



PLANNING AND URBAN DESIGN

5 July 2023

City Clerk  
Planning and Housing Committee  
10<sup>th</sup> Floor, West Tower, City Hall  
100 Queen Street West,  
Toronto, ON M5H 2N2

**Attention:** Nancy Martins

Dear Madam,

**RE: PH5.3 – Our Plan Toronto: Recommendation on Seventy Employment Area Conversion Requests and Chapter 7 Site and Area Specific Policy Review – Final Report**  
**3447 Kennedy Road, Toronto**  
**City of Toronto 20-OP-222176 (OPA 653)**  
City ECR File No. 085  
WND File: 21.534.01

WND Associates has been retained by 10509833 Canada Ltd. (the “owners”) to assist in its Employment Areas Conversion Request for the lands known municipally as 3447 Kennedy Road (the “subject site”) in the City of Toronto (the “City”). The request for Employment Area Conversion (Conversion Request No. 085) was submitted to the City of Toronto on August 3, 2021 and proposes the redesignation of the subject site from *General Employment Areas* to *Mixed Use Areas* to permit a mixed use development containing both residential and non-residential uses. A final staff recommendation to retain the subject site as *Employment Areas* and maintain its designation as *General Employment Areas* has been provided in a report dated June 16, 2023 for the consideration of the Planning and Housing Committee.

The purpose of this letter is to request that the Planning and Housing Committee reconsider the staff recommendation for the above-noted conversion request based on the rationale summarized in this letter, and as further detailed in the attached Planning Justification Report prepared by WND Associates in support of the conversion request, which was previously submitted to the City for review. In our opinion, the request to convert the subject site from General Employment Areas to Mixed Use Areas has merit, represents good planning, and should be considered based on the following rationale:

- The subject site is within the proposed major transit station area associated with the recently expanded Milliken GO Station, and the introduction of residential mixed uses would support the creation of a complete community in this important transit node;
- The requested employment area conversion is a logical next step towards the development of a transit-oriented community in the vicinity of the Milliken GO Station as demonstrated by the

approved mixed-use development proposal for the Splendid China Mall and the Council-adopted conversion request for the nearby site at 4577-4581 Steeles Avenue East which was also supported by WND Associates;

- In June, 2023, the City of Markham released draft Secondary Plan for lands on the north side of Steeles Avenue which facilitates mixed use, residential focused development in the form of tall towers and proposes building heights of in the order of 30 storeys and densities of 3.5 to 6.0 FSI nearest to the subject site along Kennedy Road and Steeles Avenue East;
- This request adequately addresses the conversion policies of the Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe and City of Toronto Official Plan to the extent they can be feasibly demonstrated by the supporting reports;
- The employment area conversion request is appropriate taking into consideration the investments in the area's transportation infrastructure including the planned Redlea Avenue extension to Passmore Avenue (which the conversion would help to facilitate), Steeles Avenue East grade separation, the electrification of the Stouffville GO Line, and enhancements to the Milliken GO Station. It also responds to the designation of the nearby lands to the northeast as Mixed Use Areas which permits residential uses and recognizes the appropriateness of also considering a broader range of uses for the subject site;
- There is a demonstrated multi-faceted need for the conversion, the lands are not required for the restricted employment purposes for which they are designated, the proposed uses would not adversely affect the overall viability of the employment area and will contribute to the achievement of minimum intensification and density targets, as well as other planning policies with respect to complete communities, and other matters;
- The subject site is distinct from the balance of the employment area by virtue of its location on Kennedy Road, its proximity to transit, and its planned frontages on Redlea Avenue and a future west-east mid-block connector along its north side as illustrated in SASP 395 and amended by OPA 321; and,
- Future development applications to implement the redevelopment of the subject site for mixed uses will demonstrate how development on the subject site can be supported by adequate infrastructure and public services and facilities.

Finally, in our opinion, the existing uses on the subject site, which consist of retail, medical office, restaurants, and a glass and mirror shop do not fit the draft definition of Employment Areas in the Proposed PPS 2023 and the emerging provincial policy regime will further encourage the redevelopment of the subject site for a mix of uses.

For the above noted reasons, we kindly request that this correspondence be received and that the proposed modifications to OPA 653 be considered, allowing the conversion of the lands from Employment Areas to Mixed Use Areas.

Should you have any questions or require any additional information, please do not hesitate to contact the undersigned or Mike Bennett of our offices.

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Yours very truly,

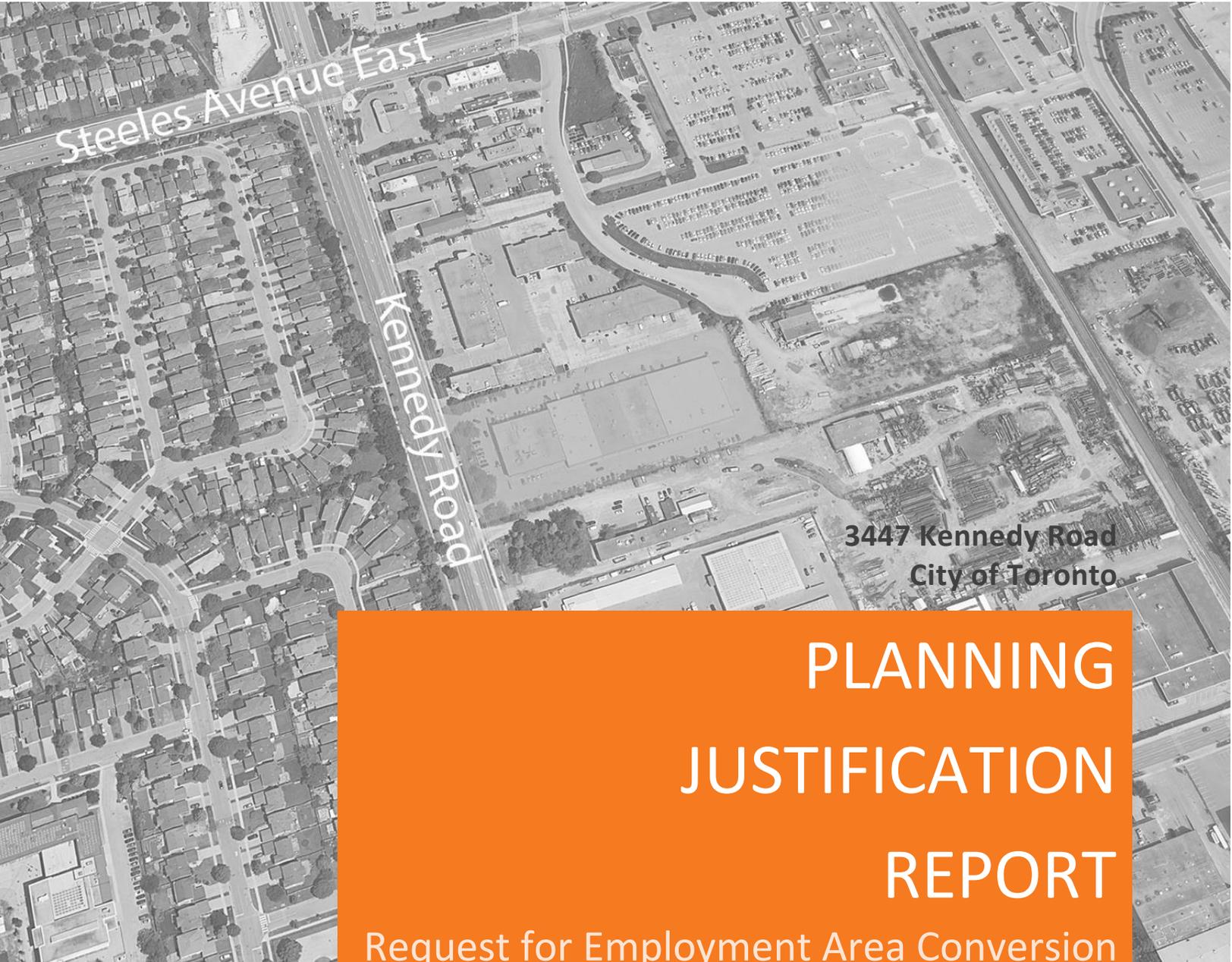
**WND associates**  
planning + urban design

A handwritten signature in black ink, appearing to read "A Ferancik".

Andrew Ferancik, MCIP, RPP  
Principal

Attachment: Planning Justification Report, prepared by WND Associates, dated July 2021





**PLANNING  
JUSTIFICATION  
REPORT**  
Request for Employment Area Conversion



PLANNING AND URBAN DESIGN

July 2021

Walker, Nott, Dragicevic Associates Limited

WND Project No. 21.534

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## 1.0 Introduction

WND Associates has been retained by 1933038 Ontario Inc. (the “owner”) to assist in its request to convert lands designated as *General Employment Areas* to *Mixed Use Areas*. This request is for the lands known municipally as 3447 Kennedy Road in the City of Toronto (the “Subject Site”), as described further below.

On 29 June 2020, City Council approved a work plan for the Growth Plan Conformity and Municipal Comprehensive Review (“MCR”) of the City of Toronto Official Plan (“Official Plan”) and established August 4, 2020, as the commencement of the City’s MCR.

This request seeks the conversion of the entirety of the Subject Site from *General Employment Areas* to *Mixed Use Areas*. It is anticipated that further owner or City-initiated amendments to the Zoning By-law, and future development applications for site plan approval, would be required to implement a mixed use, transit-oriented development on the Subject Site in a comprehensive manner.

This report provides an overview of the Subject Site, including its land use, built form and transportation context in the City of Toronto as well as its development and planning application background and history. The in-force Provincial and Municipal policy framework with respect to employment area conversion requests, as well as the land use context of the Subject Site is then provided, and this report reviews the conversion request against that relevant policy framework.

Provincial planning policy provides a vision for the long-term prosperity and social well-being of Ontario, and this depends upon planning for strong, sustainable, and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy. There is an overall vision for the region to be a great place to live, work and play. The proposed conversion of the Subject Site to permit mixed use, transit-oriented community development aligns with this vision.

Mixed use development, including residential uses, would be located and designed to provide for efficient development of an underutilized site in the City of Toronto where a mix of uses including residential are already permitted in the immediate vicinity, optimizing the use of land, resources, and public investment in infrastructure, particularly transit. Mixed use land use permissions would provide a substantial supply and range of housing, including affordable housing, employment, and transportation choices that promote and facilitate the use of walking, cycling and transit before other modes of travel.

The Subject Site is supported by existing and emerging modern, sustainable infrastructure in the area in the form of the Milliken GO Station, and can better contribute to the evolving land use and transportation objectives of the City of Toronto and Greater Toronto Area, if developed as a mixed-use transit-oriented project.

