto Maintenance Centre and the Willowbrook Rail Yard) and 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 have reviewed the materials provided as part of these conversion requests; considered the findings of the Peer Review of the Compatibility/Mitigation Studies; consulted with the owners/applicants and conducted site visits. The applicants provided additional materials for review, which Staff have considered in the assessment of these conversion requests. This Final Assessment completes the review of Conversion Requests No. 099 and No. 124 and provides staff's recommendations.

FINAL ASSESSMENT

This area is 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 per cent of the workers in this employment area live in the City, and 19% of those workers 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 towards adapting to climate change. Forty-one percent of workers in this employment area use a low-carbon mode of travel to work: 34% use transit, while 7% walk or cycle.

The existing supply of *Employment Areas* is sufficient to meet the 2051 Provincial employment forecasts in Toronto and is anticipated that the City will meet the employment forecast 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 266 – 268 Royal York Road or 12 – 50 Drummond Street & 1, 1A and 1B Harold Street.

The block bound by Royal York Road to the east, Drummond Street to the south and the CN rail yard to the northwest is designated *Mixed Use Areas* and *Core Employment Areas*, with the *Mixed Use Area* along the west side of Royal York Road and the lands in proximity to the abutting rail yard designated *Core Employment Areas*.

The conversion lands consist of two adjacent conversion requests with a total area of 1.54 hectares (3.8 acres) which are part of a group of properties designated as *Employment Areas* located south of the CN Oakville Subdivision rail right-of-way line that abut the adjacent CN rail yard housing two maintenance facilities, VIA Rail's Toronto Maintenance Centre and GO Transit Willowbrook Rail Maintenance Facility. The conversion lands contain an assembly of parcels currently developed with

approximately ten industrial buildings including a heritage listed building at 12 Drummond Street. The industries on the conversion lands include a mix of service, office, commercial and industrial uses operating at multiple scales with some outdoor areas being used for open storage. Southeast of the lands are blocks of townhouses and three detached dwellings designated *Mixed Use Areas* at the northwest corner of Royal York Road and Drummond Street.

Conversion Request No. 099 (rear portion of 266-268 Royal York) lands are split designated with the eastern portion fronting Royal York Road designated *Mixed Use Areas* and the rear western portion designated *Core Employment Areas*. These lands are subject to a zoning by-law amendment application (File 21 236250 WET 03 OZ). The zoning proposal seeks to develop a 37-storey mixed use building with a 23-storey building on the eastern portion of the lands and an 8-storey self-storage warehouse on the western portion of the lands with a shared three-level below grade parking garage, new driveway, and a loading space for the residential component of the mixed-use building. An application for an Official Plan Amendment ("OPA") (File 22 207193 WET 03 OZ) was subsequently submitted for 266-268 Royal York Road. The OPA seeks to permit on the *Employment Areas* portion of the lands, some components of the proposed mixed-use development on the *Mixed Use Area* that support the mixed-use development but do not include residential units or amenity spaces. The owner has appealed both of the development applications to the Ontario Land Tribunal.

The abutting rail yard is designated as *Core Employment Areas* and is a major employer in the surrounding area. Both the Willowbrook Rail Yard and VIA Rail Toronto Maintenance Centre have received significant financial investment from various levels of government to modernize and expand operations to meet the demand for commuter rail service in the Greater Toronto Area. Approximately \$100 million in investment has been directed to the Willowbrook Rail Yard to support the transformation of GO Transit into a regional express commuter rail network planned to provide all day everyday 15-minute service by 2024. Similarly, a part of a \$1.5 billion investment from the federal government has been allocated to the VIA Rail Toronto Maintenance Centre to support VIA's new trains-fleet program which will improve services along the Quebec City-Windsor corridor, VIA Rail's busiest route.

The PPS 2020 requires that planning for land uses in the vicinity of rail facilities be undertaken so that their long-term operation and economic role is protected and rail facilities and sensitive land uses are appropriately designed, buffered and/or separated from each other. Additionally, the PPS 2020 requires that new development on adjacent lands be compatible with, and supportive of, the long-term purposes of the corridor and should be designated to avoid, mitigate or minimize negative impacts on and from the corridor. Development should not negatively impact the rail infrastructure relied on to move goods and people. The Willowbrook Rail Yard serves an integral role to maintain the flow of daily local, regional and interregional commuter rail services and has received major public investments for its continued and future operations.

Both the Willowbrook Rail Yard and VIA Rail's Toronto Maintenance Centre are maintenance facilities which operate everyday, 24 hours per day. There are several tracks that are used for switching and maintaining trains at the yards, as well as diesel locomotives that are parked and idling. 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 the proposed 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.

On September 19, 2022, CN Rail wrote to advise of its concerns regarding the two conversion requests abutting the rail yard and incompatible land uses. CN Rail indicated that the rail yard is a federal site. Federally regulated rail yards are not obligated to implement mitigation measures to accommodate the conversion request. . The potential to mitigate conflicts due to odour, noise and air emissions, vibration or other nuisances is reduced. Retaining the lands for employment uses reduces the potential for conflict and serves to retain a buffer by way of intervening properties between the rail yard and existing residential uses in the area.

The location of the lands near a rail corridor provides for access to important and essential transportation infrastructure that supports the movement of goods and people. In addition to the potential for conflict with the rail yard, in consideration of other employment uses within the surrounding areas, a conversion to introduce residential uses on the lands could create undesirable land use conflicts and 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*. Given that the supply of lands in *Employment Areas* is finite and will have to serve future business providing jobs for an expanding population, the City's employment lands should be reserved for business activities.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request and be peer reviewed. The submitted C/M Studies indicated that the proposed residential uses are not anticipated to adversely impact or be adversely impacted by the surrounding land uses. The C/M Studies concluded that the proposed development is compatible with the nearby existing and future land uses. However, the Peer Reviews of the C/M Studies determined that required information and assessment were not provided with respect to the following: noise impacts, road and rail traffic noise and volumes, air quality, vibration study, consultation with surrounding businesses, impacts of major facilities to continue to operate in compliance with environmental policies, regulations, approvals or authorizations/guidelines, accurate distance to industrial/commercial operations in the vicinity. The Peer Reviewers were not able to confirm that the C/M Studies fulfill 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 Mimico Protected Major Transit Station Area ("PMTSA"). The Mimico station serves the GO Lakeshore line. Existing and permitted development within the PMTSA is planned for and meets a minimum population and employment target of 200 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 PMTSAs and 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.

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.

Staff recommend that the lands be maintained as *Core Employment Areas* and that a Site and Area Specific Policy ("SASP") be added to apply to conversion request No. 099 (rear portion of 266-268 Royal York). These Royal York Road lands are split designated, with most of the properties designated *Mixed Use Areas* along the Royal York Road frontage and the rear part designated *Core Employment Areas* in proximity to the abutting rail yard. Vehicle and pedestrian access to the *Core Employment Area* part of the properties is through the *Mixed Use Area* lands, and there are limited opportunities for the development of *Employment Area* uses on this portion of the lands. Staff support a SASP that would permit some uses of the proposed mixed-use development on the *Mixed Use Area* portion of the site, to be located on the northern part of the *Core Employment Area* lands. These permitted uses would include parking, loading, service, access and mechanical facilities, but would exclude residential units and amenity space. These permissions would provide flexibility for the northern part of the *Core Employment Area* lands while avoiding land use conflicts with the abutting rail yard. *Employment Area* uses that are compatible with nearby existing and proposed residential uses would continue to be permitted on the *Core Employment Areas* portion of the site. The submitted development applications propose a self-storage building on the southern portion of the lands where the SASP would apply.

Economic Development & Culture (EDC) staff do not support residential including ancillary residential and non-business uses on lands designated *Employment Areas* which are intended *exclusively* for economic activity. Also, residential uses including ancillary residential uses are expressly prohibited in these areas under the Provincial Policy Statement and Growth Plan for the Greater Golden Horseshoe. EDC is of the opinion that converting these lands to *Mixed Use Areas* subject to a SASP providing for a minimum employment gross floor area equivalent to the lot area of the lands being converted is a more appropriate solution to facilitate a mixed use development over the remainder of this parcel.

City Planning staff considered comments from EDC staff and are of the opinion of that the retention of these lands as *Core Employment Areas* with the proposed SASP would not adversely affect the overall viability of the existing *Employment Area*, while supporting the mixed-use development on the adjacent lands and avoiding land use conflicts with the abutting rail yard.

RECOMMENDATION

Staff reviewed Conversion Request No.099 (266-268 Royal York Road, rear) and No.124 (12-50 Drummond Street & 1, 1A and 1b Harold 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*, and for Conversion Request No. 099 (rear portion of 266-268 Royal York Road) that a new SASP be applied to the lands.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 100

Address: 5395 - 5409 Eglinton Avenue West

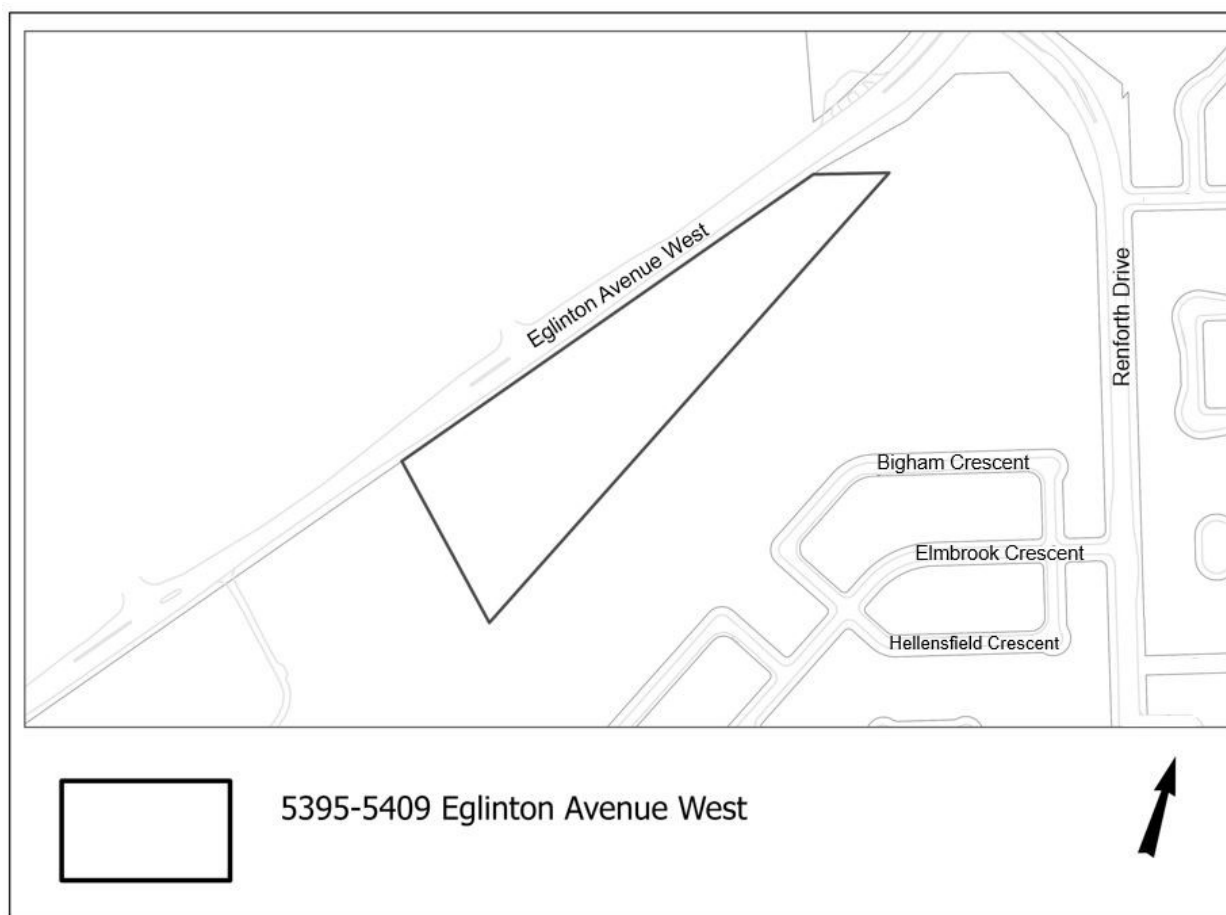
General area: Eglinton Avenue West and Renforth Drive

Ward: Etobicoke Centre (2)

Owner (Applicant): CR4 Centennial Centre Inc. (Crown Realty Partners)

Site area: Approximately 4.54 hectares (11.2 acres)

Existing uses: Offices in eight low-rise buildings containing a total gross floor area of approximately 12,500 square metres



CONVERSION REQUEST

Proposal: Request to redesignate 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)*

Designation(s): *Core Employment Areas (Map 14)*

Area Specific Policies: Chapter 7 SASP 29, Lester B. Pearson International Airport Operating Area

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

SITE CONTEXT AND ADJACENT USES

North: City of Mississauga, including the Airport Corporate Centre (manufacturing, distribution and office) and the Renforth Transit Station, with Highway 401/Highway 427 interchange beyond

South: Centennial Park and hydro corridor

East: Hydro corridor with a low rise residential neighbourhood and elementary school beyond

West: City of Mississauga, including Airport Corporate Centre (manufacturing, distribution and office) and the Renforth Transit Station, with Highway 401 and Toronto Pearson International Airport 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 Toronto's 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 have reviewed the materials provided as part of this conversion request; considered the findings of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant, the City of Mississauga and the Greater Toronto Airports Authority; and conducted a site visit. 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 the conversion request. This Final Assessment completes the review of Conversion Request No. 100 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the southern part of the Rexdale Airport employment area. This area contains a diverse range of employment uses including a substantial stock of quality, affordable office space. This employment area contains approximately 2,490,000 square metres of industrial rentable building area. In 2022, the area employed almost 42,000 people in over 1,500 businesses, with the predominant form of employment being office uses, followed by manufacturing and services. In 2021 the vacancy rate was low at 3.7 percent, and with approximately \$690 million dollars in non-residential building permits issued from 2016-2021, this reflects confidence and interest businesses have in locating here, and that there is a strong demand for industrial land and buildings in the area.

The proximity and convenient access to the Toronto International Airport, active rail network, superior access to three provincial 400-series highways benefits employment uses in this area. Lands in this employment area, in tandem with the Pearson International Airport help move products, goods and services. Access to the level 400-series highways is optimal for businesses with high shipping traffic to be in this employment area. The lands are located within Site and Area Specific Policy ("SASP") No. 29 L.B. Pearson International Airport Operating Area ("AOA"), which in part prohibits residential and sensitive land uses. This policy area makes it ideal for heavier types of industry to locate here, particularly within interior locations where sensitive land uses such as residential are not expected. Given current growth projections, this area is expected to continue playing an important support role to the local airport-based economy.

The Toronto Region Board of Trade describes the employment lands that surround Pearson International Airport, including the Rexdale Airport employment area and also employment lands in Mississauga, Brampton and Vaughan, as a vital economic zone in Ontario and Canada. The Board of Trade notes that 400,000 jobs are accommodated in this area, making it the second largest employment zone in Canada after downtown Toronto. In Ontario, this area accounts for 51% of air transportation jobs, 36% of warehousing and storage jobs and 25% of pharmaceutical and medicine manufacturing jobs. The Board of Trade also cautions that a scarcity of employment lands is restricting economic potential.

Employment areas provide opportunities for Torontonians to live and work in the City. Fifty percent of the workers in this employment area live in the City of Toronto, and 33% 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. 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 towards adapting to climate change. A significant proportion of workers in this employment area (21%) use a low-carbon mode of travel to work: 19% use transit, while 2% walk or cycle. Segments of the Rexdale – Airport employment area will benefit from the introduction of the Eglinton Crosstown LRT.

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 5395 – 5409 Eglinton Avenue West.

The lands are located on the western municipal boundary of Toronto, southeast of Pearson International Airport and the City of Mississauga's Airport Corporate Centre, northwest of a hydro corridor and south of the Highway 401 / Highway 427 interchange. The lands are currently developed with an office complex of eight low-rise buildings. The lands maintain optimal visibility and access that characterize them as a key location for employment fronting a major street as shown on Map 3 of the Official Plan. The location is further enhanced by the proximity to the airport, which plays a significant and vital economic role to the City, the Province and nationally.

The lands are situated within SASP 29, the Airport Operating Area for L.B. Pearson International Airport which stipulates that new residential and other sensitive uses are prohibited, and can only be permitted through site specific zoning permission if the use is generally consistent with Transport Canada's latest guidelines. Consideration for residential uses may only be considered provided that there will be no negative impacts on the long-term function of the airport.

Staff consulted the Greater Toronto Airport Authority (“GTAA”). As Canada's largest and busiest airport, Pearson International Airport is one of the country's most significant pieces of transportation infrastructure and a key centre of air connectivity, playing a unique role in the global movement of people and goods. Toronto Pearson International Airport is federally regulated, the airport is not bound by municipal noise by-laws, and because federal laws place no maximum limits or time restrictions on noise levels the introduction of sensitive uses is not recommended due to potential conflict between incompatible uses locating in areas impacted by the operation of the airport. Given the significant role that Pearson Airport plays in the economic success of Toronto, the region and national economy the conversion of the lands in immediate proximity to the airport impacts opportunities to cluster employment uses on the lands that benefit from proximity to the airport.

Pearson International Airport works to manage noise associated with their operations. Land Use Planning is a key part of the Noise Management Program to limit the number of people affected by noise resulting from aircraft operations. Transport Canada's Noise Exposure Forecast (NEF) model is the official methodology used to quantify noise exposure in the vicinity of Canadian airports for land use planning purposes. The metric allows Transport Canada to predict a community's response to aircraft noise. If the NEF level is greater than 35, complaints are likely to be high. Anything above 25 is likely to produce some level of annoyance. The lands are currently located immediately adjacent to the outer threshold of the 30 Noise Exposure Forecast ("NEF") noise contour range, where noise complaints are anticipated and residential development is prohibited. This conversion request was considered in part by the future expansion plans of the airport and the development of a new Multiple Scenario Envelope NEF contour for 2037. Changes to the noise contour analysis are anticipated given plans to expand airport operations and accommodate additional flights, which include a new 6th runway. Considering the proximity of the lands to the existing 30 NEF threshold and the future airport expansion plans informs the potential that aircraft operations will increase and possibly that the 30 NEF contour where residential uses are prohibited will be extended to include the lands.

The Pearson Airport 2017-2037 Master Plan states that the total number of passengers flying to, from or through Toronto Pearson International Airport are forecasted to increase at an annual growth rate of 3.1 per cent. The Master Plan prioritizes collaboration with government agencies and other entities in response to the projected accommodation of 85 million passengers in 2037, compared with 47 million passengers today. These conversion requests seeking residential use permissions and other sensitive uses were considered in part by the future expansion plans of the airport and the development of a new Multiple Scenario Envelope NEF contour for 2037.

Changes to the noise contour analysis are anticipated given plans to expand airport operations and accommodate additional flights, which includes a new 6th runway. As a result, the updated NEF associated with the conversion request lands will potentially be higher than what is currently identified. The new system will include recommendation for a threshold value, beyond which noise-sensitive land uses should not be permitted to develop. That threshold will form a basis, similar to the 30 NEF contour line in the current system, for establishing a new revised boundary of an Airport Operating Area. The Greater Toronto Airport Authority (GTAA) advised that retaining *Employment Areas* exclusively as stable places of business and economic activities is integral to the success of Pearson airport and the economic health of the surrounding region. As well, the GTAA considers SASP 29 to be extremely important to the airport to help protect for the safety and economic vitality of the airport both now and for the long term.

In addition to consulting, the GTAA submitted a letter on June 30, 2022 expressing support for the OP's *Employment Areas* policies, the preservation of employment lands and the separation of sensitive land uses from *Employment Areas* that are within the Airport Operating Area. Additionally, the GTAA noted the preservation and continuation of SASP 29 to be extremely important to the airport in order to protect for the safety and economic vitality of the airport both now and for the long term.

The lands benefit from having good access to important transportation infrastructure that supports the movement of goods. The lands are in the immediate vicinity of major transportation infrastructure such as Highway 401, Highway 427 and in proximity to Highway 27. It is essential to preserve employment lands with good access to important transportation infrastructure that supports 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. A conversion of the lands to introduce sensitive uses may impact the movement of goods within the *Employment Area* and the ability of the area to provide a stable and productive operating environment for business located in proximity to the airport.

A Compatibility/Mitigation Study (“C/M”) was required to support each conversion request. The submitted (“C/M”) Study indicated that the proposed residential uses would require mitigation measures to reduce sounds from the roadways and Pearson International Airport and air pollutant emissions from traffic on Eglinton Avenue West and the Mississauga Transitway. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: complaint history, a figure with NEF contours and site location, and mitigating air 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 conversion is compatible within the existing *Employment Area* or that there will be no negative impacts on the long-term function of the airport. 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 across from Mississauga’s Airport Corporate Centre (“ACC”). Mississauga’s Official Plan designates these lands *Business Employment* and are within the ACC Character Area. The ACC is planned for and developed with a mix of employment uses with a focus on office development and uses with high employment densities; residential uses are not permitted.

In 2021 there were approximately 40,613 jobs in the ACC, with the majority of jobs in the professional sector. The ACC is considered to be a hub for business activity and is home to the Canadian headquarters of many global companies, including Acer, Bell, Kellogg’s and Sketchers.

City of Mississauga Planning staff expressed their opposition to the proposed conversion due to the proximity of the lands to the ACC. Mississauga Planning staff note that the ACC is Mississauga’s most important employment area and that introducing residential uses on the lands could erode and destabilize the employment area.

With regards to cross jurisdictional matters, the existing employment areas cut across the jurisdictional boundaries of Toronto and City of Mississauga. Issues related to residential development such as complaints of industrial operations and increased traffic, have the ability to cross jurisdictional boundaries. Introducing sensitive uses on the lands

may disrupt the ability of the ACC to provide a stable and productive operating environment for existing and future business in the area.

The lands are located east of the City of Mississauga's Renforth Station MTSA and outside the delineated MTSA boundary as referenced in the new Regional Official Plan approved by the Minister on November 4th, 2022. The Renforth Station MTSA is located in the Mississauga's ACC, where residential uses are not permitted and a focus on office development and uses with high employment densities are being promoted. Intensification within the Renforth Station MTSA is planned for growth in employment 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 local stores, schools, services and public service facilities. The walking distance to most community services and facilities such as daycares and libraries ranges between approximately 1.3 to 1.6 km. The lands are isolated from the nearest residential neighbourhood by a wide, linear hydro corridor that sets apart the lands from other residential uses. Except for a school within a 1 km walking distance, there is no convenient access to most community services and facilities.

RECOMMENDATION

Staff reviewed Conversion Request No. 100 (5395 – 5409 Eglinton Avenue 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 *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 101 AND 102

Address: 1, 11-37, 12, 16, 20-26 William Kitchen Road (No. 101)
2021 Kennedy Road (No. 102)

General area: Southeast corner of Highway 401 and Kennedy Road

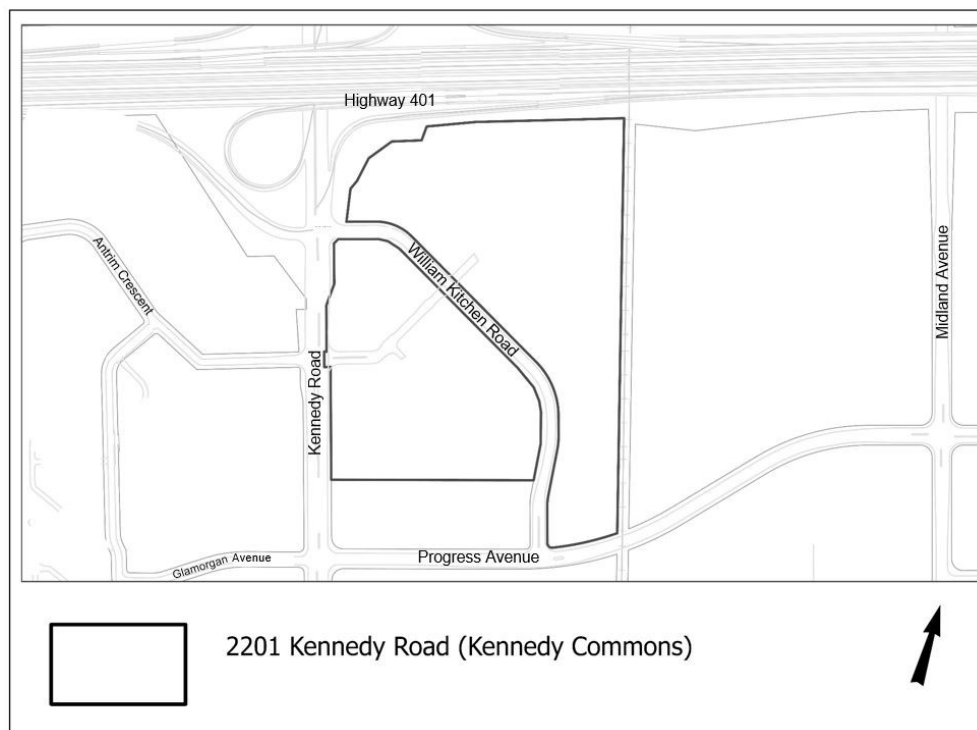
Ward: Scarborough Centre (21)

Owner (Applicant): Kennedy Commons Inc. and 151516 Canada Inc. (Gladki Planning Associates) (No. 101)
1933387 Ontario Inc. (Malone Given Parsons Ltd.) (No. 102)

Site area: Approximately 12.3 hectares (30.3 acres) (No. 101)
Approximately 17.1 hectares (42.2 acres) (No. 102)

Existing uses: Contiguous parcels on William Kitchen Road. The lands are occupied by large format commercial retail with surface parking. Tenants include the Brick, Tim Horton's, Foody World, Petsmart and LA Fitness.





CONVERSION REQUEST

Proposal: Request to redesignate from *General Employment Areas* to *Regeneration Areas* (101)
Request to redesignate lands from *General Employment Areas* and *Core Employment Areas* to *Mixed Use Areas* to permit residential use (102)

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *General Employment Areas* (Map 19) (101)
General Employment Areas and Core Employment Areas (Map 19) (102)

Area Specific Policies: N.A. (101)
Special Policy Area - 401-Midland: Highland Creek - Bendale Branch - (102)

Zoning By-law: Mixed Employment Zone (ME) in the former City of Scarborough Employment Districts By-law 24982 (101)
Mixed Employment Zone (ME), Open Spaces Zone (O) in the former City of Scarborough Employment Districts By-law 24982 (102)

SITE CONTEXT AND ADJACENT USES

North:	Highway 401
South:	Low-rise retail, light manufacturing, auto shop, places of worship, gas station
East:	Rail line, large packaging facility (Atlantic Packaging), and other industrial uses, including apparel manufacturing
West:	Apartment buildings across Kennedy Road

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 have reviewed the material provided as part of these conversion requests; considered the findings of the Peer Review of the Compatibility/Mitigation Studies; consulted with the owners/applicants; and conducted site visits. These conversion requests form part of a series of two requests within the area. In assessing these conversion requests, staff considered the potential cumulative impacts of all the nearby conversion requests. This Final Assessment completes the review of Conversion Request Nos. 101 and 102 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located on the east side of Kennedy Road, immediately adjacent to Highway 401 to the north and in 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 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. This area is

favoured by a range of business activity for which accessibility and visibility from the highway is important.

Employment areas provide opportunities for Torontonians to live and work in the City. Approximately 62% of the workers in the employment area live in Toronto, 25% of these workers 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. Thirty-three percent of the workers in this employment area choose a low-carbon mode of travel to work, such as transit, walking or cycling.

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 1, 11-37, 12, 16, 20-26 William Kitchen Road, and 2021 Kennedy Road.

The lands are designated *General Employment Areas* with a small portion on the south designated *Core Employment Areas*. The lands are occupied by large format commercial retail with surface parking. Tenants on the lands include the Brick, Tim Horton's, Foody World, PetSmart and LA Fitness. Directly north of the lands is Highway 401, east is the rail line, and further east lands are designated as *Core Employment Areas*. South of the lands are designated *Core Employment Areas* and *General Employment Areas* with *Apartment Neighbourhoods* to the west across Kennedy Road. The *General Employment Area* designation acts as a buffer to the heavier industrial uses to the east and south. A conversion to residential uses would eliminate this buffer, and potentially result in residential uses adjacent to areas designated as *Core Employment Areas* where heavy industries are permitted.

A portion of the conversion request lands on the east are designated *Natural Areas* and are within the 401-Midland: Highland Creek - Bendale Branch 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 lands are located in close proximity the eastern boundary of the Scarborough Centre Secondary Plan Area and to the south of the Agincourt Secondary Plan Area, two areas identified in the Official Plan as those that will accommodate growth in both residents and employment. While *Employment Areas* are also planned for growth, these areas are envisioned as areas solely for growth in employment. The proposed conversion of these lands for residential uses works against the City's objectives to

direct residential growth into an area that is already planned for and anticipating more people and jobs, while preserving *Employment Areas* for employment uses. Both the Scarborough Centre Secondary Plan Area and Agincourt Secondary Plan Area already contain large amounts of land designated as *Mixed Use Areas* to support and accommodate a significant amount of growth in both people and jobs. A conversion of these lands to permit residential uses could negatively impact the build out of both of those Secondary Plan Areas which already have been earmarked for redevelopment, and in the case of Scarborough Centre, significant transit investment.

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 a Highway 401 access which is a critical location for goods movement. Conversion of the lands may impact the facilitation of the movement of goods for existing and future employment uses.

At approximately 17 hectares in size, the lands represent a large geographic area on the periphery of a contiguous *Employment Area*. The proposed conversion of lands would create a precedent for further conversions in the surrounding area thereby diminishing the supply of the City's *General* and *Core Employment Areas*. Removal of these lands exclusively for employment uses would jeopardize the ability to provide a stable and productive operating environment for existing and new businesses and their economic activities. A key City objective is to provide for a diverse economic base to accommodate and attract a variety of employment uses and a broad range of employment opportunities in Toronto.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals ("ECA") and Environmental Activity and Sector Registrations ("EASR"), as well as industry in proximity to the site. Significant concerns were raised by Atlantic Packaging regarding compatibility issues. Should the industry be forced to relocate due to increased costs to address complaints and permit requirements, it will be very difficult to find a comparable site within Toronto. In addition, any potential land conversions will limit the ability for industrial users to expand beyond their current footprint to meet the costs of mitigation required. The limited availability of manufacturing, warehousing and wholesale distribution space is also a concern, as users wishing to grow or expand have very limited options.

Staff have concerns with the proximity of nearby facilities and the potential for compatibility issues between sensitive land uses and impactful industries. Nearby facilities may have noise, odour, and dust related impact upon the proposed conversion requests on the 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.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request and peer reviewed. Over 45 Class I, II, and III facilities were identified within a 1000m radius of the lands according to the compatibility/mitigation study completed, with many located within the minimum separation distance (MSD) from the lands as per the Provincial D-6 Guidelines. These are facilities that generate odour, noise, vibration, and truck traffic that could create compatibility issues with sensitive land uses such as residential uses. Specifically, Atlantic Packaging, which is identified as a Class III facility, is located 250m from the lands, where the minimum separation distance is 300m under the Provincial D-6 Guidelines. An introduction of a sensitive use adjacent to these lands would not meet these guidelines and likely result in the facility unable to meet their ECA/EASR requirements.

The Peer Review of the C/M Study determined that required information and assessment was not provided. For example, over 15 sites with ECA/EASR registrations that were not included in the study. Staff have concerns that due to the proximity to heavy industrial uses, the proposed conversion request would adversely affect the ability of these impactful industries to continue operating and/or expand. 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.

A conversion permitting residential uses in this location does not support the achievement of a complete community as it would not provide residents with convenient access to higher order transit, and community services and facilities, such as libraries and schools. Staff have identified that majority of the existing or planned community infrastructure to accommodate the proposed conversion request are located over 1km away of the lands and most require crossing major streets.

RECOMMENDATION

Staff reviewed Conversion Request No. 101 (1, 11-37, 12, 16, 20-26 William Kitchen Road) and No. 102 (2021 Kennedy 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* and *Core Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 103

Address: 340-364 Evans Avenue and 12-16 Arnold Street

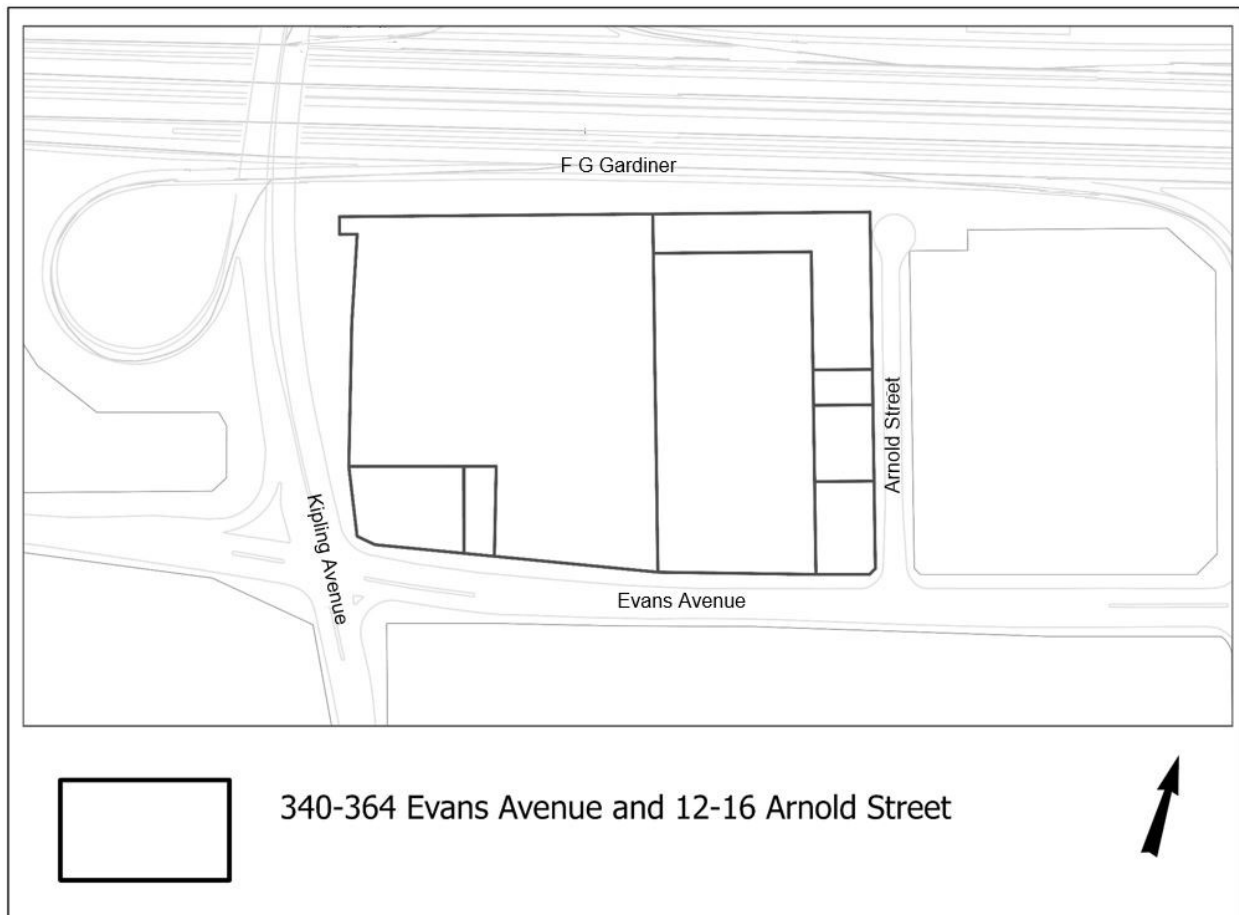
General area: Evans Avenue and Kipling Avenue

Ward: Etobicoke – Lakeshore (Ward 3)

Owner (Applicant): Delta Property Holdings Inc. and Tonlu Holdings Limited (MHBC)

Site area: Approximately 4.7 hectares (11.6 acres)

Existing uses: Manufacturing, automobile repair, rental and detailing shop, commercial lumber yard and Royal Ontario Museum storage space (a bingo hall is proposed at 360 Evans Avenue)



CONVERSION REQUEST

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

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: Class 1 Industrial (IC.1) in former City of Etobicoke Zoning Code and Employment Industrial (E. 1.0) in Zoning By-Law 569–2013. In September 2022 the Committee of Adjustment approved a minor variance to permit a bingo hall at 360 Evans Avenue (A0332/22EYK).