The City of Toronto has indicated in its staff reporting, dated May 19, 2020, to the Planning and Housing Committee that the MCR presents an opportunity to address, through planning policy, several the growth-related challenges facing Toronto today and in the future. These challenges include housing affordability, climate change, mobility, public health, and others that will help inform the City's response to, and recovery from the current global pandemic. As indicated in the supporting reports which accompany

owner's request, a proposed mixed use, transit-oriented development on the Subject Site which leverages private and public investment in infrastructure and public transit, and which is planned within the emerging mixed-use context of the surrounding community, presents a significant opportunity to address these challenges.

This report concludes that the request to convert the Subject Site to allow for mixed use, transit-oriented development by redesignating the Subject Site as *Mixed Use Areas* has merit, represents good planning, and should be supported by City Planning staff and City Council.

## 2.0 Subject Site and Context

The subject site is located on the east side of Kennedy Road, mid-block between Steeles Avenue East to its north, and Passmore Avenue to its south, in the northeast area of the City of Toronto and the former City of Scarborough (**Figures 1 & 2**). The Subject Site is roughly rectangular in shape and has an approximate area of 1.49 hectares (3.69 acres) with a frontage of 82.58 metres (270.93 feet) along Kennedy Road a depth of 180.09 metres (590.85 feet). A planned extension of Redlea Avenue south to Passmore Avenue would create a second frontage at the east side of the subject property.

Existing built form on the Subject Site consists of a two (2) storey office building within the west portion of the site near Kennedy Road with a connected one (1) storey employment condominium extending east towards the rear of the property. Surface parking and loading facilities surround the exterior of the building with landscaping consisting of tree plantings and lawn beside the two driveways at Kennedy Road and intermittent trees and shrubbery along portions of the site boundary.

Surrounding land uses consist of a mix of commercial, industrial, transportation infrastructure, open space and residential, including substantial new residential approvals. Land uses immediately surrounding the Subject Site include:

**North:** Employment uses consisting of one (1) to two (2) storey office and employment condominiums immediately north of the site with additional commercial, employment, and institutional uses including automotive repair shops and a gas station, a place of worship, and retail uses in low-rise form, extending north to Steeles Avenue East between Kennedy Road and Redlea Avenue.

**East:** A landscape supply business is adjacent to the Subject Site which includes outdoor storage. Site-specific permissions for a two-storey retail development are approved for these lands. Development applications seeking additional permissions for these lands (known as 3447 Kennedy Road (Rear) and under separate ownership) were proposed in 2015 but were subsequently withdrawn. Redlea Avenue terminates in a cul-de-sac to the northeast of the Subject Site. An extension of Redlea Avenue is planned to Passmore Avenue. On the east side of Redlea Avenue, northeast of the Subject Site is the Milliken GO Station and the Stouffville GO Train Line. The Splendid China Mall is located along the west side of the GO railway corridor consisting of an indoor shopping centre with surface parking. In February 2019, the OLT approved a mixed-use redevelopment proposal by Global Fortune of the surface parking area of the mall

consisting of mid to high-rise built form including three towers. The Global Fortune lands are part of a larger area which was designated *Regeneration Areas* through the last municipal comprehensive review, indicating its status as a key area where reinvestment and redevelopment should occur to promote growth and physical change in the vicinity of Milliken GO Station. Through OPA 321, the City of Toronto subsequently redesignated the Global Fortune lands from *Regeneration Areas* to *Mixed Use Areas* and implementing zoning by-law amendments were subsequently approved to permit the high-density residential uses.

West: Kennedy Road, which is a designated *Major Arterial* road with a planned right-of-way width of 36 metres. Opposite Kennedy Road are residential areas predominantly consisting of detached dwellings in a reverse-lotted orientation.

South: Existing commercial, industrial, and institutional uses including a construction material wholesaler, indoor storage facility, private business at technical college, and manufacturing uses in low-rise form.



Figure 1. Air Photo of Subject Site

The Subject Site is currently served by weekday GO train service on the Stouffville line from Milliken GO Station, located within 250 metres (3-minute walking time) to the east. Several Toronto Transit Commission (TTC) bus transit routes serve the Subject Site and surrounding area including Kennedy (Route 43), Steeles East (Route 53), and Steeles East Express (Route 953).

Construction is currently underway by Metrolinx to complete a grade separation (underpass) of Steeles Avenue East beneath the Stouffville GO Line, east of the Subject Site. The grade separation is expected to be completed in 2022 and will improve safety and connectivity of Steeles Avenue East while enabling increased all-day two-way GO Train electrified service. As aforementioned, additional planned improvements to the boundary road network include the future extension of Redlea Avenue, south to Passmore Avenue. An easement to accommodate this future road extension is in place and was identified by City staff as a necessary upgrade to the local road network to enable the OLT-approved mixed-use redevelopment of the Splendid China Mall.

Metrolinx additionally proposes to enhance Milliken GO Station facilities through the construction of an ancillary building, platforms, pedestrian connections, rail lines, parking, and landscaping. An application for Site Plan Approval is currently under review which would enable the proposed transit infrastructure upgrades.



Figure 2. Contextual Air Photo of Subject Site and Surrounding Area

## 3.0 Proposal

This request seeks the conversion of the Subject Site from *General Employment Areas* to *Mixed Use Areas*. It is anticipated that further amendments to the Zoning By-law, and future development applications for approval of site plan, would be required to implement the development of a residential mixed use, transit-oriented project on the Subject Site.

In support of this request, a technical evaluation of the Subject Site has determined that based on potential connectivity to existing servicing and traffic operations in the area, and the nearby land use, built form and development context, that the site can suitably accommodate a mixed-use development with up to 585 residential units with retail and office uses occupying approximately 7,400 m<sup>2</sup>.

Access to the Subject Site will continue to be from Kennedy Road with future connectivity opportunities along the planned extension of Redlea Avenue, which will greatly enhance the permeability of the Subject Site for both vehicles and pedestrians, and facilitate convenient access to the GO Station.

## 4.0 Planning Policy Framework

This section provides an overview of the Provincial and municipal planning policy framework applicable to the Subject Site, and how the requested employment area conversion addresses general policies. A detailed analysis of the employment area conversion criteria found in these policy documents is found separately in Section 6 below.

### 4.1 Planning Act

Under Section 2 of the *Planning Act*, the Minister and City Council, in carrying out their responsibilities under the *Act*, shall have regard to, among other matters, matters of provincial interest. The relevant matters of provincial interest, and how the request addresses them, are outlined below:

- (a) *the protection of ecological systems, including natural areas, features and functions;*
- (b) *the protection of the agricultural resources of the Province;*
- (c) *the conservation and management of natural resources and the mineral resource base;*
- (d) *the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;*

The Subject Site does not contain any significant ecological, natural, mineral, or agricultural resources and is not proximal to any features of architectural, cultural, or historical resources identified on the City's Heritage Register. Any redevelopment of lands identified as having archaeological potential would be the subject of a site-specific assessment.

- (e) *the supply, efficient use and conservation of energy and water;*

- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;*
- (g) the minimization of waste;*

Any development facilitated by the requested conversion of the Subject Site would be subject to a comprehensive sustainability strategy to efficiently utilize energy and water, and minimize waste. As demonstrated in the Functional Servicing and Stormwater Management Report and Transportation Brief which accompany this request, the future development of the Subject Site would support local and regional transit services and infrastructure within walking distance and has sufficient access to sewer, water, and stormwater services to support the intensification of the site for residential and retail purposes.

- (h) the orderly development of safe and healthy communities;*
- (h.1) the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;*
- (i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;*

The conversion of the Subject Site would allow for its future redevelopment in proximity to a range of services within both the City of Toronto and City of Markham and contribute to the orderly development of lands in the vicinity of the Milliken GO Station within an area that meets the criteria for a *major transit station area* as defined by the *Growth Plan*.

- (j) the adequate provision of a full range of housing, including affordable housing;*

A future redevelopment of the Subject Site will include a range of housing options, contributing to an increase in housing supply and diversity in the area.

- (k) the adequate provision of employment opportunities;*
- (l) the protection of the financial and economic well-being of the Province and its municipalities;*

The proposed conversion will provide opportunities for employment on the Subject Site through the provision of ground-level retail space or other lower level employment generating uses that would, at a minimum, replace the existing employment uses. Concurrently, the conversion would enable a more intensified use of an underutilized site that is appropriate based on its land use and transportation context in a manner that optimizes the use of current and planned infrastructure. Additional residents accommodated through the proposed development would also help support existing and future retail uses in the area, further supporting economic well-being.

- (m) the co-ordination of planning activities of public bodies;*
- (n) the resolution of planning conflicts involving public and private interests;*

Coordination between municipalities is anticipated in relation to the future redevelopment of the Subject Site given its adjacency to the City of Markham. The ongoing grade separation of Steeles Avenue East and the planned enhancements to Milliken GO Station will necessitate co-ordination with Metrolinx. These infrastructure upgrades will only serve to improve transit service in the area, encouraging intensified land uses that will support all-day two-way GO train service along the Stouffville GO line. Cross-jurisdictional transportation issues can be addressed by site-specific assessment at the time of future development applications.

- (o) the protection of public health and safety;*
- (p) the appropriate location of growth and development;*

The supporting reports which accompany this request demonstrate how the employment area conversion criteria are addressed and the ability for the Subject Site to be developed in a manner which protects public health and safety with respect to matters of land use compatibility and proximity to infrastructure.

In its Land-Use Compatibility and Mitigation Study prepared in support of this conversion request, RWDI stated that the potential future development of the Subject Site is not expected to have a significant impact on the ability of new industrial uses to locate in the employment areas and would not create any new impacts relative to existing and planned sensitive uses in the area. RWDI additionally stated that a future mixed-use development on the Subject Site can be made compatible with surrounding employment uses and transportation corridors. Further studies to determine if any mitigation strategies are needed, however, it is advised that any potential mitigation studies are achievable.

The conversion of the Subject Site would implement efficient development patterns on an underutilized site, optimizing the use of land, resources, and public investment in infrastructure, particularly transit. The Subject Site is also within a potential major transit station area, to be further delineated by the City, which would include minimum intensification targets. The Subject Site is therefore an appropriate location for growth and development.

- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;*
- (r) the promotion of built form that,*
  - (i) is well-designed,*
  - (ii) encourages a sense of place, and*
  - (iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;*
- (s) the mitigation of greenhouse gas emissions and adaptation to a changing climate.*

The employment area conversion request will allow for integrated land use planning and transit-supportive development with infrastructure planning to optimize transit investments and will minimize land consumption through the utilization of an underutilized site within the existing urban settlement area, which is the provincial focus for growth and development. The location of the Subject Site within walking distance of a wide range of services in both Toronto and Markham, and its proximity to GO train service at Milliken GO Station, reduces the auto-dependence and encourages an increase in active

transportation as a modal share, particularly relative to its current use as a low scale industrial-commercial building. The future extension of Redlea Avenue will only serve to improve the integration of the site and surrounding area from a land use and transit perspective.

In conclusion, the conversion of the Subject Site from a *General Employment Areas* designation to a *Mixed Use Areas* designation would adequately address matters of provincial interest under the *Planning Act*.

## 4.2 Provincial Policy Statement

The Provincial Policy Statement, 2020 (the “PPS”) came into effect on May 1, 2020 and provides direction on matters of Provincial interest related to land use planning and development. Per Section 3(5) of the Planning Act, all land use planning decisions made in the Province of Ontario after May 1, 2020, must be “consistent with” the PPS. The following policy directives in the PPS are relevant to the employment area conversion request.

In Part IV, the PPS provides a vision for the long-term prosperity and social well-being of Ontario, and depends upon planning for strong, sustainable and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy. The potential mixed-use development enabled by the conversion request will promote efficient development and a balanced land use pattern, contributing to the financial well-being of both the Province and the City over the long-term through increased housing supply (affordable and market-based) and the creation of employment opportunities in northeast Toronto.

Policy 1.1.3.1 of the PPS states that settlement areas shall be the focus of growth and development and Policy 1.1.3.2 further states that land use patterns within settlement areas shall be based on densities and a mix of land uses which, among other matters: efficiently use land and resources; are appropriate for, and efficiently use, the infrastructure and public service facilities; minimize negative impacts to air quality and climate change; support active transportation; and, are transit-supportive, where transit is planned, exists or may be developed. Policy 1.1.3.3 further states that planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated.

The Subject Site is located within the City of Toronto settlement area and the requested conversion for mixed use development would allow for increased mixed use densities in a context where a mix of uses are already permitted, an increased supply and range of housing options, use land efficiently with respect to existing and future infrastructure, promote active transportation and support existing and planned rapid transit.

Through a future detailed planning process work with the City, appropriate development standards for the Subject Site, as noted in Policy 1.1.3.4, will be developed to facilitate intensification, redevelopment and compact form in proximity to new transit infrastructure, while mitigating public health and safety

risks through a development design to ensure compatibility with nearby employment areas and reinforce a pattern of healthy streets for both resident and non-resident users.

Policy 1.3.1 states that planning authorities shall promote economic development and competitiveness by, among other matters:

- a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;*
- b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;*
- c) facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment;*
- d) encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities, with consideration of housing policy 1.4; and*
- e) ensuring the necessary infrastructure is provided to support current and projected needs.*

The Subject Site can accommodate an appropriate mix and density of uses to meet long-term needs of the City of Toronto and the local community in a manner compatible with current and emerging land uses in the area. The proposed conversion, and concurrent investment in public transit and transportation infrastructure including the Redlea Avenue extension, would be a catalyst to the optimized use of the Subject Site for continue employment uses with an appropriate level of residential intensification, subject to future development applications. Further, as noted above, new residents will provide additional customers for existing and new retail uses, injecting additional vibrancy to the area and supporting non-residential uses.

As demonstrated in the Servicing Brief, prepared by Politis Engineering Ltd., there is existing municipal servicing infrastructure on Kennedy Road and Redlea Avenue that will provide connections to any proposed development of the Subject Site. Nexttrans also concluded in its Transportation Brief that the proposed development is adequately served by available transportation infrastructure to support the projected needs of the Subject Site based on its optimized build-out.

New water connections can be made to enable the redevelopment of the Subject Site from the existing 300 mm diameter watermain on Kennedy Road and/or the future 300 mm diameter watermain on the planned extension of Redlea Avenue. A hydrant flow test will be required during the development application process to confirm the ability of the existing water distribution system to meet the projected needs of a future development. The existing sanitary system was found to have no upgrades required in 2011 and it is likely in an acceptable condition to accept additional sanitary flow.

As detailed in the Transportation Brief, the Subject Site is located in a transit-supportive area which is expected to result in more future residents taking transit and using active modes of transportation instead of driving private vehicles. The Subject Site is very well-served by GO Train service from the Milliken GO

Station and several TTC bus routes. The existing sidewalk network in the area provides good connectivity for the Subject Site and could be further enhanced through the addition of a sidewalk along the west side of Redlea Avenue. A wide range of services and amenities are within a 15-minute walk or less from the Subject Site including retail and commercial uses, restaurants, medical office and pharmacies, financial institutions, churches and educational institutions.

Planned improvements to the Milliken GO Station will improve transit service within the area and help to decrease overall single-occupant vehicle trips and will also decrease the dependence on TTC bus transit routes as GO Train services from Milliken GO Station provides connections to five different GO Train stations to the south including Union Station. The planned extension of Redlea Avenue would directly service the Subject Site and would reduce the potential traffic impact on Steeles Avenue East expected for a future development of the site.

The PPS policies for transportation in Section 1.6.7 are relevant to this request as the Subject Site is located within the area generally defined in the *Growth Plan* as a *major transit station area* based on its proximity to Milliken GO Station. The conversion request would facilitate the intensification of an underutilized site in proximity to a range of services and both local and regional transit options, reduce the length of vehicle trips while encouraging transit and active transportation as uses.

In conclusion, the requested conversion of the Subject Site from a *General Employment Areas* to *Mixed Use Areas* or *Regeneration Areas* is consistent with the policies of the PPS. Section 6.1 of this report details how the conversion request meets the specific conversion criteria policies of the PPS.

### 4.3 A Place to Grow: Growth Plan for the Greater Golden Horseshoe

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019 (2020 Office Consolidation) (the "Growth Plan") took effect on May 16, 2019 and was established under and the *Places to Grow Act*. All decisions made in respect of the exercise of any authority that affects a planning matter must conform with the *Growth Plan*. The *Growth Plan* was most recently amended by an Order in Council that came into effect on August 28, 2020. The time horizon set out in the *Growth Plan* is 2051. Schedule 2 of the *Growth Plan* illustrates the conceptual built-up area within which the Subject Site is located (**Figure 3**). The following policy directives in the *Growth Plan* are relevant to the request for employment area conversion.

The *Growth Plan* provides an overall vision for the region to be a great place to live, work and play. The conversion request for the Subject Site is supported by existing and new, modern, sustainable infrastructure built in accordance with a broader plan for managing growth. The Subject Site's proximity to Milliken GO Station and planned frontage along a future Redlea Avenue extension will contribute to the evolving land use and transportation context of the area and will enable more effective support of current and planned transit infrastructure than its current auto-centric use.

The employment area conversion request addresses the *Growth Plan*'s guiding principles in Section 1.2.1 by enabling the intensification of a site within a strategic growth area that more efficiently uses land and infrastructure, while promoting a viable transit network. The conversion request will also support the

achievement of complete communities by allowing a range and mix of housing options within walking distance of a variety of services, amenities, and transit services.

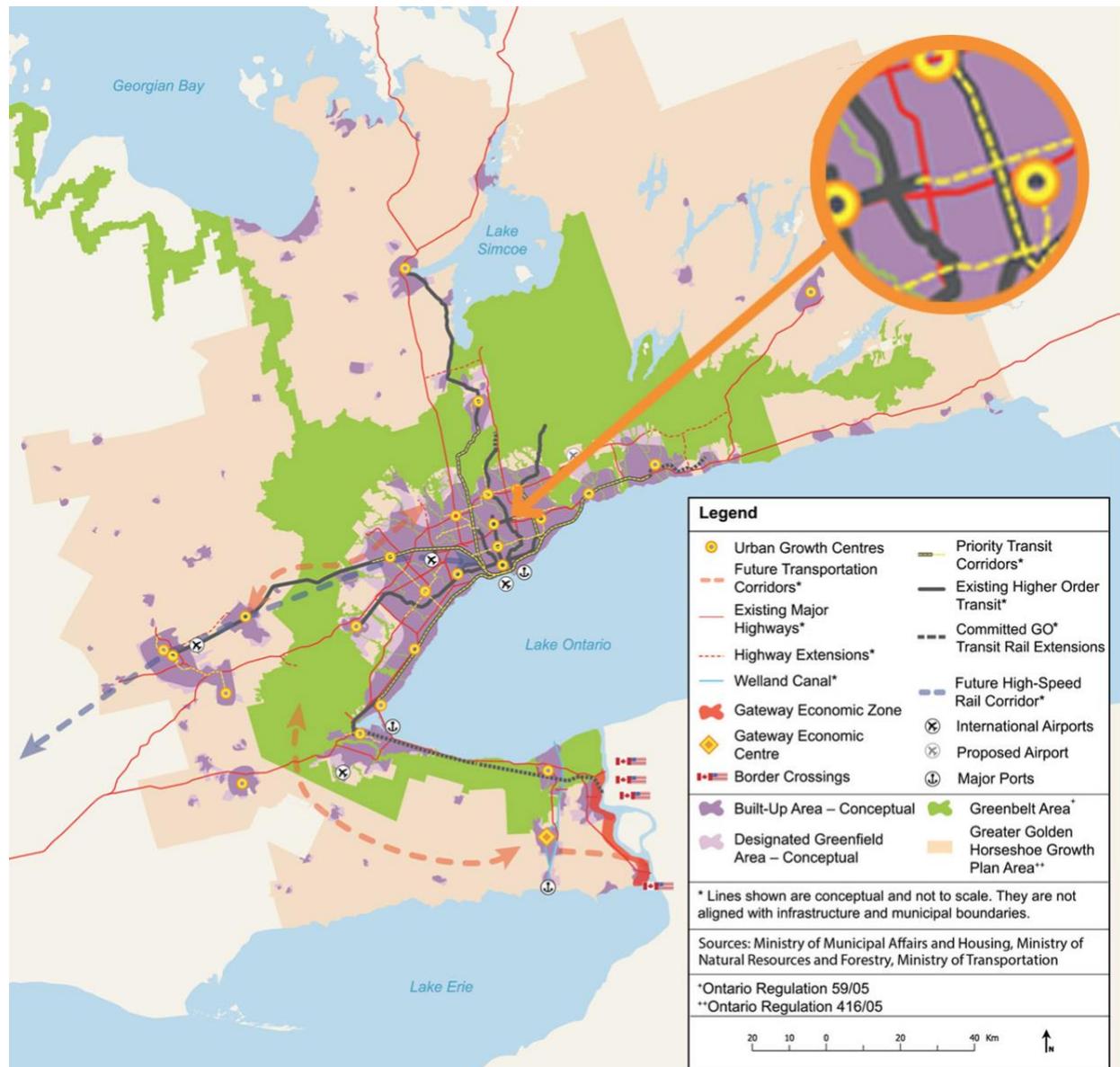


Figure 3. Growth Plan for the Greater Golden Horseshoe, Schedule 2

This request optimizes the use of existing urban land and supports the Growth Plan’s intensification first approach to development and city-building, noted in Section 2.1. Policy 2.2.1.4 can be addressed through the redevelopment of the Subject Site for a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities. The current and emerging land use and built form context of the Subject Site support a more compact built form than its current use.