SITE CONTEXT AND ADJACENT USES

North: Gardiner Expressway

South: Industrial plazas, warehousing and distribution facilities

East: Truck and trailer repair and self-storage

West: Kipling Avenue, Gardiner Expressway on-ramp, with restaurant, landscaper, several detached dwellings and a TTC maintenance garage 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 Toronto's 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 have reviewed the materials 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 this supplementary submission in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 103 and provides staff's recommendations.

At its meeting on March 25, 2022, the Planning and Housing Committee directed staff to report on whether the 28,000 square metres of employment space proposed on the lands as part of a mixed-use development could be secured by the City as a condition of approval by use of stratified title and restrictive covenant on the lands. The Decision History can be accessed at this link:

<https://secure.toronto.ca/council/agenda-item.do?item=2022.PH32.8>

Conversion Request No.103 seeks to redesignate the lands to either *Mixed Use Areas* or *Regeneration Areas* to permit residential uses and a daycare. The proposal also includes residential uses, retail uses, a park and 28,000 square metres of employment uses that are defined as light industrial and office uses. The proposal includes these uses in mixed-use buildings, with employment and retail uses at the ground and lower floor levels and residential uses on the floors above. This proposal is similar to many of the 150 conversion requests, as most requests propose employment and residential uses in mixed-use buildings.

Conversion requests recommended for approval in July 2022 and June 2023 required employment space be provided on the lands. Where applicable, this requirement is implemented through a site and area specific policy (SASP) that permits residential uses provided that a specified amount of employment gross floor area is developed on the lands and constructed prior to or concurrent with any residential gross floor area. This requirement ensures that the lands still serve an economic function.

FINAL ASSESSMENT

The lands are located in the central 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 substantial presence of the food industry, which is the second largest food cluster in North America. The food industry 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 percent of the workers in this employment area live in the City, and 19% of those workers 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 towards adapting to climate change. Forty-one percent of workers in this employment area use a low-carbon mode of travel to work: 34% use transit, while 7% 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 340 – 364 Evans Avenue and 12 – 16 Arnold Street.

The lands are situated at the midpoint of this *Employment Area* that stretches 2.7 kilometres along the north side of Evans Avenue in an east-west direction between The East Mall and Islington Avenue. The lands are located at the northeast corner of the intersection of Evans and Kipling Avenues, at the Gardiner Expressway/Kipling Avenue interchange. The *Employment Area* also stretches 1.5 kilometres to the south along both sides of Kipling Avenue.

Conversion Request No. 103 seeks the redesignation of *Core Employment Areas* to *Mixed Use Areas*. It is in staff's opinion that the lands should be retained as *Core Employment Areas* to enable existing business to continue to operate in a stable environment and support future business investment and reinvestment on the lands of the South Etobicoke employment area.

Employment Areas represent a finite resource warranting protection for present and future re-use as needs evolve. South Etobicoke appeals to a broad pool of firms including large manufacturing/distributors and smaller-scale local-serving businesses as well as last-mile fulfilment centres. These lands are designated to provide for and be preserved for employment uses that rely on major transportation infrastructure for the movement of goods.

The lands are strategically located adjacent to a group of parcels to the south, east and west designated for *Core Employment Uses* that are used for and planned for business and economic activities. A conversion of the northeastern most portion of the employment lands would alter the contiguous configuration of the *Employment Area*

designations and could negatively impact the associated employment operations and future investment. Within the immediate area on the neighbouring block to the south, there are over 50,000 square metres of new industrial developments at various stages in development. Some proposals seek to modernize existing facilities and others to develop an entirely new facility, all of which demonstrate an increased demand for industrial land in the immediate area.

Introducing sensitive land uses to this portion of the *Employment Area* would alter the viability of the lands and surrounding area lands to be used for long term employment uses, and would reduce a finite supply of employment land available to establish businesses and grow jobs. There is a potential risk that a conversion of the lands would have a cumulative adverse impact on the area and be a precedent for additional conversions south of the Gardiner Expressway and in the *Employment Area* interior.

The lands are located immediately adjacent to the Gardiner Expressway and in proximity to the regional Highway 427 interchange with the Gardiner Expressway. 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 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 of the lands does not support the existing and future preservation of *Employment Areas* next to major goods corridors. The proposed conversion to introduce sensitive uses immediately south of the Gardiner Expressway sets a precedent in the immediate area. The proposed residential conversion will likely have an impact on the capacity of the transportation network and potentially limit or cause delays to the movement of goods for existing businesses within the immediate and broader *Employment Area* due in part to competing demands for the road infrastructure. Added congestion could potentially impact the growth of businesses in the immediate area and cause significant disruptions or diminish the ability to manage the flow and inventory of goods movements in the *Employment Area*.

Businesses profit from the prominence and visibility of locating along major highways as well as the highway access for goods movement. Residential dwellings do not require prominent or visible sites and, according to noise studies prepared to inform this report, proposed residential uses would need to examine the possibility of introducing measures to mitigate noise and vibration from the adjacent highway. Existing employment lands along major highways should be preserved as prominent business sites in order to benefit from the visibility and access, rather than converting them to residential uses that need to deal with adverse effects from highway traffic.

The contiguous nature of these *Employment Area* lands provides land use certainty for operating businesses and helps to facilitate clustering of businesses activity. The lands currently accommodate similar employment uses to others nearby such as warehousing and distribution that benefit from direct access to the Gardiner Expressway and proximity to Highway 427. It is important that industry sector clusters exist and the

opportunity for clustering should be maintained and essential linkages to supply chains, service providers, markets and labour pools are preserved. 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.

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 on the south side of the Gardiner Expressway. Local industry surrounding the lands expressed concern with the proposed introduction of residential uses on the lands, noting; the potential for increased traffic and disruption to truck movement impacting operation efficiency in the area given the adjacency of the lands to the highway entrance and exit ramps. Another concern raised was the risk to existing and future opportunities to support employment clusters in the area as a result of loss of employment lands due to the introduction of residential uses on lands designated for employment uses. Similarly, concerns were raised over establishing a precedent for future residential uses to locate in the surrounding area, which could deter business reinvestment over a larger area. Given that the supply of lands in *Employment Areas* is finite and will have to serve future businesses in providing jobs for an expanding population, the City's employment lands should be reserved for business activities including opportunities to support clusters and not for residential uses that can locate in many other areas of the City.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request and peer reviewed. The submitted C/M Study has indicated that the proposed residential uses would require mitigation measures to be compatible with the nearby existing and future land uses. The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: noise impacts from surrounding environment, transportation noise and vibration, air quality, complaint history, consultation with surrounding businesses, impacts of major facilities to continue to operate in compliance with environmental policies, regulations, approvals or authorizations/guidelines, accurate distance to industrial/commercial operations in the vicinity. The Peer Reviewer was not able to confirm that the C/M Study fulfill 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 schools, and libraries. The lands are located internally within the *Employment Area* and physically isolated from existing and planned community facilities needed to accommodate the proposed residential conversion. The lands are located greater than a 2 kilometre walk to the nearest schools, over a 3 kilometre walk to the nearest library and a 1.5 kilometre walk from parks and playgrounds. Access to community services requires travelling through the employment

area and crossing major streets, rail corridors and highways interchange exit and entrance ramps, including some without signals to facilitate pedestrian crossings.

RECOMMENDATION

Staff reviewed Conversion Request No. 103 (340 – 364 Evans Avenue and 12 – 16 Arnold 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. 104

Address: 2450 Finch Avenue West

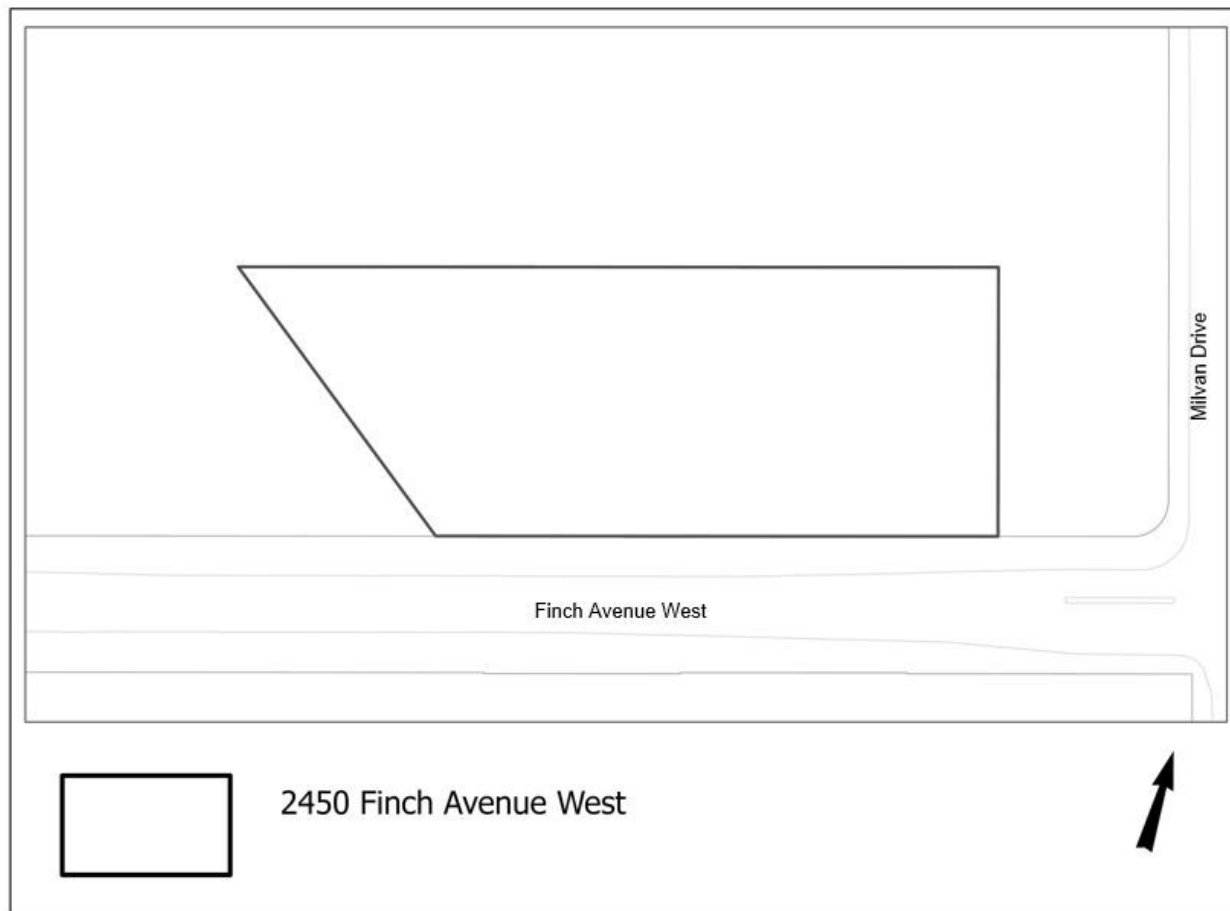
General area: Finch Avenue West and Weston Road

Ward: Humber River-Black Creek (7)

Owner (Applicant): 2450 Finch Avenue West Inc. (Walker, Nott, Dragicevic Associates Limited)

Site area: Approximately 1.26 hectares (3.1 acres)

Existing uses: Retail, service, automobile repair, wholesaling and commercial school



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 13)

Area Specific Policies: N.A.

Zoning By-law: MC (7)(H), in the former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Manufacturing, distribution, place of worship and education uses

South: Retail and low-scale residential

East: Restaurant and proposed 4-storey office building (17 260616 WET 07 SA)

West: Ravine and Duncanwoods Park

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 Toronto's 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 have reviewed the material provided as part of this conversion request; considered the conclusions of the Peer Review of the Compatibility/Mitigation Study and supplementary responses submitted by the applicant; consulted with the

owner/applicant; and conducted a site visit. In response to issues identified in the Preliminary Assessment and Peer Review, 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. 104 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are in the northern portion of the Highway 400 employment area. The Highway 400 employment area has one of the largest concentrations of land designated *Employment Areas* in the City. Highway 400 and Highway 401 provide superior access, making it attractive for the quick and efficient movement of goods for the many manufacturing logistic facilities located in this area. With over 32,000 jobs in 2022, employment has been stable since 2001, although the number of businesses has grown by 15% (over 2,100 businesses in 2022). The dominant sectors are Manufacturing, Transportation, Warehousing & Wholesale Trade and Construction. Four of the top five employers within this area of employment are manufacturers, including food processing, car parts production, pharmaceuticals and office furniture. The 2.51 million square metres of industrial space in 2021, was essentially fully occupied with less than 1% vacancy. Approximately \$421 million was invested in construction and alterations building permits for industrial/ commercial projects between 2016-2021, and there was over 126,000 square metres of new development in the pipeline, demonstrating the confidence that businesses have in this area.

Employment areas provide opportunities for Torontonians to live and work in the City. Fifty-three percent of the workers in this employment area live in the City of Toronto, and 45% of those workers 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 (34%) use a low-carbon mode of travel to work: 30% use transit, which is higher than the average for all areas of employment, while 4% walk or cycle. This employment area accommodates a range of modes of transport for those working in the 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. There is no need to convert the employment lands at 2450 Finch Avenue West.

The lands are currently developed with a multi-unit industrial-commercial building, located on the southern portion of the *Employment Area* and fronting onto a major street as shown on Map 3 of the Official Plan. The lands are part of a group of properties

designated *General Employment Areas*, bound to the east and west by a *Natural Areas* land use designation, part of a natural areas system that extends south. Within the *Employment Area* immediately to the north and beyond, are lands designated *Core Employment Areas*.

It is staff's opinion that the lands should be retained for employment purposes, as they represent a key location in the *Employment Area*. The lands are part of a series of important employment properties clustered around the intersection of Finch Avenue West and Highway 400. Consistent with the *General Employment Areas* land use designation, the lands provide employment uses that serve the *Employment Area*, fronting a major street. This location maintains optimal access for goods movement, transit accessibility and visibility for existing and future employment uses, consistent with the existing land use designation. Further, this location is in demand for employment uses as demonstrated by the proposed intensification of employment uses in the immediate area. A mid-rise office building is proposed, directly to the east of the lands.

The lands are designated *General Employment Areas* and are located at the southern periphery of a large *Employment Area* fronting onto the major street Finch Avenue West. They serve as a buffer from impactful uses adjacent to the north, designated *Core Employment Areas*. A conversion to permit residential uses immediately adjacent to lands designated *Core Employment Areas*, may disrupt the ability of the *Employment Area* to provide a stable and productive operating environment for businesses and their operating activities. 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 conversion of the lands may create the precedent for further residential conversions of lands in the *Employment Area*. Units in the industrial plaza on the lands are occupied with employment uses and an office building is proposed to be developed on 4 Milvan Drive, which abuts the lands to the east. The vacancy rate in this *Employment Area* is very low and reducing the inventory of *Employment Area* lands by converting the lands to permit residential uses would adversely affect the overall viability of the *Employment Area*.

Consultation with surrounding businesses has highlighted complaints received from nearby sensitive land uses regarding employment activities in the *Employment Area*, notably existing compatibility issues with places of worship located north of the lands and in the *Employment Area*. The following concerns were raised by the businesses regarding the proposed residential conversion: setting a precedent for permitting residential uses north of Finch Avenue West, future complaints, implications on the transportation network, impacts on the operation of facilities, and loss of employment lands particularly for those business types that depend on a clustering effect of related support industries/businesses. Staff have concerns regarding the proximity of industrial facilities and the potential compatibility issues with the introduction of residential land uses.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request and peer reviewed. The submitted Compatibility/Mitigation ("C/M") Study indicated that there is limited potential for odour, dust, air emission and noise nuisance issues to impact the lands from surrounding facilities due to the establishments that currently exist in the area. The study concluded that there are no Class I, II or III facilities located within minimum separation distances, and that there are no off-site sources that have potential to cause adverse effects.

The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: analysis and recommendation of mitigation measures, impact on the surrounding employment areas and major facilities and vice versa, and addressing potential air, noise, and vibration impacts. Further, that existing land use conflicts cannot be determined until complaint history is obtained from the surrounding area. 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.

The lands are located within the Council-adopted Milvan Rumike and Duncanwoods Protected Major Transit Station Areas ("PMTSAs"). The Milvan Rumike and Duncanwoods stations serve LRT Line 6 – Finch West. 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 MTSA's, and 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 meets a minimum population and employment target of 160 residents and jobs combined per hectare. The Growth Plan 2020 minimum density targets for PMTSA/MTSA's are targets for jobs, as well as residents. Approximately, 30% of workers access this *Employment Area* by transit. Transit accessible *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres was 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.