The Milliken GO Station is located on a priority transit corridor in the *Growth Plan* (the Stouffville GO Line), where planning is to be prioritized for *major transit station areas* under Policy 2.2.4.1. Under the *Growth Plan*, *major transit station areas* are defined as the area around a higher order transit station within a settlement area within an approximate radius of 500 to 800 metres. The Subject Site is well situated to the southwest of the Milliken GO Station, opposite Redlea Avenue, which is an area that is planned for a minimum density target of 150 residents and jobs combined per hectare for areas served, under Policy 2.2.4.3.

The employment area conversion request would enable a mixed-use development while maintaining an employment density that is comparable to and which would potentially exceed its current use. This result would also address Policy 2.2.5.1 by integrating land use planning and economic development goals for northeast Toronto.

The Subject Site is identified on the Map of Provincially Significant Employment Zones (“PSEZ”) of the *Growth Plan*, under Policies 2.2.5.12 and 5.2.2.1. PSEZs are defined in the *Growth Plan* as consisting of employment areas as well as mixed-use areas that contain a significant number of jobs. The proposed conversion would facilitate a mixed-use form of development that continues to provide job-generating non-residential uses on the site and supports existing commercial uses in the area.

The Subject Site is contained within 500 metres of the Milliken GO Station, which meets the general definition of a *major transit station area* as detailed in the *Growth Plan*. This employment area conversion request would support the significant public investments into this important transit infrastructure by providing for a more transit-supportive, mixed-use development at an appropriate density, in the immediate vicinity of Milliken GO Station which will provide both housing and jobs.

Based on the above, the requested conversion of the Subject Site from *General Employment Areas* to *Mixed Use Areas* conforms with applicable policies of the *Growth Plan*. Section 6.2 of this report details how the conversion request meets the specific conversion criteria policies of the *Growth Plan*.

#### 4.4 City of Toronto Official Plan

The following Official Plan map designations and identifications apply to the Subject Site, as relevant to this report:

- Map 2 – Urban Structure: indicates the location of the Subject Site within the City’s overall structure and identifies it as located in the *Employment Areas* (**Figure 4**)
- Map 3 – ROW Widths Associated with Existing Major Streets: indicates the location of the Subject Site along Kennedy Road which has a planned right-of-way width of 36 metres (**Figure 5**)
- Map 4 – Higher Order Transit Corridors: an Existing GO Rail Line (Stouffville Line) is identified in the Metrolinx rail corridor east of the Subject Site (**Figure 6**)

- Map 5 – Surface Transit Priority Network: an Existing GO Rail Line is identified in the Metrolinx rail corridor east of the Subject Site and an Expansion Element Transit Priority Segment is identified on Steeles Avenue, north of the Subject Site (**Figure 7**).
- Map 19 (Office Consolidated) – Land Use Plan: designates the Subject Site as *General Employment Areas* (**Figure 8**).
- Map 19 (amended by OPA No. 321) – Land Use Plan: re-designates lands east of Redlea Avenue, south of Steeles Avenue East and north of the Milliken GO Station lands from *Regeneration Areas* to *Mixed Use Areas* and lands known municipally in 2015 as 39 Redlea Avenue, 3447 Kennedy Road (rear), and 0 Redlea Avenue from *Regeneration Areas* to *Employment Areas* (**Figure 9**).
- Map 30 (Office Consolidation) - Located within Site and Area Specific Policy Areas 133 (**Figure 10**).
- Map 30 (amended by OPA No. 321) - Site and Area Specific Policy No. 395 applies to lands east of Redlea Avenue, east of the Subject Site (**Figure 11**).

The Subject Site is not located within a Secondary Plan area or Heritage Conservation District.



Figure 4. City of Toronto Official Plan, Map 2 - Urban Structure

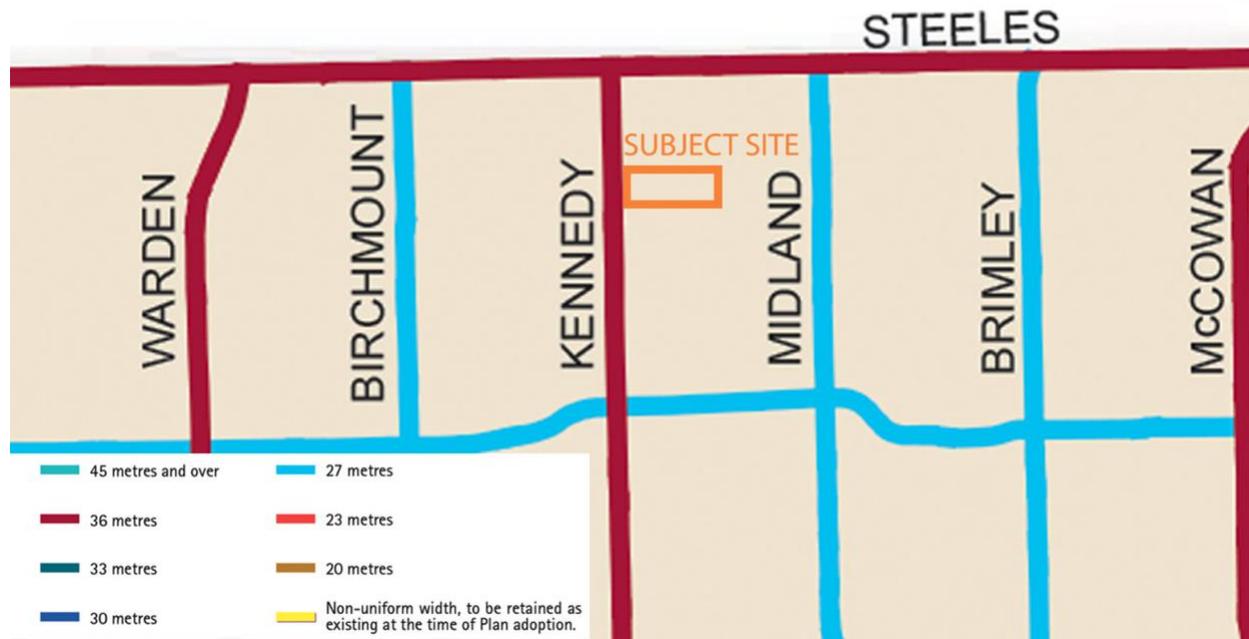


Figure 5. City of Toronto Official Plan, Map 3 - ROW widths of existing major streets



Figure 6. City of Toronto Official Plan, Map 4 - Higher Order Transit Corridor

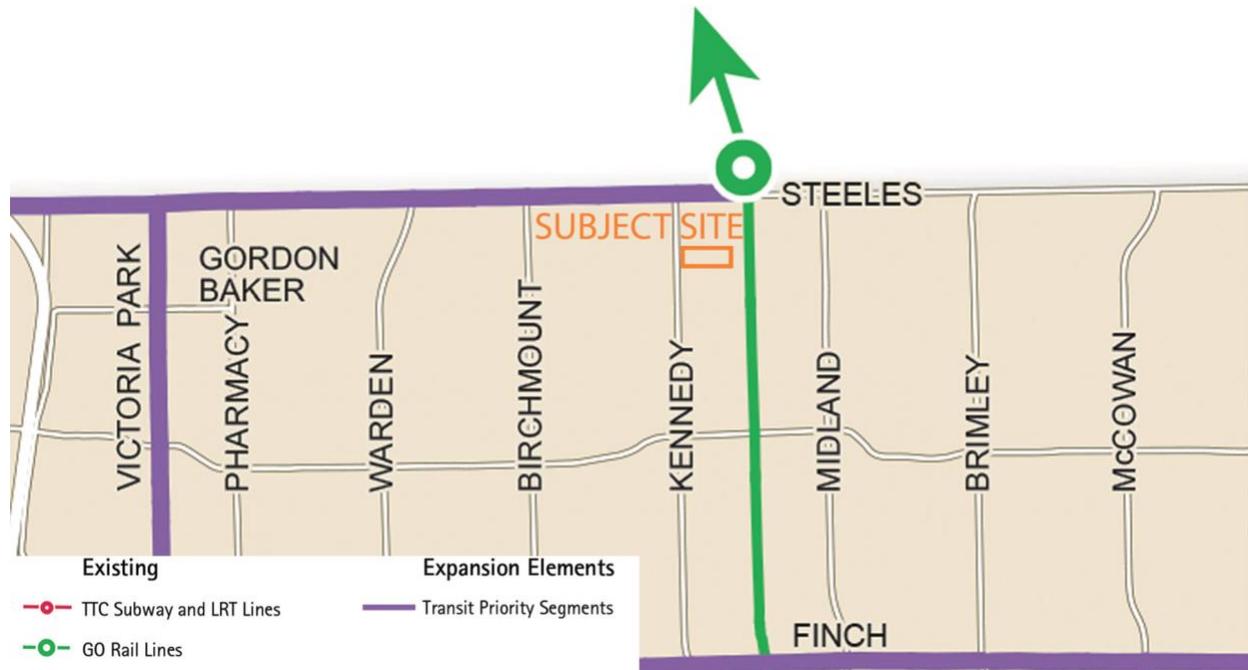


Figure 7. City of Toronto Official Plan, Map 5 - Surface Transit Priority Network



Figure 8. City of Toronto Official Plan, Map 19 - Land Use (Office Consolidation)