It is worth noting that in order to access community services and facilities within walking distance, this would often require the crossing of a major street.

RECOMMENDATION

Staff reviewed Conversion Request No. 104 (2450 Finch Avenue 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. 108

Address: 5-15 Kodiak Crescent

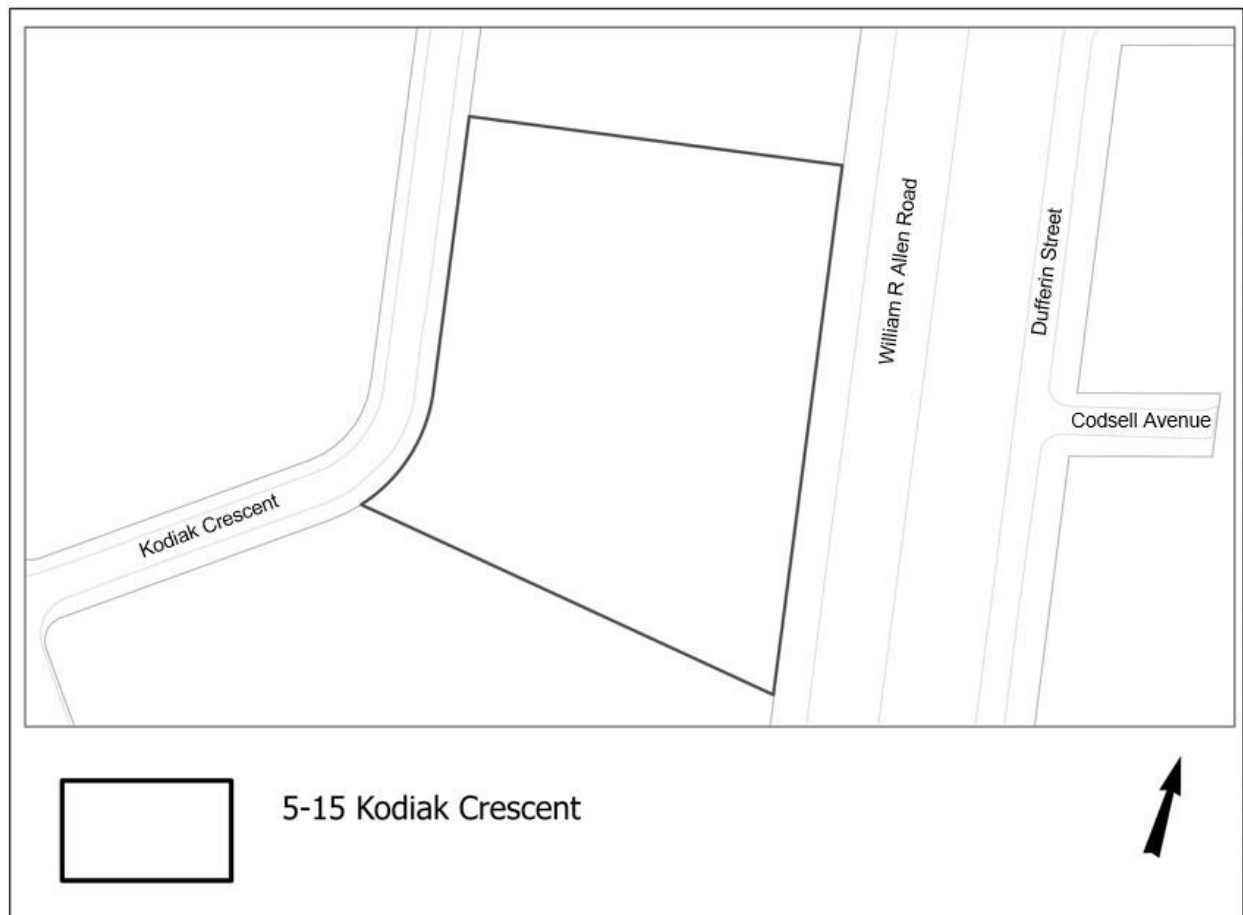
General area: Sheppard Avenue West and Allen Road

Ward: York Centre (6)

Owner (Applicant): Charles Sos Investments Ltd and Tel-e Connect Investments Ltd. (MHBC)

Site area: Approximately 1.8 ha (4.4 acres)

Existing uses: Two, 2-storey multi-unit commercial buildings



CONVERSION REQUEST

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

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

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

Area Specific Policies: N/A

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

SITE CONTEXT AND ADJACENT USES

North: Multi-unit commercial/industrial buildings, light manufacturing and Downsview Chrysler Car Dealership

South: iDomo office building and 5 mid-rise condo buildings, Downsview Park and on-going Secondary Plan study currently underway (Update Downsview) for mixed-used redevelopment of the Downsview Airport

East: Allen Road, low density residential and William Lyon MacKenzie Collegiate

West: Offices and multi-unit commercial/industrial 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 Toronto's 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 adversely affect the overall viability of the employment area; and, there is a lack of infrastructure and public facilities to accommodate the proposed uses.

The City received over 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 conclusions 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 this supplementary submission in the assessment of this conversion request. This Final Assessment completes the review of Conversion Request No. 108 and provides staff's recommendations.

FINAL ASSESSMENT

5 – 15 Kodiak Crescent is 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 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, evidenced by 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, rather than commuting to jobs outside the city. Fifty-six percent of the workers in this employment area live in Toronto, and 29% of those workers 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: 34% use transit, which is higher than the average for all areas of employment, while 4% walk or cycle. Toronto residents who work in the Downsview Area of Employment commute by transit more on average than workers in other employment areas (34% and 20%, respectively). 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 5-15 Kodiak Crescent to meet the 2051 Provincial population forecast for Toronto.

Staff have concerns with the potential impact of re-designating the lands from *General Employment Area* to a designation that permits residential and other sensitive uses. The Downsview Area of Employment is a well-defined contiguous *Employment Area*, with major roads creating a predominant and physical boundary for planned business and economic activities. The lands front onto Dufferin Street/WR Allen Road, which provides a natural and continuous boundary of *Employment Areas* for approximately 3.9 kilometres. The contiguous nature of the *Employment Areas* provides land use certainty for business operations and helps to facilitate clustering of associated businesses. The area currently accommodates a cluster of employment uses that are similar to others nearby.

The requested introduction of residential and sensitive non-residential uses on the lands would create a precedent for further conversions. The lands directly north of the request are zoned as EH - Employment Heavy Industrial Zone, allowing for a full range of industrial uses. 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 viability of the *Employment Area* and its ability to function as intended.

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 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.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request and peer reviewed. 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, air quality, exchange of information with major facilities and other nearby businesses, impact that the conversion request would have on potential employment uses permitted in the area, 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. In addition, 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 to the southwest, across Sheppard Avenue West (a 36 metre right of way), are currently being reviewed as part of the Update Downsview study. The purpose of the review is to update the 2011 Downsview Area Secondary Plan and set out the long-term vision for a complete community centred on transit investment, job creation, parks and open spaces and community services and facilities that will meet the needs of existing and future residents and workers. The lands at 5-15 Kodiak Crescent are not within the study area, and therefore not part of the review.

The lands are located within the Council-adopted Sheppard West Major Transit Station Area ("MTSA"). The MTSA was submitted to the Minister of Municipal Affairs and Housing for approval on June 20, 2022 and to date, no decision has been made. The Growth Plan 2020 minimum density targets for PMTSA/MTSAs are targets for jobs as well as residents. Existing and permitted development within the MTSA is planned for and meets the minimum population and employment target of 200 residents and jobs combined per hectare. 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.

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. Access to the lands is limited. The only street to access the site is Kodiak Crescent. Accessing the facilities would require walking through the employment area, and crossing major streets, Allen Road and Sheppard Avenue West, if traveling by foot. The width of the right-of-way of those major streets range from 27 metres to 36 metres.

The nearest Library is 3.8 km from the lands. The nearest Recreation Centre is 2.3 km away from the lands. The nearest assigned Toronto District School Board (TDSB) intermediate school is 2.2 km away from the lands. The nearest assigned Toronto District School Board (TDSB) secondary school is 1.4 km away from the lands. The nearest assigned Toronto Catholic District School Board (TCDSB) school is 2.5 km away from the lands.

RECOMMENDATION

Staff reviewed Conversion Request No. 108 (5-15 Kodiak Crescent) 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. 111 AND 111A

Address: 60 Paton Road (No. 111)
640 Lansdowne Avenue (*General Employment Areas* portion)
(No. 111A)

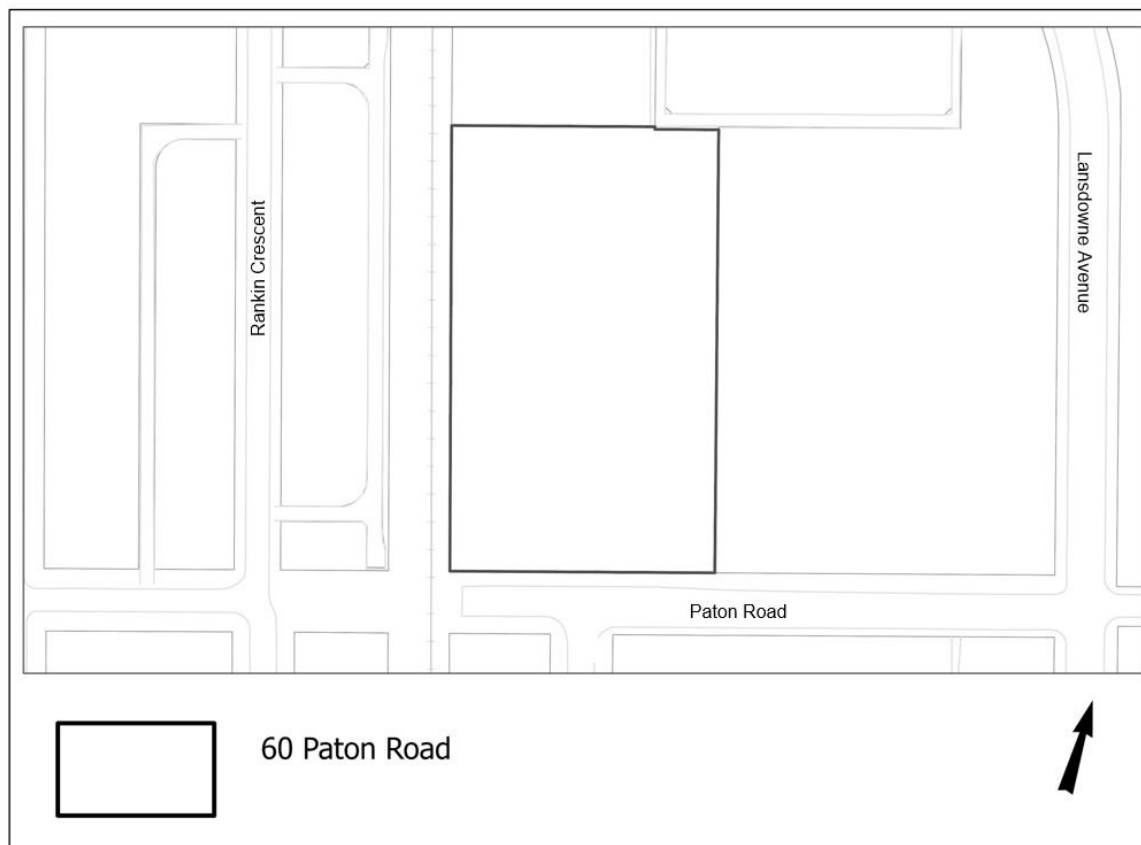
General area: Bloor Street West and Lansdowne Avenue

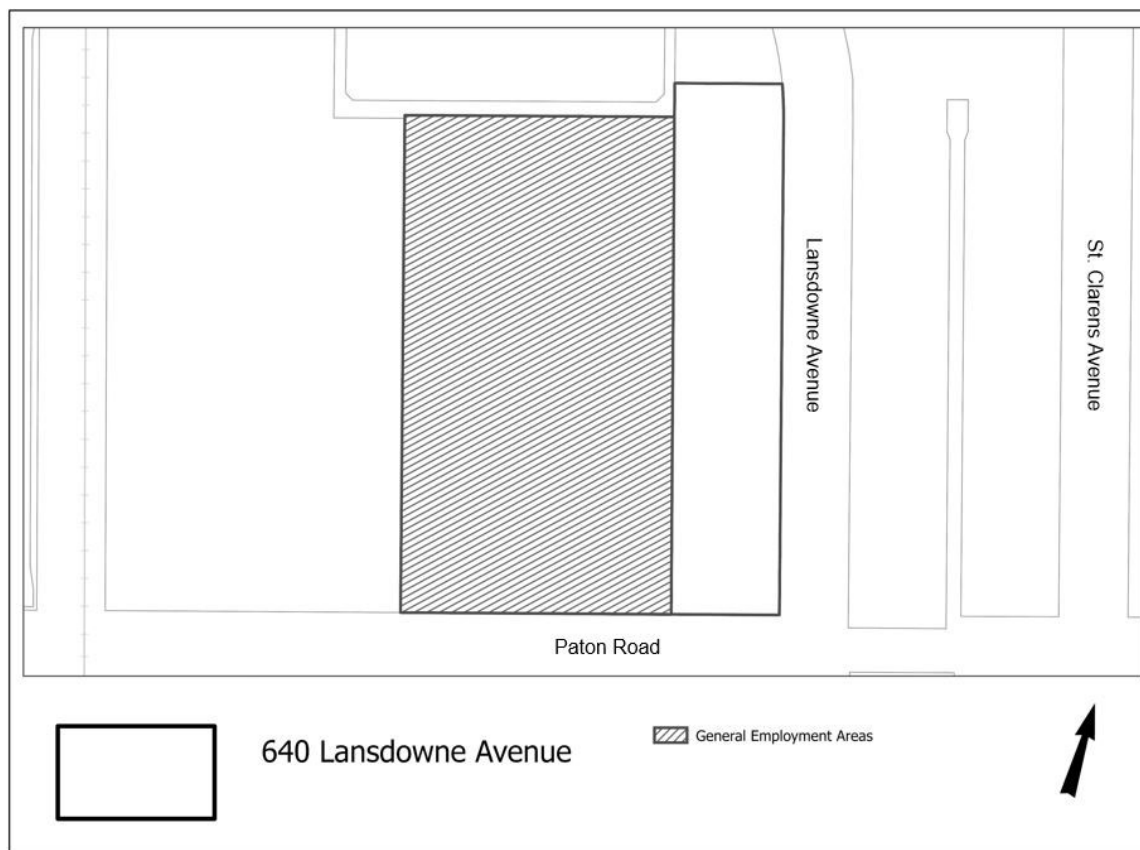
Ward: Davenport (9)

Owner (Applicant): Nitta Gelatin Canada Inc. (Goldberg Group) (No. 111)
Toronto Transit Commission (No. 111A)

Site area: Approximately 2.36 hectares (5.83 acres) (combined)

Existing uses: 2-storey industrial building used for gelatin and collagen production with surface parking lot and loading areas (No. 111)
Metrolinx using the lands for construction staging (No. 111A)





CONVERSION REQUEST

Proposal: Request to redesignate all of the lands from *Core Employment Areas* to *Mixed Use Areas* (No. 111)

On January 12, 2022, Planning and Housing Committee requested City Staff to expand the review of the conversion request at 60 Paton Road by including the lands designated *General Employment Areas* at 640 Lansdowne Avenue (No. 111A):

<http://app.toronto.ca/tmmis/viewagendaitemhistory.do?item=2022.ph30.5>

A portion of the lands at 640 Lansdowne Avenue designated *General Employment Areas* is intended to be used as a park:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX3.6>

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

Designation(s): *Core Employment Areas* (Map 17) (No. 111)
General Employment Areas (Map 17) (No. 111A)

Area Specific Policies: N.A.

Zoning By-law: Employment Industrial Zone (E) in the City of Toronto
Zoning By-law 569-2013 – E2.0 (x 304) (No. 111)

Industrial District (Tr D0.6) in the former City of Toronto
Zoning By-law 438-86 (No. 111A)

SITE CONTEXT AND ADJACENT USES

- North:** Office, retail, and commercial uses including a brewery, software development and film uses, as well as a large motion capture facility, a storage facility, and residential uses northeast (further north: residential uses)
- South:** Low-rise office building and light industrial, commercial, and retail uses; proposed 7-storey office building with Notice of Approval Conditions (NOAC) received (further south/southeast: low-rise residential and 8-storey co-op apartment building with ground floor retail and attached 2-storey parking structure)
- East:** The easterly portion of 640 Lansdowne Avenue is designated *Mixed Use Areas*, subject to a recently approved zoning by-law amendment application, which proposes a 7-storey mixed-use building comprised of 57 affordable rental units and 256 long-term care beds (21 196612 STE 09 OZ) that has been appealed to the Ontario Land Tribunal (further east: residential uses)
- West:** GO Barrie Line railway corridor and planned Davenport Diamond raised Guideway for GO trains with Greenway underneath (further west: low-rise residential uses and Erwin Krickhahn Park)

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 Toronto's 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 have reviewed the material provided as part of this conversion request and request from Planning and Housing Committee; considered the conclusions of the Peer Review of the Compatibility/Mitigation Study submitted for the request at 60 Paton Road; consulted with the owner/applicant; and conducted site visits. In response to issues identified in the Preliminary Assessment for 60 Paton Road, 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. 111 and No. 111A and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the south-central area of the Junction-Weston-Dupont employment area, northwest of the intersection of Bloor Street West and Lansdowne Avenue, and adjacent to the Metrolinx/GO Barrie rail corridor. 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 contributed 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. One example of investment and demand for employment space in this area is at 57 Wade Avenue, south of the conversion request lands, on lands designated *Core Employment Areas*, which received approval for a 7-storey office building with life-science laboratory spaces. This employment area represents 197.1 hectares of land. As of 2022, there were 1,175 establishments in the area that employ 18,686 people. 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. Approximately a third of workers commute to the larger employment area using low-carbon modes of travel to work: 18% use transit, while approximately 11% 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 lands at 60 Paton Road and the *General Employment Areas* portion of 640 Lansdowne Avenue.