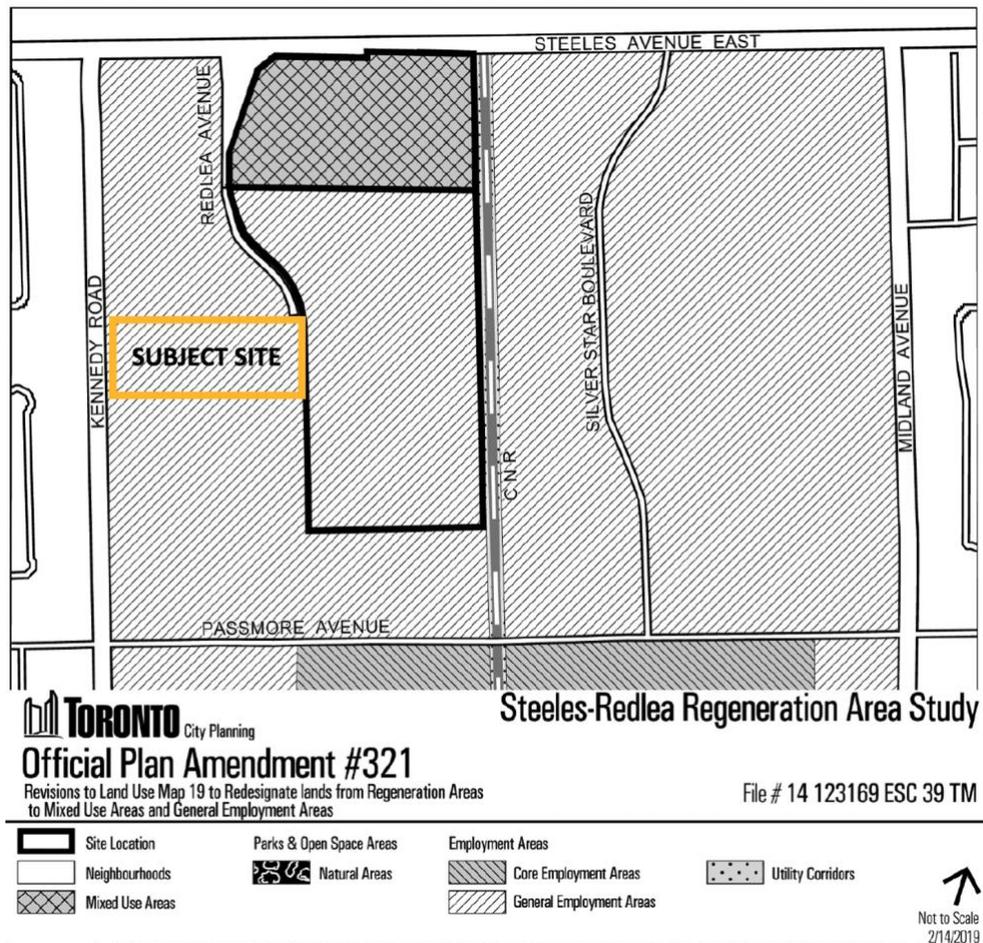


Figure 9. City of Toronto Official Plan, Map 19 - Land Use (amended by OPA 321)

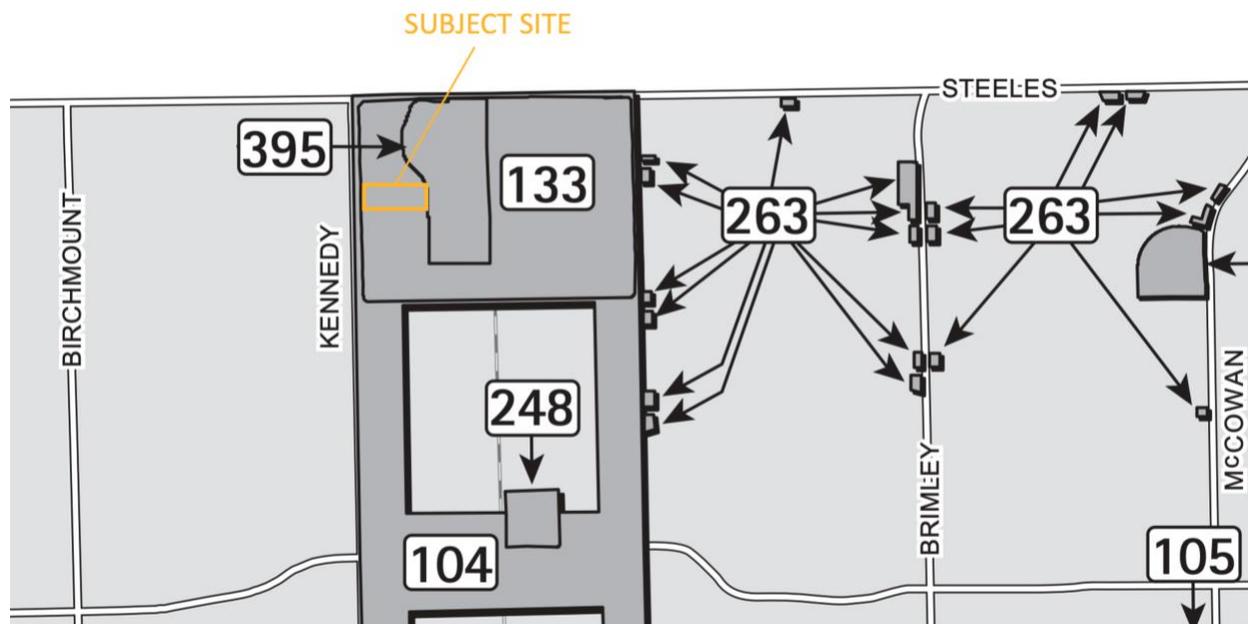


Figure 10. City of Toronto Official Plan, Map 30 - Site and Area Specific Policies (Office Consolidation)

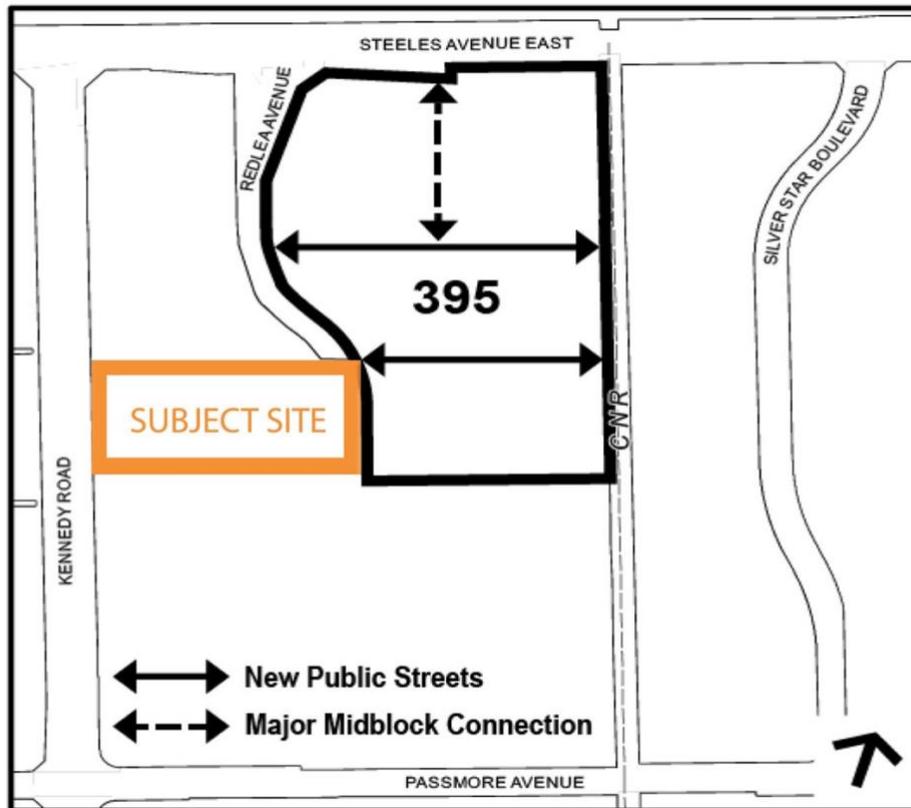


Figure 11. City of Toronto Official Plan, Map 30 – SASP No. 395 (amended by OPA 321)

In accordance with Policy 2.1.1, this employment area conversion request will allow the City to continue its work with the Province and Metrolinx to address mutual challenges and to implement the Provincial framework for growth, including the focusing of urban growth at *major transit station areas* and corridors connected by the regional transportation system. The expansion of components of the City's transit infrastructure will support the growth objectives of the Official Plan, while providing for new development on the Subject Site adjacent to the Milliken GO Station, Stouffville GO Line and Transit Priority Segment along Steeles Avenue East which will be designed to be compatible with, and supportive of, the long-term purposes of the corridors in line with Policy 2.2.4.

Mobility planning is also aligned with the Official Plan policies, including Policy 2.4.4. The conversion request would contribute to reducing auto-dependency and addressing the broader social and environmental objectives of the Official Plan's reurbanization strategy by facilitating the intensification of an underutilized site in proximity to existing higher order transit.

It is anticipated that development applications will be filed to implement the redevelopment of the Subject Site and implement the policies of the Official Plan and to achieve attractive, well-designed, functional, safe, environmentally sustainable, and universally accessible development that fits with its existing and planned context. Other implementing tools such as development and community benefits

charges will be used to mitigate the City's capital pressures and to assist in providing the infrastructure required by development, which will in turn contribute significantly to the financial well-being of the City.

As outlined in Section 4.6, *General Employment Areas* are typically located on the periphery of *Employment Areas* on major roads where retail, service and restaurant uses can be appropriately located to serve nearby works and act as buffer between industries in the interior of *Employment Areas*. Uses permitted in *Core Employment Areas* are additionally permitted in *General Employment Areas* including "manufacturing, process, warehousing, wholesaling, distribution, storage, transportation facilities, vehicle repair and services, offices, research and development facilities, utilities, waste management systems, industrial trade schools, media, information and technology facilities, and vertical agriculture" along with a variety of ancillary uses. *General Employment Areas* have additional permitted uses including all types of retail and services uses, and fitness centres.

It is important to note that the Subject Site is proximate to a large area of land to the east which is designated *General Employment Areas* and southwest of a designated *Mixed Use Areas* site that includes Global Fortune's OLT-approved proposal for high-density mixed-use residential buildings. The *Mixed Use Areas* designation within this block applies to lands which share very similar characteristics to the Subject Site – both fronting onto *Major Arterial* roads (Steeles Avenue East and Kennedy Road), at the periphery of the broader employment area, with excellent proximity to transit – and it is therefore appropriate to consider designating the Subject Site as *Mixed Use Areas* to recognize its potential for additional uses that contribute to the City's planning objectives.

A *Mixed Use Areas* designation would involve an expansion of the existing *Mixed Use Areas* designation that already exists to the northeast and therefore would represent a logical expansion of the designation in this block, and allow for more comprehensive forms of development in line with the objectives of that designation, including providing a better interface to the residential uses on the west side of Kennedy Road, while supporting the optimization of the Milliken GO Station.

OPA 321 re-designated the lands to the east of Redlea Avenue, north of Milliken GO Station from *Regeneration Areas* to *Mixed Use Areas* and to the east from *Regeneration Areas* to *General Employment Areas* following a secondary plan study that resulted from the *Regeneration Areas* designation. The *Regeneration Areas* designation is applied to certain former industrial/employment areas of the City that are experiencing decline and which are recognized as being well positioned to accommodate a wider range of permitted uses, including residential uses. The *Regeneration Areas* designation is intended to promote reinvestment and revitalization to foster growth and physical change.