The lands are surrounded by a mix of uses including *Employment Areas* lands to the north, south and east, and residential and retail uses further south-east, and west beyond the Metrolinx/GO Barrie Line rail corridor. While there are a mix of uses around the lands, the *Employment Areas* designation on these lands, and those around them, play an important role in the limited supply of large (larger than one hectare) *Core Employment Areas* and *General Employment Areas* sites that are accessible by transit, and close to the Downtown. Converting these lands would reduce the inventory of *Employment Areas*, particularly impacting the inventory of a variety of land parcel sizes to accommodate a range of permitted employment uses and offer various types of transit-accessible employment opportunities close to where people live. Large sites designated *Employment Areas* in Toronto can house a large variety of employment uses, without the need for costly assembly of parcels, and would be more attractive to a diversity of industries. The impact of the removal of key, large employment sites in this location, would not be desirable given the high demand for industrial space, and the low vacancy rate.

In addition, converting these lands from *Employment Areas* would have a cumulative impact on the overall viability of the surrounding *Employment Areas* and their planned function. Nearby existing employment uses to the south include photography and creative studios, light industrial uses, and auto repair shops. These uses involve early morning and late night truck deliveries. There are also *Employment Areas* to the north of the lands along the rail corridor. The introduction of additional residential or other sensitive land uses on the lands could result in increased complaints and potential conflict between pedestrians and businesses related to truck traffic. Additional sensitive uses on these lands that are internal to an *Employment Area* could create a precedent for further conversions of surrounding *Employment Areas*, impacting the ability to provide a stable and productive operating environment for existing and new businesses and their economic activities.

Both 60 Paton Road and the *General Employment Areas* portion of 640 Lansdowne Avenue front onto Paton Road, which is not a major street in Map 3 of the Official Plan. The Official Plan generally recognizes the potential for a more intense form of development along major streets, including a mix of uses, to better serve residents. Paton Road is a local road within the Transportation Services Road Classification system. Local roads typically have lower traffic speeds and provide access to properties from avenues and major streets. In addition, Metrolinx is currently completing the Davenport Diamond Greenway, which is planned to include an east-west connection to connect Paton Road on either side of the rail corridor. The future east-west connection would make the *Employment Areas* more accessible for people living and working in this area.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals (ECAs) and Environmental Activity and Sector Registrations (EASRs), as well as those in the immediate vicinity, in order to gauge the impact of additional residential development, as the lands are adjacent to existing sensitive uses to the north-east and south. Truck access along Wade Avenue, and parking in the area, are both issues for local businesses. Retaining available space for a variety of users is a key concern for this employment area, which had a vacancy rate of 1% in 2021.

Retaining opportunities to increase density of non-residential and employment space will allow businesses to expand or relocate within the employment area should they outgrow their existing space. In particular, discussions with local office users noted that the lands on Paton Road are particularly attractive for large scale employment use development, given its optimal size, location and transit accessibility, which is rarely available in proximity to Downtown.

A Compatibility/Mitigation ("C/M") Study was required to support each conversion request and peer reviewed. The submitted Compatibility/Mitigation ("C/M") Study has indicated that the proposed residential uses would require further study respecting transportation noise and vibration due to the proximity of the rail corridor.

The Peer Review of the C/M Study determined that required information and assessment was not provided with respect to the following: compatibility with or impact on nearby significant development applications in the area; air quality; emissions, noise, and vibration from the adjacent rail corridor, and possible mitigation measures; traffic noise; and impact on all employment uses 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. In addition, the Peer Reviewer could not confirm that the proposed residential conversion is compatible with the surrounding land uses. The site is adjacent to a rail corridor, and FCM RAC guidance indicate that railway noise and vibration studies should be considered as early as the Official Plan Amendment stage. 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 Bloor-Lansdowne GO Protected Major Transit Station Area ("PMTSA") and the Lansdowne Protected Major Transit Station Area ("PMTSA"). The Lansdowne station serves the Line 2 (Bloor-Danforth) subway line, and the planned Bloor-Lansdowne GO station is planned to serve the Barrie GO line. Existing and permitted development within the PMTSA is planned for and meets the minimum population and employment target of 300 and 250 residents and jobs combined per hectare, respectively. The PMTSAs were submitted on July 29, 2022 to the Minister of Municipal Affairs and Housing for approval, as the approval authority for PMTSA/MTSAs. To date, no decision has been received. Approximately, 18% of workers access the larger Junction-Weston-Dupont employment area by transit. Major transit investment in this area and the increasing accessibility of these *Employment Areas* play a key role in providing Torontonians equitable access to employment opportunities.

Where conversion requests propose residential uses, the proximity of community services and facilities such as schools, libraries and community centres was one of the considerations examined by staff. The nearest library and community recreation centre are over a kilometre away, and require the crossing of a major street. The closest schools are between 850 metres and over a kilometre away and require crossing major street. In addition, other factors had a greater bearing on staff's recommendations, in reading the Growth Plan 2020, PPS 2020, and OP in their entirety.

Staff do not recommend converting the lands to *Mixed Use Areas*. The lands form part of contiguous *Employment Areas* designated lands, along the rail corridor. This contiguous area of employment lands allows for the clustering of employment uses. While Nitta Gelatin is currently operating on the lands at 60 Paton Road, if the gelatin factory were to decide to relocate in the future, another employment use could occupy the lands that are transit accessible and close to residents.

Staff recommend redesignating the lands at 60 Paton Road from *Core Employment Areas* to *General Employment Areas* to permit a wider range of uses including retail, restaurant, service and fitness centre uses. The redesignation of 60 Paton Road to *General Employment Areas* would not adversely affect the overall viability of the existing *Employment Areas* designated lands to the north, south and to the east. It would create a larger cluster of *General Employment Areas* along with the *General Employment Areas* at 640 Lansdowne Avenue. In addition, the redesignation of 60 Paton Road would maintain 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 exclusively for business and economic activities in a location with excellent transit accessibility. As well, the conversion would offer the flexibility to diversify employment uses, accommodating and attracting a variety of employment users, and providing for a broad range of employment opportunities in Toronto, to respond to changing market demands in this area.

In addition to redesignating the lands at 60 Paton Road to *General Employment Areas*, it is recommended that a Site and Area Specific Policy ("SASP") apply to the lands to prohibit major retail (i.e. retail 6,000 square metres of gross floor area). While all forms and scale of retail are permitted in *General Employment Areas*, major retail developments can have a significant impact on local transportation, the health of nearby retail districts, residential areas and the surrounding *Employment Areas*. In addition, the recommended SASP would:

- Require any development to incorporate streetscape improvements along Paton Road; and
- Require that uses with a high number of employees and customers be set back from the property line of the adjacent rail corridor, with the setback to be determined through a Rail Safety and Risk Mitigation Report.

With regards to the *General Employment Areas* portion of 640 Lansdowne Avenue, staff recommend retaining the lands as *General Employment Areas* to retain a continuous cluster of *Employment Areas*. These lands are intended to be a park in the future. Parks are a permitted use within *General Employment Areas*.

Economic Development & Culture (EDC) staff are of the opinion that the lands at 60 Paton Road should be retained as *Core Employment Areas*, commenting that there is a rarity of large sites dedicated to core employment uses Downtown and that the employment parcel is in the middle of a *Core Employment Areas* cluster along the rail corridor. It is EDC staff's opinion that the criteria set out by the Official Plan to consider a conversion have not been satisfied, in that there is no need to convert the land and the proposed conversion could potentially destabilize the larger employment area.

City Planning staff considered comments from EDC staff and are of the opinion of that the redesignation of 60 Paton Road to *General Employment Areas* provides flexibility to diversify employment uses and provides for a broad range of employment opportunities in Toronto, while responding to changing market demands in this area. The lands will still be *Employment Areas* and the recommended SASP ensures that large format retail is not permitted.

RECOMMENDATION

Staff reviewed Conversion Request Nos. 111 (60 Paton Road) and 111A (*General Employment Areas* portion of 640 Lansdowne Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommend that the lands at 60 Paton Road be redesignated from *Core Employment Areas* to *General Employment Areas* with a new SASP applied, and that the *General Employment Areas* portion of 640 Lansdowne Avenue be retained as *Employment Areas* and continue to be designated as *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 112, 049 AND 080

Address: 160 Queens Plate Drive (No. 112)
330 Queens Plate Drive (No. 049)
2200-2250 Islington Avenue (No. 080)

General area: Northeast of Rexdale Boulevard and Highway 27, and northwest of Islington Avenue and Highways 401 and 409

Ward: Etobicoke North (1)

Owner (Applicant): Queen's Plate Limited (Bousfields Inc.) (No. 112)
Choice Properties Limited Partnership (Zelinka Priamo Ltd.) (No. 49)
RCG Islington 401 Limited Partnership (Bousfields Inc.) (No. 080)

Site area: Approximately 17.03 hectares (41.96 acres)

Existing uses: Retail, service, fuel station, vacant parcel, food manufacturing, printing, warehousing and office



CONVERSION REQUEST

Proposal: No. 112 and No. 049 – request to redesignate all of the lands from *General Employment Areas* to *Mixed Use Areas* to permit residential uses
No. 080 – request to redesignate the southern portion 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) (No. 112 and No. 080)
Employment District (Map 2) – subject to OPA 231 Appeal (No. 049)

Designation(s): *General Employment Areas* (Map 13) (No. 112 and No. 080)
Employment Areas (Map 13) – subject to OPA 231 Appeal (No. 049)

Area Specific Policies: SASP 29, L.B. Pearson International Airport Operating Area
SASP 531, Lands in Proximity to Pearson International Airport

Zoning By-law: Class 1 Industrial (I.C1) in former City of Etobicoke Zoning Code (No. 112)
Limited Commercial Zone (CL) in former City of Etobicoke Zoning Code (No. 049)
– Class 1 Industrial (I.C1) in former City of Etobicoke Zoning Code (No. 080 – 2200 Islington Avenue)
– Employment Industrial (E 1.0) in Zoning By-law 569-2013 (No. 080 – 2250 Islington Avenue)

SITE CONTEXT AND ADJACENT USES

North: No. 112 – Retail, service, restaurant and fitness centre uses
No. 049 – Retail
No. 080 – Development application for low rise retail including major retail (13 277902 WET 02 OZ), with Rexdale Boulevard beyond

South: No. 112 – Vehicle rental, hotel, restaurant, office and service
No. 049 – Retail, service and restaurant
No. 080 – Highways 401 and 409, Highway 401 on-ramp and Metrolinx Kitchener GO Corridor

East: No. 112 – Office and self-storage uses
No. 049 – Manufacturing
No. 080 – Highway 401 on-ramp and off-ramp and Islington Avenue

West: No. 112 – Casino Woodbine, retail, service and restaurant
No. 049 – Retail, service and restaurant
No. 080 – Wholesale, office, cultural community centre, utilities and distribution

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 Toronto's 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 have reviewed the material provided as part of these conversion requests; considered the conclusions of the Peer Reviews of the Compatibility/Mitigation Studies; consulted with the owners/applicants and the Greater Toronto Airports Authority; and conducted site visits. This Final Assessment completes the review of Conversion Request No. 112, 049 and 080 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the northeastern part of the Rexdale Airport employment area. This part of the employment area contains a diverse range of employment uses including a substantial stock of quality, affordable office space. This employment area contains approximately 2,490,000 square metres of industrial rentable building area. In 2022, the area employed almost 42,000 people in over 1,500 businesses, with the top types of employment being in office uses, followed by manufacturing and services. In 2021 the vacancy rate was low at 3.7 percent, and with approximately \$690 million dollars in non-residential building permits issued from 2016-2021, this reflects the confidence and interest that businesses have in locating here, and that there is a strong demand for industrial land and buildings here.

The proximity and convenient access to the Toronto International Airport, active rail network, superior access to three provincial 400-series highways benefits employment uses in this area. Lands in this employment area, in tandem with the Pearson International Airport help move products, goods and services. Access to the level 400-series highways is optimal for businesses with high shipping traffic to be in this employment area. A significant portion of this employment area is located within Site and Area Specific Policy 29 (SASP 29) L.B. Pearson International Airport Operating

Area (“AOA”) which in part prohibits residential and other sensitive land uses. This policy area makes it ideal for heavier types of industry to locate here, particularly within interior locations where sensitive land uses such as residential are not expected. Given current growth projections, this area is expected to continue playing an important support role to the local airport based economy.

The Toronto Region Board of Trade describes the employment lands that surround Pearson International Airport, including the Rexdale Airport employment area and also employment lands in Mississauga, Brampton and Vaughan, as a vital economic zone in Ontario and Canada. The Board of Trade notes that 400,000 jobs are accommodated in this area, making it the second largest employment zone in Canada after downtown Toronto. In Ontario, this area accounts for 51% of air transportation jobs, 36% of warehousing and storage jobs and 25% of pharmaceutical and medicine manufacturing jobs. The Board of Trade also cautions that a scarcity of employment lands is restricting economic potential.

Employment areas provide opportunities for Torontonians to live and work in the City. Fifty percent of the workers in this employment area live in the City of Toronto, and 33% 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. 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 towards adapting to climate change. A significant proportion of workers in this employment area (21%) use a low-carbon mode of travel to work: 19% 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 Areas* at 160 Queens Plate Drive, 330 Queens Plate Drive and 2200-2250 Islington Avenue.

This cluster of conversion requests is located in the northern portion of a large *Employment Area* at the northwestern periphery of Toronto. Each of the three conversion request sites are located next to employment uses on lands designated as *Employment Areas*. Each of the sites are also located along major streets as identified on Map 3 of the Official Plan. The Conversion Request No. 080 lands are located at the northwest corner of the intersection of Islington Avenue and the corridor that contains the Metrolinx Kitchener GO Corridor, Highway 401 and Highway 409. The two Queens Plate Drive properties are located north and east of the intersection of Highway 27 and Rexdale Boulevard.

Official Plan Amendment No. 231 (“OPA 231”) was adopted by City 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 numerous parties, including the owners of 330 Queens Plate Drive and 2200 Islington Avenue. This appeal concerning 330 Queens Plate Drive has not been scheduled for a hearing at the Ontario Land Tribunal at this time. The OPA 231 appeal related to 2200 Islington Avenue was withdrawn. Staff's final assessment of these conversion requests is consistent with OPA 231 which recommended that the lands be retained for employment purposes and designated *General Employment Areas*.

The conversion lands are located within SASP 29, the Airport Operating Area for Pearson International Airport which stipulates that new residential and other sensitive uses are prohibited, and can only be permitted through site specific zoning permission if the use is generally consistent with Transport Canada's latest guidelines. Consideration for residential uses may only be permitted provided that there will be no negative impacts on the long-term function of the airport.

Staff consulted with the Greater Toronto Airport Authority ("GTAA"). As Canada's largest and busiest airport, Pearson International Airport is one of the country's most significant pieces of transportation infrastructure and a key centre of air connectivity, playing a unique role in the global movement of people and goods. Toronto Pearson is federally regulated, the airport is not bound by municipal noise by-laws, and because federal laws place no maximum limits or time restrictions on noise level, the introduction of sensitive uses is not recommended due to potential conflict between incompatible uses locating in areas impacted by the operation of the airport.

Toronto Pearson works to manage noise associated with their operations. Land use planning is a key part of the Noise Management Program to limit the number of people affected by noise resulting from aircraft operations. Transport Canada's Noise Exposure Forecast (NEF) model is the official methodology used to quantify noise exposure in the vicinity of Canadian airports for land use planning purposes. The metric allows Transport Canada to predict a community's response to aircraft noise. If the NEF level is greater than 35, complaints are likely to be high. An NEF range above 25 still has the potential to cause complaints. The lands of 330 Queens Plate Drive (No. 049), 2200-2250 Islington Avenue (No. 080) and a portion of 160 Queens Plate Drive (No. 112) are currently located within the 30 Noise Exposure Forecast ("NEF") noise contour range, where noise complaints are anticipated and residential development is prohibited. The remainder of 160 Queens Plate Drive (No. 112) is located within the 25 to 30 NEF noise contour range, a range that has the potential to cause complaints.

The Pearson Airport 2017-2037 Master Plan states that the total number of passengers flying to, from or through Toronto Pearson International Airport are forecasted to increase at an annual growth rate of 3.1 per cent. The Master Plan prioritizes collaboration with government agencies and other entities in response to the projected accommodation of 85 million passengers in 2037, compared with 47 million passengers today. These conversion requests seeking residential use permissions and other sensitive uses were considered in part by the future expansion plans of the airport and the development of a new Multiple Scenario Envelope NEF contour for 2037.

Changes to the noise contour analysis are anticipated given plans to expand airport operations and accommodate additional flights, which includes a new 6th runway. As a

result, the updated NEF associated with the conversion request lands will potentially be higher than what is currently identified. The new system will include recommendation for a threshold value, beyond which noise-sensitive land uses should not be permitted to develop. That threshold will form a basis, similar to the 30 NEF contour line in the current system, for establishing a new revised boundary of an Airport Operating Area.

Greater Toronto Airports Authority (GTAA) advised that retaining *Employment Areas* exclusively as stable places of business and economic activities is integral to the success of Pearson Airport and the economic health of the surrounding region. As well, the GTAA considers SASP 29 to be extremely important to the airport to help protect for the safety and economic vitality of the airport both now and for the long term.

In addition to consulting, the GTAA submitted a letter on June 30, 2022 to express support for the OP's *Employment Areas* policies, the preservation of employment lands and the separation of sensitive land uses from *Employment Areas* that are within the Airport Operating Area. Additionally, the GTAA noted the preservation and continuation of SASP 29 to be extremely important to the airport in order to protect for the safety and economic vitality of the airport both now and for the long term.

These three conversion requests represent a significant amount of employment lands with a total area of 17.03 hectares (41.96 acres). The assessment of the proposed conversion requests recognizes the potential impact of multiple conversion requests on the viability of the *Employment Areas* and their planned function.

These lands maintain optimal visibility and access that characterize them as key locations for employment, which are in proximity to or front major streets as shown on Map 3 of the Official Plan. The lands are in the immediate vicinity of major transportation infrastructure such as Highway 27 and the Metrolinx Kitchener GO Corridor. The lands are further connected to an integrated transportation network that is ideal for siting employment activity, with connections to Highway 427, Highway 409 and Highway 401. Of significant importance, this *Employment Area* also benefits from access to air transport routes which are optimal for businesses seeking to move goods internationally.

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. A conversion of the lands to introduce sensitive uses may impact the movement of goods within the *Employment Area* and the ability of the area to provide a stable and productive operating environment for business located in proximity to the airport.

The south portion of the lands of 2200-2250 Islington Avenue are embedded within a group of parcels designated for employment uses that is used for and planned for business and economic activities. A conversion of the employment lands would alter the contiguous configuration of the *Employment Area* designations and could negatively impact the associated employment operations. Further, a conversion of northern portion

of the lands, on Queens Plate Drive (Conversion Request No. 049) would disrupt the continuity of employment lands that are appropriately buffered from residential and other sensitive uses to the north by the Humber River and ravine.

Local industry surrounding the lands have expressed concern with the introduction of residential uses to the *Employment Area*, and potential compatibility issues that may affect business operations. Several businesses surrounding Conversion Requests 049 and 112 have expressed concern with potential conversion of the lands, some stating that they operate 7 days a week, 24 hours a day with related truck traffic, noise and vibration impacts and overnight lighting. There are additional concerns with the following; impact of residential traffic on the area, security, ability to operate, complaints from residents due to noise and uncertainty in future occupancy as a tenant.

Local industry surrounding Conversion Request No. 080 have expressed concern regarding the introduction of residential uses in this location. Further, businesses have stated the importance of the location for employment purposes with reference to the proximity to the rail corridor, and use of employment lands for storage and warehouse uses. Conversion of these lands may negatively impact business operations, as businesses surrounding the conversion request lands are predominantly comprised of manufacturing, retail and service industries as well as wholesale and distribution uses.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request and peer reviewed. The submitted Compatibility/Mitigation (“C/M”) Studies have indicated that the proposed residential uses would require further study respecting aircraft noise, noise for road traffic impacts, air quality from traffic, several facilities, transportation vibration, and NEF contours.

The Peer Reviews of the C/M Studies determined that the proposed residential uses would require further study respecting: complaint history, noise, vibration, air quality, justification for classification of a facility, preliminary air traffic impacts, preliminary traffic noise impacts, additional industrial/commercial operations in the vicinity, best industry practices for analysis and recommendation of mitigation measures, impact of the request on surrounding employment areas and facilities. 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. In addition, the Peer Reviewers 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 proposals for residential uses in these locations do not support the achievement of a complete community as they would not provide residents with convenient access to local stores, schools, services and public service facilities.

The closest TDSB Elementary school to 330 Queens Plate Drive and 160 Queens Plate Drive is approximately 2.3km in walking distance from the lands. The closest library is approximately 2.4km from the site in walking distance and requires the crossing of a major road.

The closest recreation centre is approximately 3.1km in walking distance from 2250 Islington Avenue, and requires the crossing of a major road. The closest TDSB elementary school is approximately 1.1km in walking distance away, and access from the conversion request lands requires the crossing of a major road.

There is no convenient access to higher order transit from the lands to support residential uses on the lands. The closest rail option is not located within a convenient distance to the lands, and the Etobicoke North GO Station is scheduled to be closed.

RECOMMENDATION

Staff reviewed Conversion Request Nos. 112 (160 Queens Plate Drive), 049 (330 Queens Plate Drive) and 080 (2200-2250 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 *General Employment Areas*.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 126

Address: 1677 Wilson Avenue

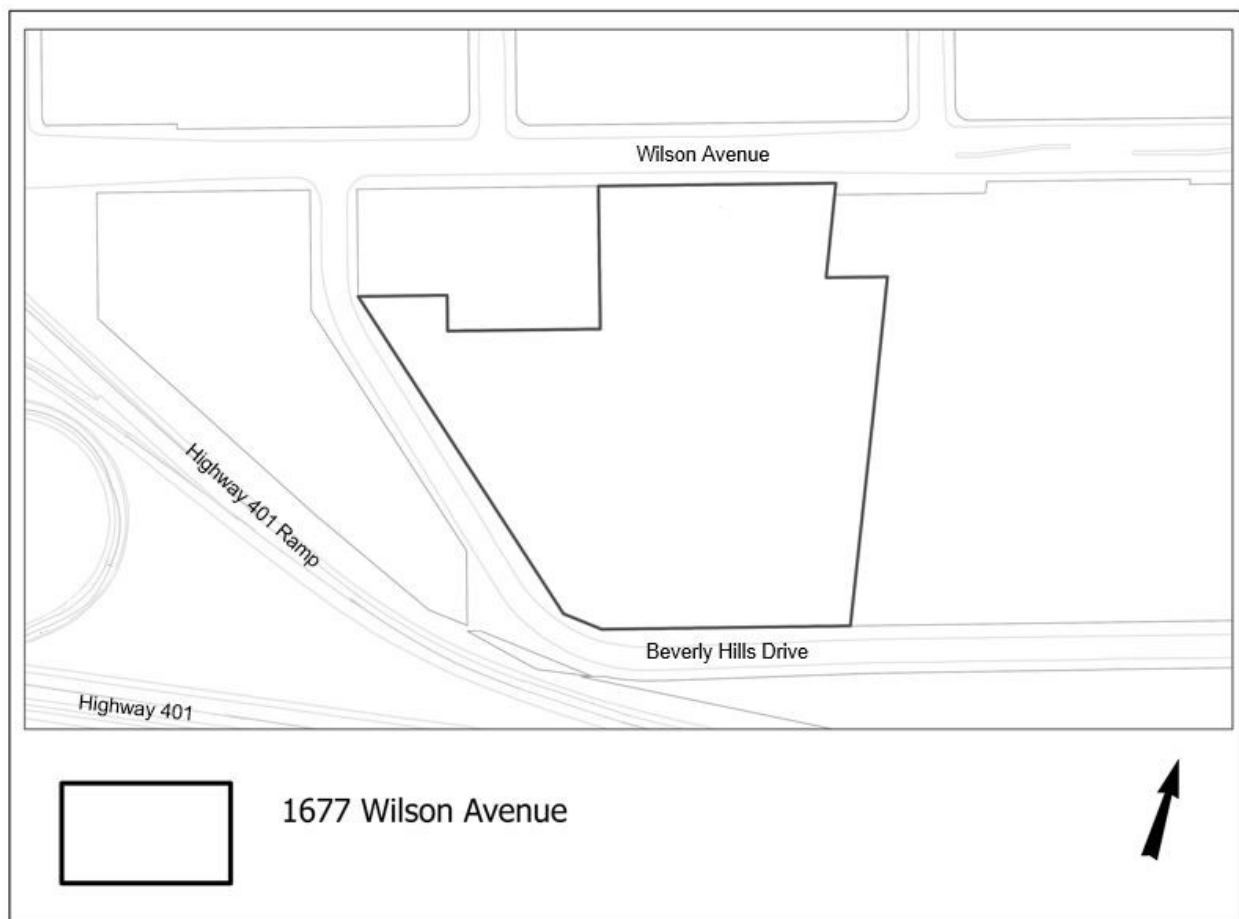
General area: Wilson Avenue and Highway 400

Ward: Humber River-Black Creek (7)

Owner (Applicant): 2656049 Ontario Inc. (Bennett Jones LLP)

Site area: Approximately 2.83 hectares (6.99 acres)

Existing uses: Hotel



CONVERSION REQUEST

Proposal: Request to redesignate 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 13)

Area Specific Policies: 4.4.0, Special Policy Area (Map C.2-4, Black Creek SPA) in former City of North York Official Plan
Jane-Wilson: Black Creek Special Policy Area (Map 11) – subject to Toronto Official Plan Appeal

Zoning By-law: Industrial-Commercial Zone (MC(H)) in the former City of North York Zoning By-law No. 7625

SITE CONTEXT AND ADJACENT USES

North: Wilson Avenue, with low-rise apartment buildings fronting onto the north side of Wilson Avenue

South: Funeral home, Highway 400/Highway 401 interchange and Highway 401

East: Construction materials distribution, open storage and place of worship

West: Automobile repair, vacant restaurant building and place of worship

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 Toronto's Official Plan set out the criteria to be applied by the City when consider the conversion of lands designated *Employment Areas*. Criteria include the requirement to: demonstrate a need for the conversion; the ability of the City to maintain sufficient land to meet the 2051 employment forecasts set out in the Growth Plan 2020; requirement that the conversion would not adversely affect the overall viability of the employment area; and, that 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 these requests. Planning and Housing Committee authorized the use of over 130

preliminary assessments to facilitate consultation with requestors, neighbouring businesses, major facilities, propane operators, other stakeholders and the public. Staff reviewed the materials provided as part of this conversion request; considered the conclusion of the Peer Review of the Compatibility/Mitigation Study; consulted with the owner/applicant and the Ministry of Municipal Affairs and Housing; 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. 126 and provides staff's recommendations.

FINAL ASSESSMENT

The subject lands are located in the south-eastern quadrant of the Highway 400 employment area. The Highway 400 employment area has one of the largest concentrations of land designated *Employment Areas* in the City. Highway 400 and Highway 401 provide superior access, making it attractive for the quick and efficient movement of goods for the many manufacturing logistic facilities located in this area. With over 32,000 jobs in 2022, employment has been fairly stable since 2001, and the number of businesses has grown by 15% (over 2,100 businesses in 2022). The dominant sectors are Manufacturing, Transportation, Warehousing & Wholesale Trade and Construction. Four of the top five employers within this area of employment are manufacturers, including food processing, car parts production, pharmaceuticals and office furniture. The 2.51 million square metres of industrial space in 2021, was essentially fully occupied with less than 1% vacancy. Approximately \$421 million was invested in construction and alterations building permits for industrial/ commercial projects between 2016-2021, and there was over 126,000 square metres of new development in the pipeline, demonstrating the confidence that businesses have in this area.

Employment areas provide opportunities for Torontonians to live and work in the City. In this employment area, fifty-three percent of the workers live in the City, and 45% of those workers reside in Neighbourhood Improvement Areas ("NIAs"). NIAs are areas identified as priority for investment 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 (53%) use a low carbon mode of travel to work: 30% use transit while 5% 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 1677 Wilson Avenue.

The lands are located north of Highway 401 and east of Highway 400, and are currently occupied by a hotel and its associated surface parking lot. The lands sit within a key location and are of a considerable size to potentially accommodate a range of permitted employment uses. The lands help ensure this *Employment Area* has a variety of parcel sizes available and are well located for a variety of *Employment Area* uses given the immediate proximity of the lands to Highway 401 and Highway 400 / Black Creek Drive. Employment lands that front a major expressway or highway are valuable and well-suited for business, given their viability and prominence.

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 movement of goods for existing and future employment uses within the *Employment Area* and hinder the ability of the area to provide a stable and productive operating environment for businesses.

The lands are located within the Black Creek Special Policy Area (SPA). An SPA is part of a community that has historically existed in the floodplain and where development is controlled by Official Plan policies that have been approved by both the Minister of Natural Resources and Forestry (MNRF) and the Minister of Municipal Affairs and Housing (MMAH).

Policy 1.3.4 of the PPS 2020 requires any change or modification to land use designations or boundaries that apply to SPA must first be approved by both the Ministers of MMAH and MNRF prior to any subsequent City approval of changes or modification to the SPA lands. Ministry of MMAH staff have confirmed that the Official Plan cannot be amended to convert and redesignate these lands prior to the required dual-Ministerial approval. A recommendation to convert the lands to permit residential and/or other non-employment uses would be premature prior to addressing the flood vulnerabilities of the lands.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request and peer reviewed. The Peer Review of the “C/M” Study determined that the required information and assessment was not provided with respect to the following: reclassification of industries and assessments of additional facilities, history of complaints, traffic noise and air pollution and discussion on impact on and to the surrounding *Employment Areas* to confirm compatibility. 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 conversion is compatible within the *Employment Area*. Staff considered these findings, in addition to applying all 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 650m away from the lands. The nearest community centre (Chalkfarm Community Centre) is 1.2 km away from the lands. There is no assigned or planned Toronto District School Board elementary school for this address. The elementary school that accommodates the nearby residential area is located 1.8 km away. The nearest elementary Toronto Catholic School Board is approximately 900 metres away from the lands. In order to access the nearest library, public elementary school and recreation centre via walking, the route would require walking across the *Employment Areas* and access to the elementary schools requires crossing a major street. Access to the library requires walking through a busy mall parking lot without sidewalk infrastructure to facilitate walkability.

The subject lands do not have good accessibility to higher order public transit. The nearest higher order transit station is Wilson Subway Station, which is approximately 6.3 km away.

RECOMMENDATION

Staff reviewed Conversion Request No. 126 (1677 Wilson 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.127

Address: 65, 87 Heward Avenue

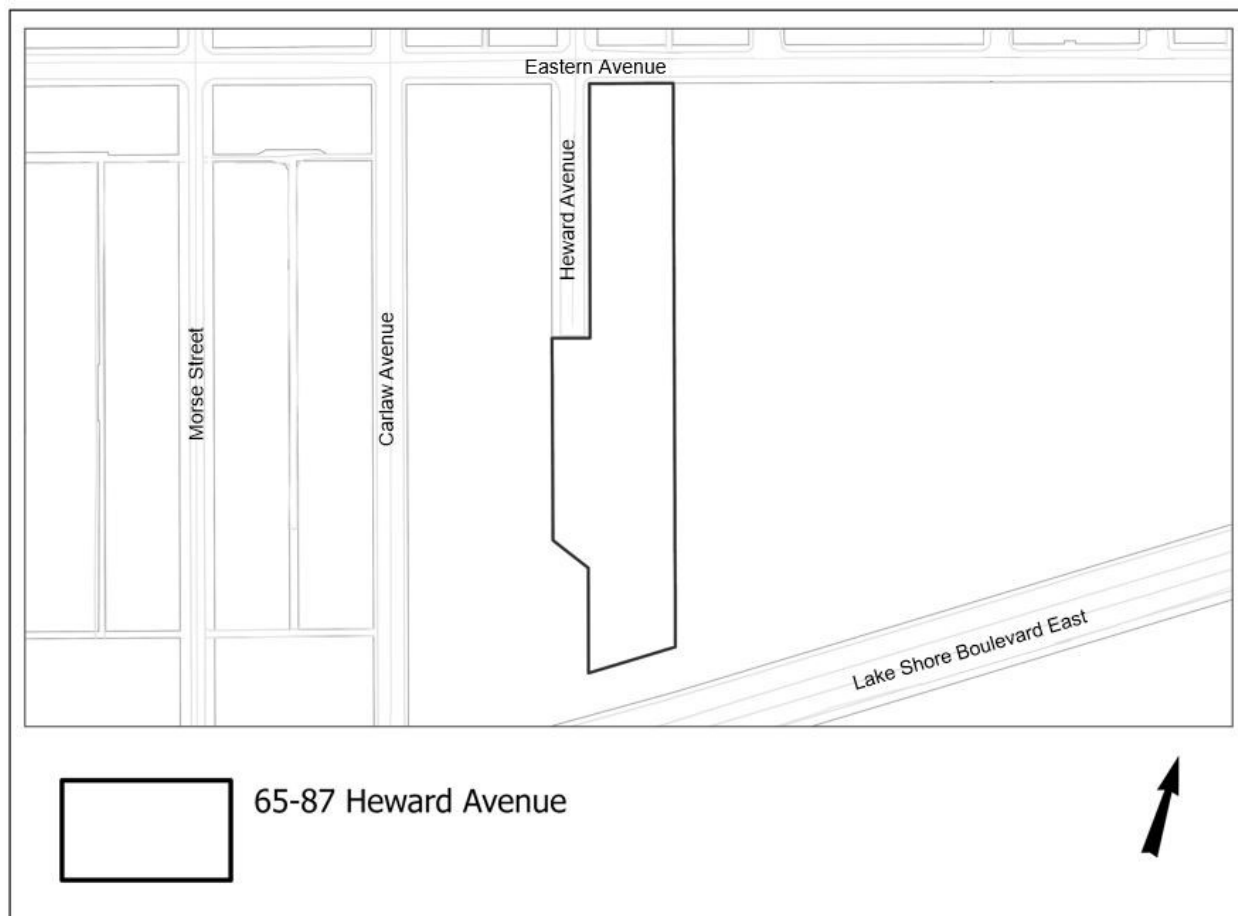
General area: Eastern Avenue and Carlaw Avenue