As stated in the Final Staff Report from City Planning, dated September 29, 2016 for the Steeles-Redlea Regeneration Area Study, OPA 321 and Urban Design Guidelines, "significant public investment proposed in the Stouffville GO rail corridor and related Milliken GO Station improvements must be acknowledged by all landowners in the area and must be taken into consideration when any new development, of any type, is proposed in proximity to the rail corridor and station." Moreover, staff indicated that with mitigation measures related to noise, vibration, odour, air contaminants and visual overlook applied to the Global

Fortune development “*land use compatibility can be achieved and that the long term viability of nearby industrial operators will not be jeopardized or the area de-stabilized.*”

The Steeles-Redlea Urban Design Guidelines, as implemented by OPA 321, provide additional detail on the planned land use and built form direction for the Subject Site and surrounding area. Two new public streets are required to be provided east of Redlea Avenue along the north and south sides of Milliken GO Station. The southernmost street will intersect Redlea Avenue at the northeast corner of the Subject Site, providing excellent opportunities for connectivity between a future development and transit services. Further, with respect to the surrounding land uses, in addition to the permission in SASP 133 (detailed below) providing for retail uses, new development for lands designated *Employment Areas* will provide for office employment uses which would accommodate physical change and revitalization that is compatible with approved and potential mixed-use development in the area.

The similarities of the Subject Site to the Global Fortune development site and the comparable findings in the OPA 321 Staff Report and Land-Use Compatibility and Mitigation Study, prepared by RWDI and discussed in Section 5.1 of this report, support the conclusion that the conversion request for the Subject Site is appropriate.

The Subject Site is subject to Site and Area Specific Policies (SASP) 133 as detailed in Chapter 7 of the Official Plan. SASP 133 applies to land bounded by Steeles Avenue, Kennedy Road, Passmore Avenue and Midland Avenue. Additional uses are permitted which are otherwise precluded in *General Employment Areas*, including retail and service uses, including stand-alone retail stores and/or “power centres”. These uses permitted by SASP 133 apply to Subject Site, and lands to its north, east and south, indicating that the area is transitioning to a less industrial character.

In conclusion, the conversion request conforms to the policies of the City of Toronto’s Official Plan. Section 6.3 of this report details how the conversion request meets the specific conversion criteria policies of the Official Plan.

## 4.5 Zoning By-laws

The Subject Site is split-zoned with Part A (within the west portion of the Subject Site) zoned “Community Commercial Zone” and “Employment Zone” CC, E-414-450-459-913-1242-1295-2021 (Exception 202) under the Former City of Scarborough Employment District By-law No. 24982 (Milliken). Part B of the Subject Site is zoned “Industrial Zone” M-136-414-459-805-913-2021 (Exception 202). The planned Redlea Avenue extension to Passmore Avenue is illustrated in this zoning map (**Figure 12**).

In Part A of the Subject Site, permitted uses in the CC zone in Milliken include day nurseries, financial institutions, offices, places of worship, personal service shops, restaurants, and retail stores. Permitted uses in the E zone in Milliken also include day nurseries, offices, place of worship, in addition to educational and training facility uses, industrial uses, and recreational uses.

Permitted uses in the M zone which apply to Part B of the Subject Site include day nurseries, educational and training facility uses, industrial uses, offices (excluding medical and dental offices), places of worship and recreational. Each of these uses must be wholly enclosed within a building.

Exception 202 which applies to the entire site prohibits non-accessory ground signs excluding marketplace signs and wall signs which are non-accessory.

A future application for zoning by-law amendment will be required to enable the mixed-use redevelopment of the Subject Site to allow residential uses and a built form that is transit-supportive and appropriate based on the current and planned context of the site and surrounding area.

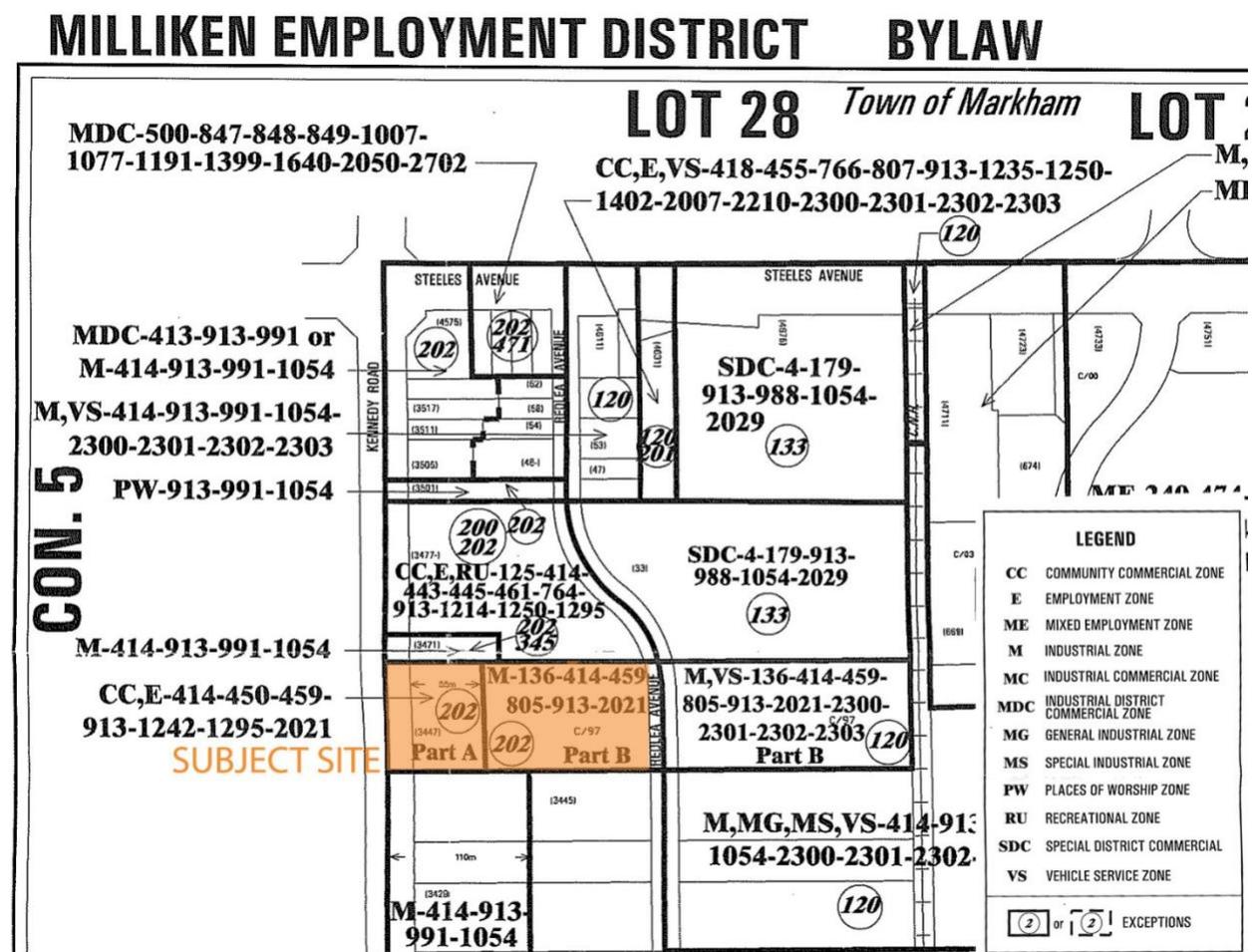


Figure 12. Former City of Scarborough Employment District By-law No. 24982 (Milliken)

## 5.0 Supporting Reports

As noted above, this employment area conversion request is accompanied by supporting reports which provide further information with respect to the Provincial and municipal conversion criteria. A summary of these supporting reports and their conclusions is provided below and outlined as relevant below.

### 5.1 Compatibility and Mitigation Study

RWDI was retained to prepare a Land Use Compatibility and Mitigation Study in support of this conversion request. The purpose of the study was to identify any existing and potential land use compatibility issues in the vicinity of the Subject Site and to assess potential solutions to achieve appropriate design, buffering and/or separation distances between the proposed mixed land uses and nearby employment area and major facilities.

To complete its study, RWDI completed a review of applicable land use policies in the area and relevant decisions by the OLT, nearby development proposals, satellite imagery and street-based photography and conducted an in-person study to confirm existing uses and operations. An evaluation of MECP and EASR permits and National Pollutant Release Inventory data for existing industries within 1000 metres of the Subject Site was also completed along with a review of pending applications for amendment to ECA's of any major facilities, Guidelines D-1 (Land Use Compatibility) and D-6 (Compatibility between Industrial Uses) from the Ministry of the Environment, Conservation and Parks (MECP). Meteorological data for the area and any recent complaint history from the MECP related to air quality or noise concerns.

RWDI concluded that a future mixed use development on the Subject Site can achieve compatibility with surrounding employment uses and transportation corridors. Additional studies are recommended to determine if any mitigation strategies are required.

Noise impact assessments for Mr. Bin Inc., GFL Environmental, and K-Line Insulators are needed to confirm expected compatibility and for D. Crupi & Sons Asphalt Plant, Fleet Maintenance & Storage Yard to confirm requirement for Class 4 designation and to indicate potential noise control measures.

Air quality assessments are also required to verify that odours emitted from K-Line Insulators will not be adversely impactful on air quality at the Subject Site, if emissions from D. Crupi & Sons Asphalt Plant will affect air quality at the Subject Site and necessitate mitigation strategies, and if fugitive dust from outdoor operations at GFL Environmental will adversely impact potential future residential areas on the Subject Site and require mitigation options.

Noise and air quality assessment are also needed to determine appropriate design concepts and mitigation measures to address traffic-related noise and air pollutants from Kennedy Road.

## 5.2 Servicing Brief

Politis Engineering Ltd. was retained to prepare a Servicing Brief in support of the conversion request and to evaluate existing municipal servicing lines to enable connections to the potential future development of the Subject Site. Existing storm and sanitary sewers as well as watermains were identified on Kennedy Road and Redlea Avenue that will provide for new service connection to any future development.

New sanitary connection can be provided on Kennedy Road and/or Redlea Avenue to the existing 250 mm diameter sanitary sewer. The existing sanitary connection from Kennedy Road would be decommissioned. A Functional Servicing Report will be required in support of a future development application to determine the post-development sanitary peak flow and to confirm downstream capacity following a successful conversion. Notably, the existing sanitary system was found to require no upgrades in 2011, and it is likely to be in a condition that it can accept additional sanitary flow.

A new storm connection can be made to the existing 900 mm and/or 1650 mm diameter storm sewers on Kennedy Road and Redlea Avenue, respectively. The existing storm connection on Kennedy Road would be decommissioned. Post-development peak flow will be controlled by an orifice tube and temporary detention storage consisting of one or more methods which may include roof temporary detention storage provided by roof control flow drains, underground temporary storage in super-pipes of underground vaults, and temporary detention surface storage. Water balance targets will be met using water harvesting for re-use, infiltration system, and/or evaporation or evapotranspiration. A treatment train approach will be used to achieve the water quality target at the detailed design stage.