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. 128

Address: 2270 Morningside Avenue

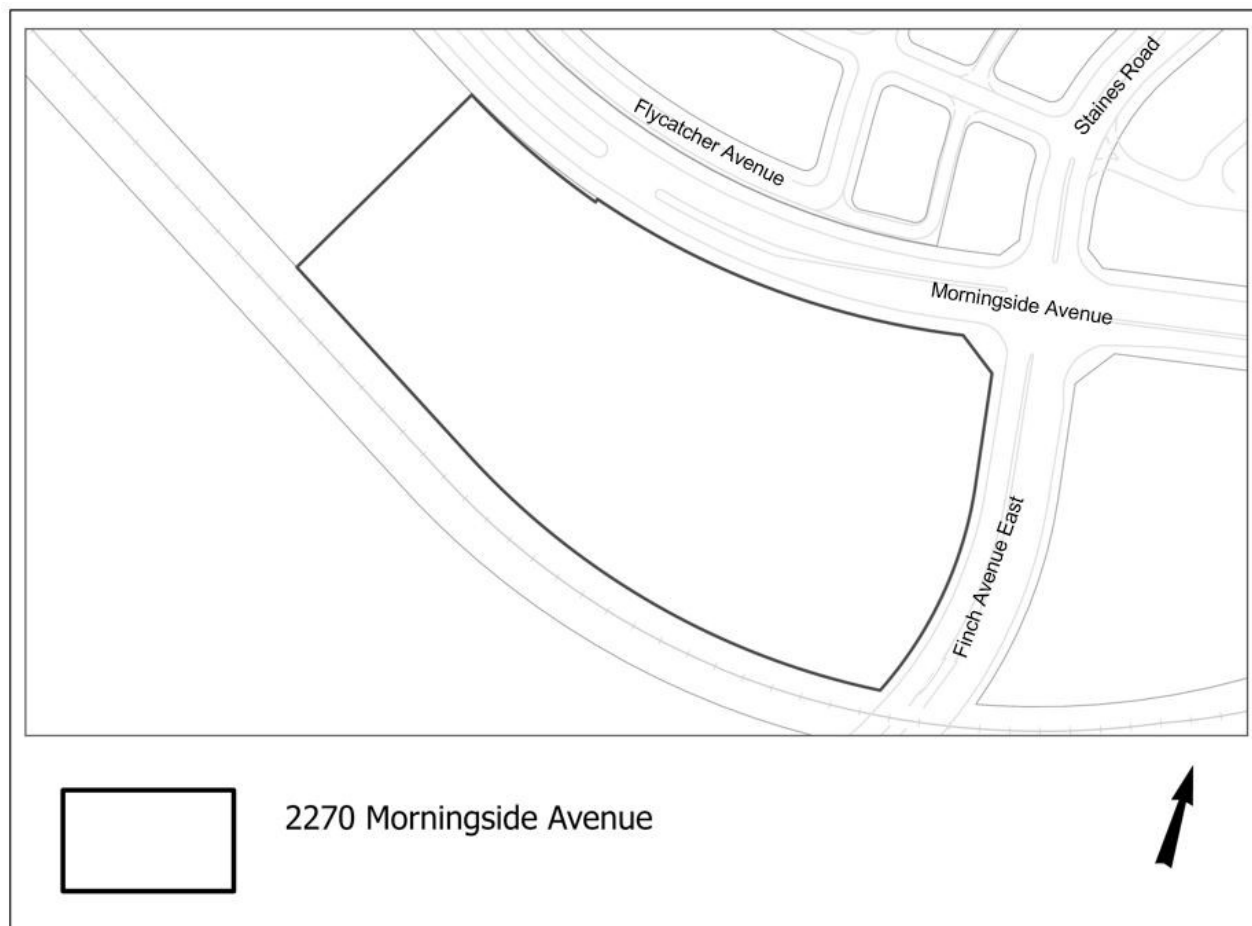
General area: Finch Avenue East and Morningside Avenue

Ward: Scarborough-Rouge Park (25)

Owner (Applicant): 2658958 Ontario Inc. c/o Roniso Corporation (IBI Group)

Site area: Approximately 3.9 hectares (9.6 acres)

Existing uses: Vacant lot



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 22)

Area Specific Policies: Morningside Heights Secondary Plan

Zoning By-law: Community Commercial Zone (CC) in the former City of Scarborough Employment Districts Zoning By-Law 24982

SITE CONTEXT AND ADJACENT USES

North: On the east side of Morningside Avenue, low rise residential. Northwest adjacent to the conversion request lands is a proposal under construction for three multi-tenant industrial condominium buildings

South: South of the rail line, large format supermarket, a recently completed two-storey commercial building and two-storey industrial building

East: Across Finch Ave East is a commercial retail complex containing a gas station, car wash and single-storey retail buildings

West: Health manufacturing, packaging facility, warehousing

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 Toronto's 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 over 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 have reviewed the material provided as part of this conversion request; considered the conclusions 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. 128 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located at the intersection of Finch Avenue East and Morningside Avenue in 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. The Finch Avenue East corridor, from Morningside to Middlefield, is predominantly home to a number of traditional manufacturing and light industrial uses surrounding the CP Rail corridor. In 2021, the area had a low vacancy rate of 3.5%. 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 in this area 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. 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 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. 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 2270 Morningside Avenue.

The lands are designated *General Employment Areas* with lands to the east, west, and south designated *General* and *Core Employment Areas*. The lands are adjacent to a rail line to the south, and there are residential neighbourhoods to the north across Morningside Avenue.

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 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* and jeopardize the ability to provide a stable and productive operating environment for existing and new businesses and their economic activities. The location of the *General Employment Areas* acts as a buffer between the heavier industrial uses to the west and northwest of the lands, and the residential neighbourhood across Morningside Avenue.

The immediate area of the conversion request lands has recently experienced a number of development applications, demonstrating both the demand for *Employment Areas* as well as the attractiveness of the area for businesses. Directly adjacent to the site at 2340 and 2450 Morningside Avenue, an industrial condominium consisting of three multi-unit industrial buildings is under construction. Further northwest of the site is a recently constructed warehouse and distribution centre, in addition to applications to expand existing industrial buildings as well as an application to construct a new one storey industrial warehouse building with ancillary offices. A conversion of these lands could jeopardize the ability for these new businesses to expand or reinvest in their sites. Introducing residential uses could impact the broader area with increased traffic and potential compatibility issues.

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 site has access to Morningside Avenue and Finch Avenue East, both Major Streets as identified in Map 3 of the Official Plan, which provide access for goods movement, making the lands and the larger employment area strategically located for industrial uses. The site, and this employment area, is located in eastern Scarborough, making it an ideal location for goods movement to the eastern GTA, and north to Markham. The conversion request would prevent the strategic preservation of *Employment Areas* near important highway transportation infrastructure to facilitate the movement of goods.

Outreach to local industry included those with existing provincial Environmental Compliance Approvals (“ECA”), Certificates of Approval (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 residential uses to the east of Morningside Avenue. 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. 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.

A Compatibility/Mitigation (“C/M”) Study was required to support each conversion request, and peer reviewed. The City's peer review of the compatibility/mitigation study determined that there are over 45 facilities within the 1000m radius of the lands and eight that are within the minimum separation distance according to the D-6 Guidelines. Of these within the minimum separation distance, some have ECA/EASR/CoA including Class II facilities such as packaging manufacturing, tube manufacturing, and several warehousing facilities. Staff have concerns that the proposed conversion request could adversely affect the ability of these industries to continue operating and/or expanding and maintain their compliance approvals. The lands are also adjacent to the CP rail line and the peer review of the compatibility/mitigation study advised further noise and vibration analysis was required. 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.

It is staff's understanding that a TTC bus loop was originally contemplated on the conversion request lands as part of a plan of subdivision for employment uses that was previously submitted on the lands in the late 2000's. Prior to the MCR, a subsequent Site Plan Application was submitted for a 5-storey commercial office building with ground floor retail and a drive-thru restaurant and a second 1-storey retail building. The TTC advised City staff that they will not be pursuing a bus loop at this location through the site plan application at this time.

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. There is no higher order transit close to the lands. While the lands do have some community services and facilities nearby such as parks and schools, accessing them requires the crossing of major streets. Despite some limited community 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.128 (2270 Morningside 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. 131

Address: 350 Campbell Avenue

General area: East of Symington Avenue, North of Dupont Street

Ward: Davenport (9)

Owner (Applicant): European Bakery Supply Inc (Bousfields Inc.)

Site area: Approximately 0.11 hectares (0.27 acres)

Existing uses: Surface parking lot



CONVERSION REQUEST

Proposal: Request to redesignate the lands at 350 Campbell Avenue from *Core Employment Areas* to *Mixed Use Areas* to permit residential uses (parking garage and outdoor amenity space associated with a mixed use development application at 321-355 Symington Avenue).

An Official Plan Amendment (OPA Application No. 23 104503 STE 09 OZ) to convert from *Core Employment Areas* to *Mixed Use Areas* was submitted for these lands on January 17, 2023 and deemed complete on February 27, 2023.

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: Industrial District (I3 D2) in the former City of Toronto By-law 438-86

SITE CONTEXT AND ADJACENT USES

North: The CP rail corridor, (further north: additional light industrial and studio spaces, a Toronto Hydro substation and low-rise residential buildings beyond)

South: Low-rise residential uses on Campbell Avenue and a 2-storey commercial building and residential uses along the north side of Dupont Street. The lands at 316-336 Campbell Avenue are subject to a recently approved 26-storey residential building (further south: 2 storey commercial building and residential uses along the south side of Dupont Street and a recently constructed 12 storey mixed use development with a library/community space)

East: A four-building complex with a mix of industrial and commercial uses (further east: the Metrolinx Barrie GO Rail line and a two residential tower development of 23 and 27 storeys at Dupont Street and Lansdowne Avenue, along with the re-use of the former Canada Foundry Company building along Dupont Street)

West: Royce Dupont Plaza which is a two storey commercial plaza, with the Caldense Bakery, a pharmacy, medical and other office uses and a Beer Store that are also subject to the zoning by-law amendment application made for the lands (ZBA Application: 22 232811 STE 09 OZ) (further west: Symington Avenue Playground and townhouses development along Symington Avenue, and beyond, low-rise 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 have reviewed the material provided as part of this conversion request; consulted with the owner/applicant; and conducted site visit. This Final Assessment completes the review of Conversion Request No. 131 and provides staff's recommendations.

FINAL ASSESSMENT

The lands are located in the larger Junction-Weston-Dupont employment area and are bounded by the Canadian Pacific Railway corridor to the north, Campbell Avenue to the east and the *Mixed Use Areas* portion of the lands to the west. To the east of the lands are a cluster of *Core Employment Areas* used by various businesses that access their businesses off of Campbell Avenue. There is a large cluster of *Core Employment Areas* north of the rail corridor occupied by studios, offices, distribution services, and a Toronto Hydro substation. The lands are part of a larger cluster of *Employment Areas*.

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 contributed 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. This employment area represents 197.1 hectares of land and as of 2022, there were 1,175 establishments in the area that employ 18,686 people. 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 ("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. Approximately a third of workers commute to the larger employment area using low-carbon modes of travel to work: 18% use transit, while approximately 11% 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 350 Campbell Avenue.

The lands are located east of Symington Avenue, and north of Dupont Avenue, a street that runs parallel to the south side of the Canadian Pacific Railway corridor. The conversion seeks to convert 350 Campbell Avenue from *Core Employment Areas* to *Mixed Use Areas* to facilitate the parking area and outdoor amenity space for a mixed use development located to the west at 321-355 Symington Avenue. 350 Campbell Avenue is currently being used as a parking lot, primarily serving the Caldense Bakery at 337 Symington Avenue.

Campbell Avenue is not identified as a Major Street in Map 3 of the Official Plan. Staff have concerns regarding converting the lands to *Mixed Use Areas*, which would allow for additional residential permissions to be associated with the proposed development at 321-355 Symington Avenue. Adding more residential uses would have an impact on the capacity and function of the transportation network given constraints to road access. Access to the lands would only be from Campbell Avenue. The maintenance of truck access to the lands is also an important consideration for this location to facilitate the continued operation of the employment uses east of Campbell Avenue, where access and parking are limited. As the proposed uses for these lands are limited to parking and loading to support the mixed-use development on 321-355 Symington Avenue, staff do not support a redesignation of the lands.

Development on the lands that includes sensitive uses, such as residential amenity space, would be required to be set back 30 metres 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 to *Mixed Use Areas* without the necessary analysis to determine if residential uses such as the amenity space, is appropriate with respect to compatibility and mitigation.

The lands provide a buffer between the rail corridor to the north and the *Mixed Use Areas* to the west and *Neighbourhoods* to the south. In addition, the lands provide a land use transition to the *Core Employment Areas* further north to help ensure they are protected for employment uses, and provides a buffer from the encroachment of sensitive land uses.

In order to facilitate the proposed mixed-use development at 321-355 Symington Avenue, staff recommend retaining the lands at 350 Campbell Avenue as *Core Employment Areas* with a Site and Area Specific Policy (“SASP”) that would permit the lands at 350 Campbell Avenue to be used for parking, loading, service, access and/or mechanical facilities to serve the mixed-use development at 321-355 Symington Avenue and the lands at 350 Campbell Avenue. Residential uses, and other sensitive land uses (e.g. amenity spaces, daycares) would not be permitted on the 350 Campbell Avenue lands. In addition to parking, the request proposes outdoor amenity space, a sensitive land use, adjacent to the rail corridor to the north. Rail facilities like rail lines, are major facilities, which will be separated from sensitive land uses to prevent or mitigate adverse effects from noise, vibration, and emissions, and minimize risk to public health and safety. It is staff’s opinion that outdoor amenity space is an inappropriate use within the *Employment Areas*.

The flexibility proposed for the *Core Employment Areas* are intended to provide supportive uses for the adjacent lands designated *Mixed Use Areas* to the west. The details of the technical/mechanical uses would be evaluated and secured through the development review process.

In addition, the proposed SASP would require a minimum of 1,000 square metres of employment gross floor area to be incorporated into the redevelopment of the lands at 350 Campbell Avenue. The appropriate type of employment use will be determined through a Rail Safety and Rail Mitigation Report that is peer reviewed and implemented, at the applicant's expense, to the City's satisfaction, and reviewed by the applicable rail operator. The SASP also provides for flexibility to provide the required employment gross floor area on the adjacent mixed use development, which is subject to the ongoing zoning by-law amendment application at 321-355 Symington Avenue. The required employment uses can be provided on the adjacent *Mixed Use Areas* portion of the lands provided the employment use are development prior to or concurrent with any residential uses within the *Mixed Use Areas*, and the uses are compatible with the surrounding uses as determined by a peer-reviewed Compatibility/Mitigation study.

In staff's opinion, the retention of these lands as *Core Employment Areas* with the proposed SASP would not adversely affect the overall viability of the existing *Employment Area* designated lands to the north and east, 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 while providing flexibility to the proposed development at 321-355 Symington Avenue and the lands at 350 Campbell Avenue.

Economic Development & Culture (EDC) staff are of the opinion that the proposed SASP which relies on employment lands to support the mixed-use development at 321-355 Symington Avenue could undermine the purpose and function of the *Employment*

Areas, including those to the east of Campbell Avenue, and is not appropriate. EDC is supportive of the minimum employment gross floor area requirement as proposed however, the intent of *Employment Areas* in the Official Plan is to provide lands exclusively for business and economic activity. It is EDC's opinion that developments that contemplate a range of uses including residential and ancillary residential are provided for in *Mixed Use Areas*.

City Planning staff considered comments from EDC staff and are of the opinion of that the retention of these lands as *Core Employment Areas* with the proposed SASP would not adversely affect the overall viability of the existing *Employment Area*, while supporting the mixed-use development on the adjacent lands. The proposed SASP would require a minimum of 1,000 square metres of employment gross floor area to be incorporated into the redevelopment of the lands at 350 Campbell Avenue.

RECOMMENDATION

Staff reviewed Conversion Request No. 131 (350 Campbell Avenue) against the policies of the PPS 2020, the Growth Plan 2020, and the Official Plan and recommends that the lands should be retained as *Employment Areas* and continue to be designated as *Core Employment Areas* with a new SASP applied.

FINAL ASSESSMENT OF CONVERSION REQUEST NO. 132

Address: 865 York Mills Road

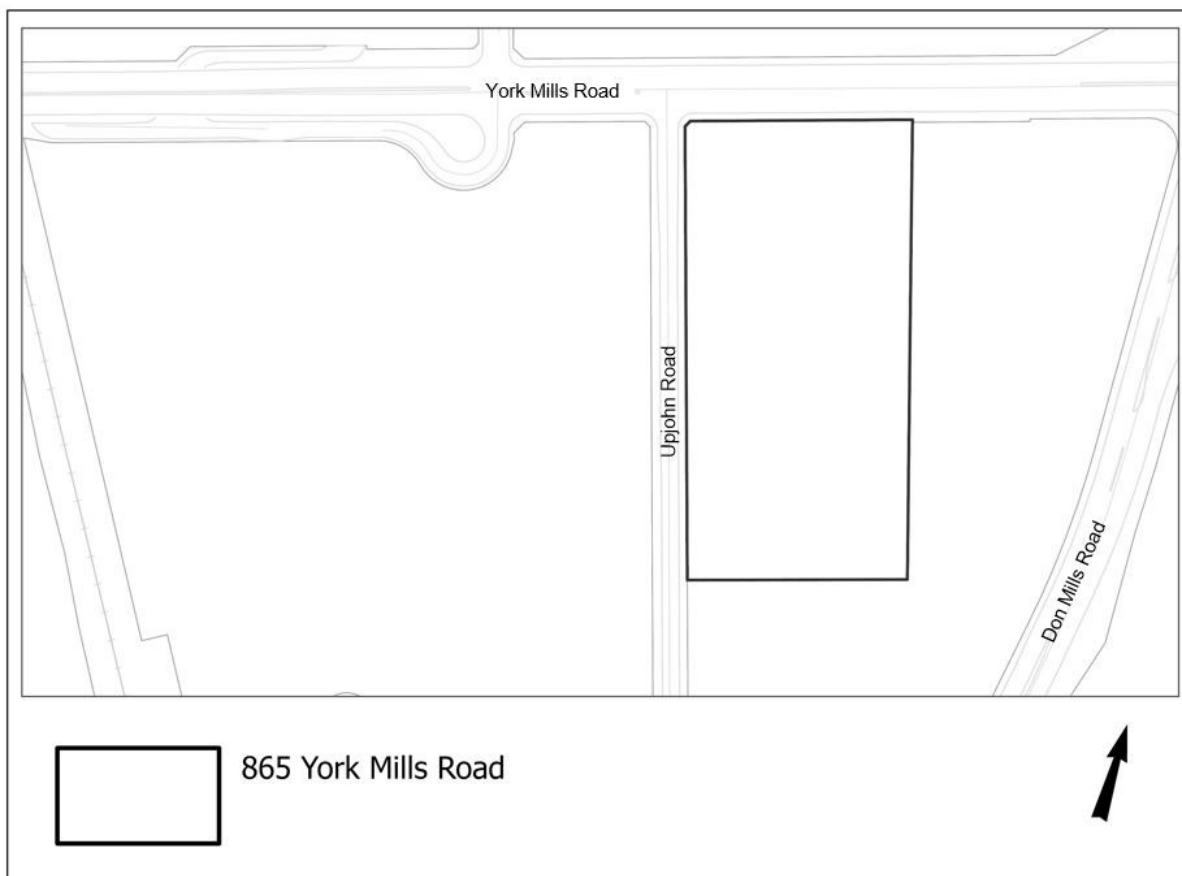
General area: Don Mills Road and York Mills Road

Ward: Don Valley East (16)

Owner (Applicant): 2141805 Ontario Inc. "Liberty" (Bousfields Inc.)

Site area: Approximately 3.56 hectares (8.79 acres)

Existing uses: Commercial plaza with surface parking



CONVERSION REQUEST

Proposal: Request to redesignate all of the lands from *General Employment Areas* to a designation that permits residential and non-employment 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: Hotel with surface parking

South: Surface parking and 3-storey self-storage building

East: Commercial plaza (875-879 York Mills Road), 10-storey office building with surface parking (1500 Don Mills Road), 3-storey office building (1470 Don Mills Road)

West: Commercial plaza – restaurant and fast food 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 Toronto's 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 adversely affect the overall viability of the *employment area*; and, there is a lack of infrastructure and public facilities to accommodate the proposed uses.

The City received over 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 have reviewed the material provided as part of this conversion request; considered the conclusions 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. 132 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% of those workers 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 865 York Mills Road.

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 including the owners of 865 York Mills Road. Staff's final assessment of this conversion request is consistent with

OPA 231 which recommended these lands be retained for employment purposes and designated *General Employment Areas*.

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 internal to the *Employment Area* and surrounded by employment lands that are used and planned for business and economic activities. The lands are part of a contiguous area of employment that is clearly defined. The natural feature and Don Mills Road provide a physical and consistent boundary that extends approximately 3.2 km on the north and eastern portion of the *Employment Area* from north to south, buffering the residential area to the east.

The contiguous nature of these *Employment Area* 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, west and east. Given the context of the location and surrounding land use designations, conversion of the lands has the potential to adversely affect the ability to provide opportunities for the clustering of similar or related employment uses.

The proposed conversion of the lands would create a precedent for further conversions in the *Employment Area* that would diminish the areas' ability to provide a stable operating environment for business and 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*.

The proposed conversion would remove a large site used for employment uses. The lands are 3.56 hectares in size and make up 2.8% of the total *Employment Area*, making it the third largest site in this *Employment Area*. 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 improves the visibility of land.

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 and peer reviewed. 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, 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 approximately 2.2 km away from the lands. The nearest recreation centre is approximately 2.3 km away from the lands. The nearest assigned Toronto District School Board (TDSB) elementary school is approximately 2.1 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 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 Area* and crossing major streets including Highway 401 if travelling by foot. The width of the right-of-way of those major streets range from 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 Don Mills Station, which is approximately 2.5 kilometres 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 2.5 kilometres from the lands. The lack of higher order transit and frequent, reliable bus service adds to the 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.

RECOMMENDATION

Staff reviewed Conversion Request No. 132 (865 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/OFFICIAL PLAN AMENDMENT 900 YORK MILLS ROAD

Address: 900 York Mills Road

General area: Don Mills Road and York Mills Road

Ward: Don Valley East (16)

Owner (Applicant): 2465855 Ontario Limited (Bousfields Inc.)

Site area: Approximately 4.7hectares (11.61 acres)

Existing uses: 21-storey hotel, including conference centre, school and restaurant uses with surface parking



CONVERSION REQUEST

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

An Official Plan Amendment to convert from *General Employment Areas* to *Mixed Use Areas* was submitted for these lands on October 30, 2017. The redesignation is required to permit a proposal that includes two residential mixed-use buildings with proposed heights of 32 and 26 storeys with a total of 564 residential units, along with a new 8 storey mid rise office building. A rear addition to the existing 21 storey hotel, would include a new 10 storey hotel, a new ballroom and an expanded conference centre. An additional 38,164 square metres of above grade parking is also proposed. (17 254908 NNY 34 OZ)

OFFICIAL PLAN AND ZONING FRAMEWORK

Urban Structure: *Employment Areas* (Map 2)

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

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

Zoning By-law: EO 1.5 (x7) Zone (Employment Industrial Office Zone) in the City of Toronto Zoning By-law 569-2013

SITE CONTEXT AND ADJACENT USES

North: A 2 to 3-storey building containing a private school, a 3-storey office building and a 7 and 13-storey office building containing office uses

South: 1-2 storey commercial plaza containing restaurant, retail and service uses with surface parking

East: Ravine and a 2-storey heritage house containing a restaurant use

West: A Commercial Plaza, multiple 1 to 4-storey buildings with various uses including office, services, retail and recreation

CONVERSION REQUEST/OFFICIAL PLAN AMENDMENT 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 Toronto's 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 adversely affect the overall viability of the *employment area*; and, there is a lack of infrastructure and public facilities to accommodate the proposed uses.

The City received over 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 have reviewed the material provided as part of this conversion request/Official Plan amendment application;; conducted outreach to businesses in the area; consulted with the Toronto Region Conservation Authority; and conducted a site visit. Staff also considered the previous review undertaken by Community planning staff. This Final Assessment completes staff's review 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 20,270 employees in 2022. There are four 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*, which demonstrates a continued level of private 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 the employment area live in the City of Toronto, and 15% of those workers 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 900 York Mills Road.

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 including the owners of 900 York Mills Road. 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*.

In addition, an Official Plan Amendment to convert from *General Employment Areas* to *Mixed Use Areas* was submitted for these lands on October 30, 2017. This final assessment represents staff's final recommendations on this application.

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 surrounded by other employment lands that are used and planned for business and economic activities. The lands are part of a contiguous area of employment that is clearly defined. The Don River and its ravines, with Don Mills Road provide a physical and consistent boundary that extends approximately 3.2 km on the eastern portion of the *Employment Area* from north to south, buffering the residential area to the east. The lands are bordered on four sides west of Don Mills Road by *General Employment Areas* and a ravine. Maintaining the *Employment Area* also helps to ensure buffering and protection of these lands to the west, north, and south.

The proposed conversion of the lands would create a precedent for further conversions into the Employment Area that would diminish the areas' ability to provide a stable operating environment for business and economic activities. 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 proposed conversion would remove a large site used for employment uses. The lands are 4.7 hectares in size and make up 3.7% of the total *Employment Area*, making it the second largest site in this *Employment Area*. The lands provide good visibility to the *Employment Area*, which increases value and marketability, attracting customers and employees, and improving the visibility of land. 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 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.

The lands are within the City of Toronto Ravine and Natural Feature Protection (RNFP) By-law area and approximately 400 square meters of the subject site is located in the City's Natural Heritage System as identified on Map 9 of the Official Plan. Given the proximity of the lands to the ravine, the Toronto and Region Conservation Authority has indicated the property is within their area of interest.

The Duncan Mills Office-Focused Area of Employment contains important large industrial uses nearby, as well as scale industrial uses. Many of these uses require Environmental Compliance Approvals (ECA) from the Ministry of Environment, Conservation and Parks. Significant employers in the area with current Environmental Compliance Approvals include Thales, a transportation product manufacturing firm and Zeiss Canada, a manufacturer of precision ophthalmology tools. There are also a number of smaller firms that rely on an ECA for continued operation. The location of new or expanded sensitive residential uses within the Employment Area may impact the ability of these firms to operate or require costly mitigation to maintain their ECA. Allowing residential uses as contemplated in the development may limit the growth of these and future employment uses in the surrounding employment lands.

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 also isolated from other residential areas. The easterly portion of the lands abut a natural area, while employment uses surround the north, south, and west (and east on the northern portion of the lands). The nearest high density residential use is approximately one kilometer to the north on Don Mills Road, crossing a ravine, the Don River, and a golf course.

The nearest library is approximately 2.1 km away from the lands. The nearest recreation centre is approximately 2.3 km away from the lands. The nearest assigned Toronto District School Board (TDSB) elementary school is approximately 2.6 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 Catholic District School Board (TCDSB) school is approximately 3.0 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 Area* and crossing major streets including Highway 401 if travelling by foot. The width of the right-of-way of those major streets range from 30 metres to over 38 metres.

Despite a notable number of workers that use transit in the area, the lands do not have good transit accessibility. The nearest higher order transit station is Don Mills Station, which is approximately 2.5 kilometres 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 2.5 kilometres from the lands. The lack of higher order transit and frequent, reliable bus service makes the lands difficult to reach via transit, adds to the 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.

RECOMMENDATION

Staff reviewed the Conversion Request/Official Plan Amendment application for 900 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 COUNCIL-INITIATED CONVERSION REQUEST

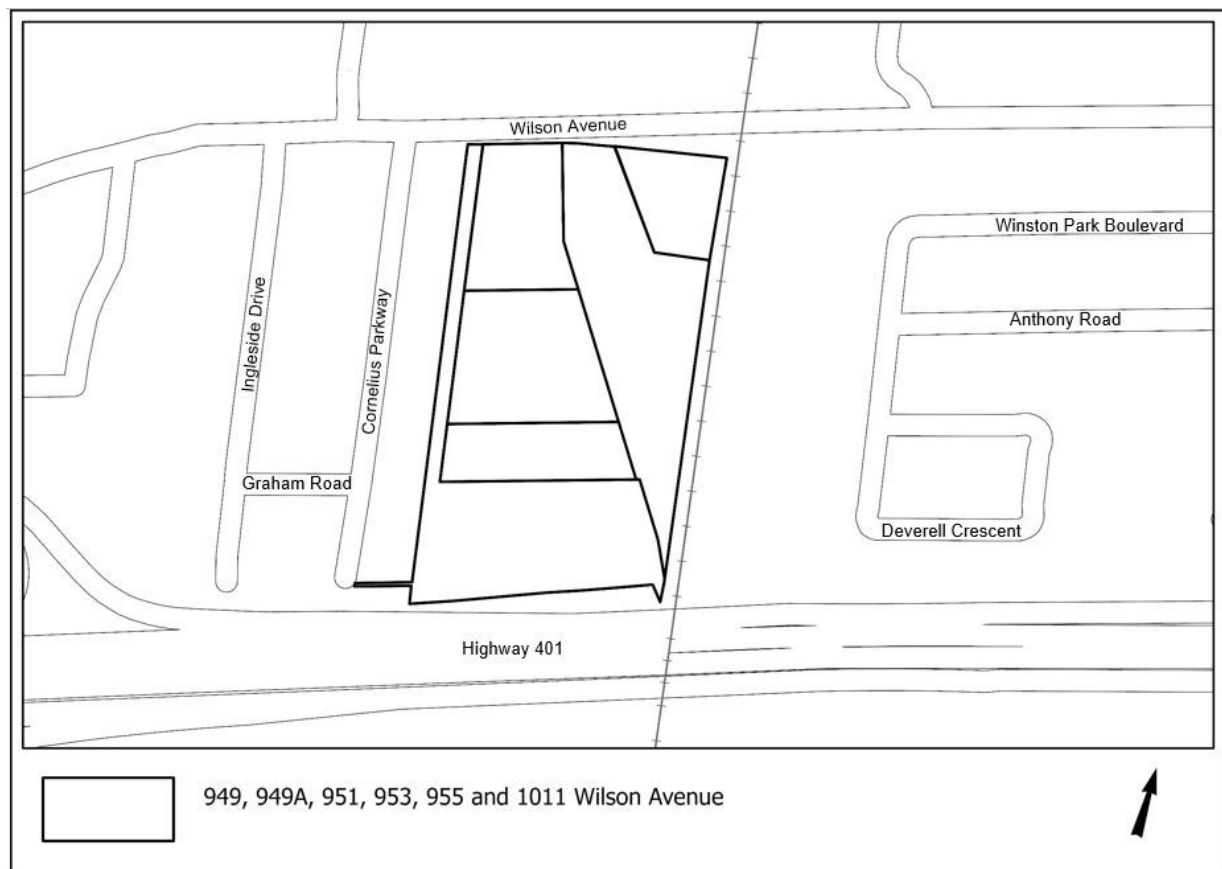
Address: 949, 949A, 951, 953, 955 and 1011 Wilson Avenue

General area: Wilson Avenue and Keele Street

Ward: York Centre (6)

Site area: Approximately 9.24 hectares (22.84 acres)

Existing uses: Asphalt plant, construction company facilities, office, places of worship, outdoor storage, services and retail



CONVERSION REQUEST

Proposal: Council-initiated request to redesignate from *Core Employment Areas* to *Mixed Use Areas* to permit residential 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: E 1.0(x9) & (x10) Employment-Industrial Zone in Zoning By-law 569-2013
MC(80)(H) Industrial-Commercial Zone in the former City of North York Zoning By-law 7625

SITE CONTEXT AND ADJACENT USES

North: Mount Sinai Memorial Park

South: Highway 401

East: Canadian National Railway

West: Residential one and two-storey detached homes, Medical Centres

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 Toronto's 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 adversely affect the overall viability of the *employment area*; and, there is a lack of 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.

On July 19, 2022, Council requested City Staff to conduct a preliminary assessment for the lands known as 949, 949A, 951, 953, 955 and 1011 Wilson Avenue to determine the feasibility of converting said properties to Mixed Use Areas - <https://secure.toronto.ca/council/agenda-item.do?item=2022.PH35.15>

Staff reviewed the request and conducted site visits. This Assessment completes the review of the conversion request made by City Council to conduct an assessment to determine the feasibility of converting the properties to Mixed Use Areas, subject to a Site Area Specific Policy.

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. There were over 17,000 jobs in the area in 2022, 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 between 2016 and 2021, 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 has 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. The area is subject to the Castlefield Caledonia Design and Décor District By-law (By-law 2007-1152), which protects the uses and 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 those workers reside in Neighbourhood Improvement Areas (“NIAs”). NIAs are areas identified as priority for investments to improve the general well-being of residents.

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 949, 949A, 951, 953, 955 and 1011 Wilson Avenue.

Staff have concerns with the potential impact of re-designating the subject lands from *Core Employment Areas* to a designation that permits residential and other sensitive 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 consist of 6 parcels of various sizes totalling 9.24 hectares in size. The proposed conversion will remove a large location used for employment uses which make up 3.2% of lands from the Caledonia – South Downsview Area of Employment. These lands abut Highway 401 and provide good visibility to the *Employment Area*, offering advantages such as increased value and marketability, attracting customers and employees and improving the visibility of land.

The lands are a contiguous area of land designated *Employment Areas* that is used and planned for business and economic activities. The lands are bounded by rail to the east, Highway 401 to the south, a major arterial road (Wilson Avenue) to the north and a lane to the west, that together form a natural delineation in this part of the broader area of employment.

Lands located directly east of the site are zoned Employment Industrial (EI), providing as-of-right land use permissions for impactful industrial uses, including laboratory, industrial sales and services and various manufacturing uses. Staff are concerned that uses on these lands near the site may have noise, odour, traffic and/or other adverse impacts upon the proposed residential uses on the site.

This part of the employment area is well connected to major goods movement corridors for vehicles. There are four major roadways providing access for traffic/deliveries both in and out of the area: Highway 401, Wilson Avenue, Keele Street and Dufferin Street. 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 Green Infrastructure Partners (GIP) located at 949 and 949A Wilson Avenue. Recent and significant reinvestment in the lands was raised during consultation. GIP currently uses the lands as a headquarters and an asphalt plant, employing 3,000 people during peak season. GIP indicated that the recent and significant investment in the lands provides and requires certainty for the future use of the lands after acquiring GFL Infrastructure Group Inc., Coco Paving Inc. and their

subsidiaries in 2022. GIP offers infrastructure material for third party customers across the GTA and also municipal road works projects throughout the City of Toronto.

The City of Toronto is GIP's largest customer, representing \$127.5 million in contracts for work that includes the Port Lands Flood Protection and the Gardiner Expressway Resurfacing. GIP also provides infrastructure services to Infrastructure Ontario, and Metrolinx for the Finch West LRT. Concern was raised that if the existing employment land use permissions are changed, it would not be possible to guarantee that the current employment uses would be compatible with sensitive uses. Retaining the lands for employment uses would not only provide certainty for the continuing and expanding operations, but also ensure a reliable supply of asphalt for GIP's future infrastructure projects.

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 have some 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 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. The nearest higher order transit station is Wilson Subway Station, which is approximately 2.1 km away from the lands. Wilson Station is accessed by a bus route that is not part of the City's Ten-Minute Network. The Ten-Minute Network is comprised of surface transit bus routes that operate every ten minutes or better at all times the route is operated.

RECOMMENDATION

Staff reviewed the council request for lands at 949, 949A, 951, 953, 955 and 1011 Wilson 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*.