New water service connections can be made to the existing 300 mm diameter water mains on Kennedy Road and/or Redlea Avenue. Hydrant flow test will be conducting along with a calculation of domestic water demand of the potential future development to determine the ability of the existing water distribution system to meet projected demands. Given that existing water mains are available on both Kennedy Road and Redlea Avenue, it is expected that adequate supply should be available.

## 5.3 Transportation Brief

Nextrans Consulting Engineers prepared a Transportation Brief to evaluate existing road, active transportation and transit infrastructure and operations in the vicinity of the Subject Site and its capacity to support its potential future mixed-use development.

Nextrans concluded that the Subject Site is located in a transit-supportive area which is expected to result in more future residents using transit and using active modes of transportation instead of driving private vehicles. The Subject Site is very well-served by GO Train service from the Milliken GO Station and several TTC bus routes. Planned improvements to the Milliken GO Station will only improve transit service within the area and help to decrease overall single-occupant vehicle trips while also decreasing the dependence on TTC bus transit routes given that GO Train services from Milliken GO Station provide connections to five different GO Train stations to the south including Union Station.

A wide range of services and amenities are within a 15-minute walk or less from the Subject Site including retail and commercial uses, restaurants, medical office and pharmacies, financial institutions, churches and educational institutions and are supported by a well-connected sidewalk network.

The planned extension of Redlea Avenue would directly service the Subject Site and would reduce the potential traffic impact on Kennedy Road expected for a future development of the site.

To assess the transportation implication of a future mixed-use form of development on the Subject Site, an analysis assumed approximately 585 residential units with retail and office uses. Based on Nextrans preliminary evaluation, it is not expected that the traffic generated by a potential future development would adversely impact the exiting road network. Moreover, Nextrans concluded that the future development of the Subject Site would support the significant transit infrastructure in the area, particularly the Milliken GO Station and the many TTC bus routes in the immediate surroundings.

## 6.0 Employment Area Conversion Policies

As noted by City Planning staff in their work plan, dated May 19, 2020 for the Growth Plan Conformity and MCR of the Official Plan, this employment area conversion request is required to address the tests set out in Growth Plan Policy 2.2.5.9 and Attachment 3 of their staff report, which lists Official Plan Policies 2.2.4.14 to 2.2.4.18. This request also addresses PPS Policies 1.3.2.4 and 1.3.2.5 with respect to the conversion of lands within employment areas.

### 6.1 Provincial Policy Statement Conversion Policies

Section 1.3 of the PPS pertains to Employment with specific policies related to Employment Areas included the parameters for the conversion of lands within employment areas to non-employment areas through a Municipal Comprehensive Review as detailed below.

*1.3.2.4 Planning authorities may permit conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.*

This request is made through the City's MCR in accordance with this policy. This report, its accompanying supporting reports, and Section 6.2 below all address the conversion policies in the *Growth Plan* and Official Plan with respect to the requirement of land for employment purposes and the need for the conversion. This request addresses this policy of the PPS.

*1.3.2.5 Notwithstanding policy 1.3.2.4, and until the official plan review or update in policy 1.3.2.4 is undertaken and completed, lands within existing employment areas may be converted to a designation that permits non-employment uses provided the area has not been identified as provincially significant through a provincial plan exercise or as regionally significant by a regional economic development corporation working together with affected upper and single-tier municipalities and subject to the following:*

- a) *there is an identified need for the conversion and the land is not required for employment purposes over the long term;*
- b) *the proposed uses would not adversely affect the overall viability of the employment area; and*
- c) *existing or planned infrastructure and public service facilities are available to accommodate the proposed uses.*

The Subject Site is identified within a PSEZ (see Section 4.3 above) and therefore this request is made through the City's MCR in accordance with this policy of the PPS. The substantive tests outlined in 1.3.2.5 are addressed further below in the context of the Growth Plan, which includes similar concepts.

## 6.2 Growth Plan Conversion Policies

Section 2.2.5 of the *Growth Plan* includes policies pertaining to employment areas included specific policies provide direction on the conversion of land within employment areas to non-employment uses through a municipal comprehensive review as outlined below.

*2.2.5.9 The conversion of lands within employment areas to non-employment uses may be permitted only through a municipal comprehensive review where it is demonstrated that:*

- a) *there is a need for the conversion;*

The need for the conversion of the Subject Site from *General Employment Areas* to *Mixed Use Areas* in the Official Plan is based on the strategic characteristics of the Subject Site to contribute to support public transit investments and the creation of a complete community in northeast Toronto, and this block specifically, given that significant portions are already designated *Mixed Use Areas* recognizing that the role of this Employment Area has evolved to a point where a broader range of uses is appropriate.

Metrolinx is undertaking the necessary planning to upgrade the Milliken GO Station and electrify the Stouffville GO Line, which will facilitate improved all-day two-way rail service. The ongoing grade separation of Steeles Avenue East under the Stouffville GO Line will also contribute to GO train service enhancements while improving the safety and function of Steeles Avenue East, which is recognized as an Expansion Element of the City's Surface Transit Priority Network in the Official Plan.

This request will facilitate mixed use development on the Subject Site that supports these significant transit investments and facilitates a complete, self-sustaining community. It is compatible with the approved land use and built form context established by the City-adopted and OLT-approved *Mixed Use Areas* designation and redevelopment of the Splendid China site, and additional development applications and approvals along both sides of Steeles Avenue East in the City of Toronto and City of Markham. The potential redevelopment of the Subject Site is expected to generate transit-supportive density in a compact form.

- b) *the lands are not required over the horizon of this Plan for the employment purposes for which they are designated;*
- c) *the municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan;*
- d) *the proposed uses would not adversely affect the overall viability of the employment area or the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan; and*

The proposed conversion is not expected to adversely affect the overall viability of the surrounding employment lands within the interior of the Employment Area. Redevelopment scenarios which are being contemplated for the Subject Site would consist of a mixed-use development with ground and lower-level retail or employment generating uses which would replace the current density of jobs provided by the existing uses. New housing would support existing retail and other commercial uses in the area, by providing a source of both customers and employees. In addition to enabling the introduction of new housing, in proximity to transit, services and amenities and higher-order transit, the conversion would enable the replacement of a literally auto-dependent employment use with new uses that would better achieve increased active transportation and transit modal shares.

Furthermore, the subject site is distinguished from other areas in the broader employment area by a number of characteristics including its frontage on and strong relationship to Kennedy Road, its location near an existing *Mixed Use Area* that is expected to accommodate residential uses, and the potential for future road frontages along the planned extension of Redlea Avenue and the new east-west mid-block connector along its north side between Kennedy Road and the Stouffville GO Line as illustrated in SASP No. 395 and implemented through OPA 321. Given these characteristics and the introduction of new customers and employees a conversion would facilitate, in our view, the conversion of the Subject Site will not threaten, but rather continue to support, existing employment uses in the area.

Access from surrounding employment areas to existing transportation infrastructure will be maintained and will be supplemented by the planned investments in public transit on the Stouffville GO Line and upgrades to the boundary road network including the Steeles Avenue East grade separation and a proposed extension of Redlea Avenue, further south to Passmore Avenue.

The Modified Compatibility and Mitigation Study concludes that from an air quality and noise perspective, development of the Subject Site is feasible provided appropriate mitigation measures are incorporated in the design, as necessary.

- e) *there are existing or planned infrastructure and public service facilities to accommodate the proposed uses.*

As detailed in Section 5.2 of this report, a Servicing Brief was prepared by Politis Engineering Ltd. to determine the existing servicing infrastructure to support the future redevelopment of the Subject Site. Politis concluded that existing municipal services including water and sanitary services along boundary streets can provide connections to enable the future redevelopment of the Subject Site, which is expected

to have sufficient capacity, subject to additional study during the detailed design stage of a future development application.

## 6.3 Official Plan Conversion Policies

Section 2.2.4 of Toronto's Official Plan includes policies related to its *Employment Areas*, as shown on Map 2, and includes policies which establish a framework for the conversion of employment lands to permit non-employment uses, including the following policies.

- 2.2.4.14 *The redesignation of land from an Employment Area designation to any other designation, by way of an Official Plan Amendment, or the introduction of a use that is otherwise not permitted in an Employment Area is a conversion of land within an Employment Area and is also a removal of land from an Employment Area, and may only be permitted by way of a Municipal Comprehensive Review. The introduction of a use that may be permitted in a General Employment Area into a Core Employment Area or the redesignation of a Core Employment Area into a General Employment Area designation is also a conversion and may only be permitted by way of a Municipal Comprehensive Review.*
- 2.2.4.15 *The conversion of land within an Employment Area is only permitted through a City-initiated Municipal Comprehensive Review that comprehensively applies the policies and schedules of the Provincial Growth Plan.*
- 2.2.4.16 *Applications to convert lands within an Employment Area will only be considered at the time of a municipal review of employment policies and designations under Section 26 of the Planning Act and a concurrent Municipal Comprehensive Review under the Growth Plan for the Greater Golden Horseshoe. Applications to convert lands within an Employment Area received between such City-initiated Official Plan Reviews will be not be considered unless Council directs that a Municipal Comprehensive Review be initiated.*

This request has been submitted in accordance and in conjunction with the City's work plan for the Growth Plan Conformity and MCR of the Official Plan.

- 2.2.4.17 The City will assess requests to convert lands within Employment Areas, both cumulatively and individually, by considering whether or not:
- a) *There is a demonstrated need for the conversion(s) to:*
    1. *meet the population forecasts allocated to the City in the Growth Plan for the Greater Golden Horseshoe; or*
    2. *mitigate existing and/or potential land use conflicts;*

There are no current or anticipated land use conflicts with the employment areas or other land use designations in the vicinity of the Subject Site; please refer to Growth Plan criterion 2.2.5.9d) above. The requested conversion is needed, as per Growth Plan criterion 2.2.5.9a) above, to recognize current land use permissions on the Subject Site for residential and other sensitive land uses, as well as the uses

permitted adjacent to the Subject Site in the *Mixed Use Areas* designation, recognize the proposed Milliken GO Station *major transit station area*, and update the municipal planning policy framework for the Subject Site to complement the expansion of transit infrastructure.

Further, with mixed use official plan (and in some cases, zoning) permissions already in effect to the northeast, there is the potential for land use conflicts if the Subject Site were developed with employment uses.

This policy is also addressed by the Land-Use Compatibility and Mitigation Study which has been submitted in support of this request. This report concludes that the proposed future mixed-use development of the Subject Site can be made compatible with the surrounding land uses from an air quality, noise and vibration perspective and is not expected to have an impact on the ability of new uses to locate in nearby employment areas.

- b) *The lands are required over the long-term for employment purposes;*
- c) *The City will meet the employment forecasts allocated to the City in the Growth Plan for the Greater Golden Horseshoe;*
- d) *The conversion(s) will adversely affect the overall viability of an Employment Area and maintenance of a stable operating environment for business and economic activities with regard to the:*

Please refer to Growth Plan criterion 2.2.5.9d) above. The proposed conversion is not anticipated to adversely affect the overall viability of the employment areas in the vicinity or the operating environment for business and economic activities. Moreover, the conversion request would enable the replacement of existing jobs density provided by the employment uses which would integrate with the current and planned road network and that more closely aligns with provincial and municipal objectives related to complete communities and promotion of transit use in proximity to the proposed *major transit station area* around the Milliken GO Station.

As also indicated above, the requested conversion to allow for mixed use development that contributes to optimized use of the Subject Site within walking distance of higher-order transit, employment and residential uses. This will also contribute to a stable operating environment for surrounding areas.

1. *compatibility of any proposed land use with lands designated Employment Areas and major facilities, as demonstrated through the submission of a Compatibility/Mitigation Study in accordance with Policies 2.2.4.5, 2.2.4.7 and 2.2.4.8 and Schedule 3 for any proposed land use, with such policies read as applying to lands within Employment Areas;*
2. *prevention or mitigation of adverse effects from noise, vibration, and emissions, including dust and odour;*
3. *prevention or mitigation of negative impacts and minimization of the risk of complaints;*
4. *ability to ensure compliance with environmental approvals, registrations, legislation, regulations and guidelines;*

5. *ability to provide appropriate buffering and/or separation of employment uses from sensitive land uses, including residential;*

A Compatibility and Mitigation Study has been prepared by RWDI and accompanies this request, as required, and concludes that the conversion request to enable the proposed future mixed-use development of the Subject Site is anticipated to be compatible with the surrounding land uses from an air quality, noise and vibration perspective. Negative impacts and complaints generated by the future redevelopment of the Subject Site are not anticipated and mixed-use development would not impact surrounding industries and their ability to obtain and maintain their required Ministry of the Environment, Conservation and Parks permits and approvals, especially given the location of approved and existing residential uses in the area.

6. *ability to minimize risk to public health and safety;*

As noted above, the Subject Site is not anticipated to be adversely impacted by industrial and transportation uses in the area from an air quality, dust, odour, noise, and vibration perspective. Ongoing and planned upgrades to the boundary road network including the Redlea Avenue extension, Steeles Avenue East grade separation and enhancements to the Milliken GO Station are anticipated to create a safer pedestrian and transit environment that will be further enhanced by approved and proposed mixed-use redevelopments along Steeles Avenue East.

7. *reduction or elimination of visibility of, and accessibility to, employment lands or uses;*

The employment lands and uses in proximity to the Subject Site will remain as a large contiguous employment area and will remain highly visible and accessible from the surrounding transportation network, including but not limited to Steeles Avenue East, Kennedy Road, Redlea Avenue and the Metrolinx rail corridor. The future development of the Subject Site would support the viability of planned transit and transportation infrastructure improvements in the areas including the Milliken GO Station upgrades and the extension of Redlea Avenue to Passmore Avenue, which would only serve to enhance accessibility to employment lands in the area.

8. *impact upon the capacity and functioning of the transportation network and the movement of goods for existing and future employment uses;*

The Transportation Brief which accompanies this conversion request concludes that the future development of the Subject Site will have a manageable impact on the surrounding transportation network and would support the significant transit infrastructure in the areas, including Milliken GO Station and multiple TTC bus routes. The Subject Site is located within a transit-supported area which is expected to promote increased modal shares for transit and active transportation uses while reducing the dependence on private motor vehicles for daily trips. A wide range of services and amenities are located within 15-minute walking distance of the Subject Site which are well-connected via the existing sidewalk network in the area.

9. *removal of large and/or key locations for employment uses;*
10. *ability to provide opportunities for the clustering of similar or related employment uses; and*
11. *provision of a variety of land parcel sizes within the Employment Area to accommodate a range of permitted employment uses;*

The conversion request would not result in the removal of any large or key locations for employment uses. The request would enable the replacement of the current auto-centric employment uses on the Subject Site, which consists largely of employment condominiums by employment uses which more closely align with the planned context of the Milliken GO Station and Redlea Avenue extension while concurrently introducing residential uses in proximity to transit and new employment generating uses. It would also recognize that large portions of this block are already designated *Mixed Use Areas*, which includes significant residential uses.

- e) *The existing or planned sewage, water, energy and transportation infrastructure can accommodate the proposed conversion(s);*

Section 5.2 of this report details the findings of a Servicing Brief which was prepared by Politis Engineering Ltd. to evaluate existing servicing infrastructure in support of the conversion request. Politis concluded existing municipal services including water and sanitary services can provide connectivity to the potential future development.

Nextrans concluded in its Transportation Brief that the existing transportation network including roads, sidewalks and transit services can support the proposed conversion which would enable the potential future mixed-use development of the Subject Site. Furthermore, the conversion request would support the significant planned enhancements to transportation infrastructure in the area including the Steeles Avenue East grade separation, which is currently under construction, the electrification of the Stouffville GO Line, upgrades to the Milliken GO Station and future extension of Redlea Avenue to Passmore Avenue.

- f) *In the instance of conversions for residential purposes, sufficient parks, libraries, recreation centres and schools exist or are planned within walking distance for new residents;*

The Subject Site is located within the Milliken neighbourhood, near the City of Markham. The broader community surrounding the Subject Site contains a range of community services and facilities from all the key service sectors, which include schools, childcare services, community and recreation centres, libraries, places of worship, parks and emergency services. Many of these facilities are located within the Steeles neighbourhood, west of Kennedy Road. A concentration of retail and services are located north of the Subject Site at Pacific Mall in Markham, and to the northeast at Splendid China Mall and along Silver Star Boulevard, opposite the Stouffville GO Line.

- g) *Employment lands are strategically preserved near important transportation infrastructure such as highways and highway interchanges, rail corridors, ports and airports to facilitate the movement of goods;*

Significant portions of the employment lands surrounding the Subject Site will remain strategically preserved near the existing transportation infrastructure, the Metrolinx rail corridor. These surrounding employment areas do not currently rely on the Subject Site for access to this transportation infrastructure. The requested conversion does not preclude or negatively affect access to the area road network or transit services and would enable a more transit-supportive form of development to optimize existing and planned transportation infrastructure. Moreover, as noted, large portions of this block have already been converted to non-employment uses.

The requested conversion does not preclude or negatively affect access to the area road network or transit services and would enable a more transit-supportive form of development to optimize existing and planned transportation infrastructure.

*h) The proposal(s) to convert lands in an Employment Area will help to maintain a diverse economic base accommodating and attracting a variety of employment uses and a broad range of employment opportunities in Toronto; and*

The conversion request would not impact the maintenance of existing industrial uses and would enable the replacement of existing auto-centric employment uses while introducing new housing in proximity to employment uses, to support those uses with new customers and employees.

*i) Cross-jurisdictional issues have been considered.*

The Subject Site is located south of the City of Markham. Its future redevelopment would be enabled through a development application process that would include consultation with stakeholders and public agencies in both the City of Toronto and City of Markham in addition to York Region and Metrolinx, among others. Moreover, the conversion of the Subject Site would align with the planning on the north side Steeles Avenue in Markham around the Milliken GO Station, which is planned for high density residential mixed uses, and currently contains major retail uses in walking proximity.

**2.2.4.18** *When assessing proposal(s) to convert lands within Employment Areas, the City will:*

*a) notify all major facilities whose influence area(s) includes any portion of the lands proposed to be converted; and*

*b) notify all facilities that store, distribute or handle propane whose required separation distances by law and/or regulation may include any portion of the lands proposed to be converted.*

Policy 2.2.4.18 is noted and understood. The Land-Use Compatibility and Mitigation Study submitted in support of this request notes the major and industrial facilities whose influence areas include the Subject Site. The future redevelopment of the Subject Site would be enabled in part through a commitment to the necessary consultation with the owners of major and industrial facilities whose influence areas include portions of the Subject Site.

## 7.0 Conclusion

This request seeks the conversion of the Subject Site from *General Employment Areas* to *Mixed Use Areas*. In support of this request, reports have been prepared and address the employment area conversion criteria with respect to land use compatibility and mitigation (noise and air quality matters), servicing and transportation.

As a summary, this report demonstrates:

- The Subject Site has unique and strategic characteristics to deliver on public transit investment and the creation of a complete community in the urban area of northeast Toronto within the anticipated boundary of the future Milliken GO *major transit station area*.
- As indicated above, there is a strong basis to permit the development of the Subject Site for a range of uses, including residential and other sensitive land uses, that expand upon the existing non-employment permissions in the SASP of the Official Plan including long term care facilities which are a form of residential use. The requested employment area conversion seeks to confirm the existing non-employment use permissions and is a practical next step towards the development of a transit-oriented community in the vicinity of the Milliken GO Station as demonstrated by the OLT-approved mixed-use development proposal for the Splendid China Mall.
- This request adequately addresses the conversion policies of the Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe and City of Toronto Official Plan to the extent they can be feasibly demonstrated by the supporting reports. The employment area conversion request is appropriate taking into consideration the existing planning policy framework noted above, the investment in public transit and transportation infrastructure including the planned Redlea Avenue extension to Passmore Avenue, Steeles Avenue East grade separation, the electrification of the Stouffville GO Line, and the proposed enhancements to the Milliken GO Station. It also responds to the designation of the nearby lands to the northeast as *Mixed Use Areas* which permits residential uses and recognizes the appropriateness of also considering a broader range of uses for the Subject Site.
- There is a demonstrated multi-faceted need for the conversion, the lands are not required for the restricted employment purposes for which they are designated, the proposed uses would not adversely affect the overall viability of the employment area and will contribute to the achievement of minimum intensification and density targets, as well as other planning policies with respect to complete communities, and other matters.
- The Subject Site is distinct from the balance of the employment area by virtue of its location on Kennedy Road, its proximity to transit, and its planned frontages on Redlea Avenue and a future west-east mid-block connector along its north side as illustrated in SASP 395 and amended by OPA 321.
- Future development applications to implement the redevelopment of the Subject Site for mixed uses will demonstrate how development on the Subject Site can be supported by adequate infrastructure and public services and facilities.

The request to convert the Subject Site from *General Employment Areas* to *Mixed Use Areas* has merit, represents good planning, and should be considered for removal from the employment land inventory by City Planning staff and City Council as part of the City's Municipal Comprehensive Review of the Official Plan.

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