

February 2, 2023

Alejandra Perdomo
Municipal Services Office - Central Ontario
Ministry of Municipal Affairs & Housing
Province of Ontario
777 Bay Street, 16th floor
Toronto, Ontario
M7A 2J3

Dear Ms. Perdomo:

**RE: SUBMISSION ON OPA 591 – ERO #019-5868; MINISTRY #20-OP-222176
340, 350, 360 & 364 EVANS AVENUE AND 12, 14 & 16 ARNOLD STREET, TORONTO
OUR FILE: 13111'B'**

On behalf of our client, Tonlu Holdings Limited (“Tonlu”) please accept this submission regarding the review by the Province of the City of Toronto’s Official Plan Amendment 591 (“OPA 591”) respecting the employment conversion of the property municipally addressed 340, 350, 360 and 364 Evans Avenue, and 12, 14 and 16 Arnold Street (hereinafter the “Subject Lands”) and shown below on **Figure 1**. **We are requesting designation of the lands as Mixed Use Areas.**



Figure 1 – Location of the Subject Lands (shown in red)

History of Request & The Proposal

On August 1, 2021, our clients submitted an employment conversion request for the Subject Lands as part of the City's municipal comprehensive review. The request was supported by planning, traffic, economic, compatibility and urban design rationale reports and plans (submitted in August 2021 and augmented by further submissions to the City in May 2022). These materials can be found at the following link:

<https://www.dropbox.com/sh/blg4a07ih4js4pd/AACEaAwOaRiCDK2TGR4UE54Oa?dl=0>

The Subject Lands are approximately 4.8 ha (11.9 acres) and are currently occupied by a uniform supply store, a furniture store, an automobile detailing shop, air compressor repair service shop, a car rental company and a building materials store. The existing gross floor area on the Subject Lands is approximately 16,700 sq. m. (180,000 sq. ft).

Adjacent uses include the following:

NORTH	The Gardner Expressway and a commercial plaza (a bank, a grocery store, used car dealership and Service Ontario);
EAST	Commercial uses (a boat dealer, a mover), Industrial uses (a truck repair shop and a self-storage facility) and institutional use (a cemetery);
SOUTH	Commercial uses (a bank, a gas station, a print shop, an eyewear shop, a gym) and industrial uses a distribution centre);
WEST	Gardiner Expressway Interchange, commercial use (a coffee shop and a car dealership), industrial uses (a landscaper, TTC Queensway Garage).

The Subject Lands are also located within a Provincially Significant Employment Zone ("PSEZ") which can include "... **mixed-use areas that contain a significant number of jobs...**" based on the definition of PSEZ in the Growth Plan.

The Subject Lands are municipally serviced. TTC bus routes Evans 15 (regular service), Kipling 44 (ten minute service) and Kipling 944 (Express), with the latter two having direct service to the Kipling Subway / GO Station are in proximity to the Subject Lands.

Figure 2 below depicts the existing land use map from the City of Toronto Official Plan showing the location of the subject site in the context of other Mixed Use Designations in the area. There is a clear pattern of approved *Mixed Use Areas* between Kipling Avenue and Islington Avenue on the north side of the QEW in this area.

Further, there is a cluster at the intersection of Kipling Avenue and The Queensway. The request would continue this pattern of *Mixed Use Areas* to the south side of QEW to mirror those uses on the north side of the QEW. This change in designation reinforces Kipling Avenue for a mix of uses which generates both housing and jobs in this area of South Etobicoke.

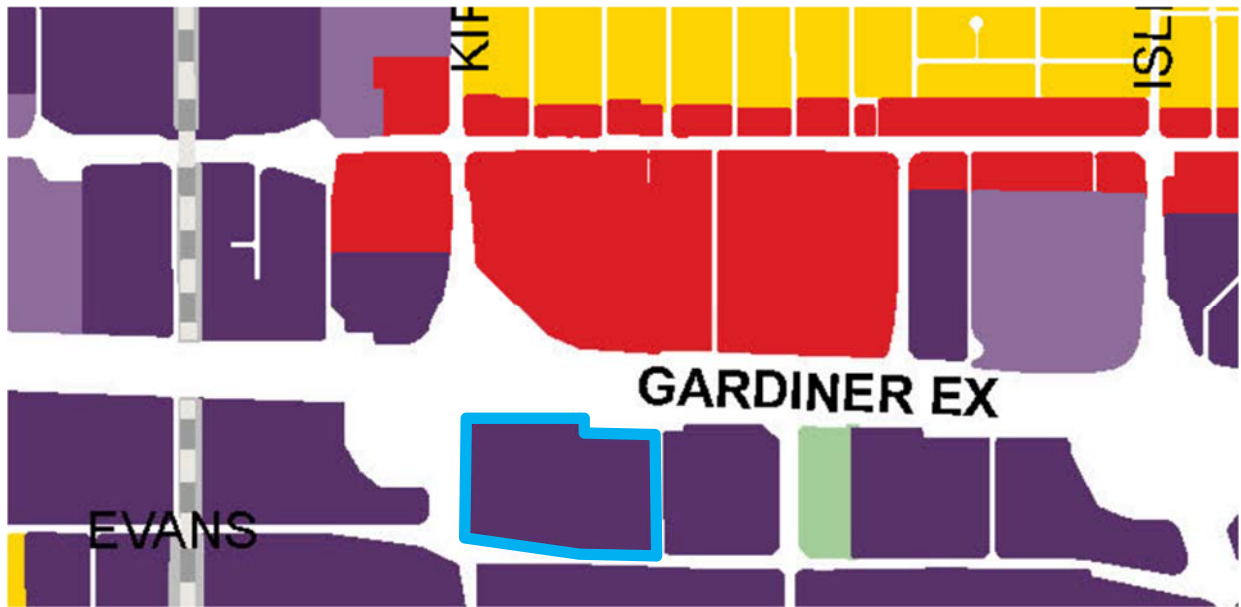


Figure 2 – Excerpt from Official Plan Map 15 (Land Use) with Subject Lands (outlined in blue)

In our opinion, the area north of Evans Avenue is an employment area which needs revitalization. Once the home of significant employment, due to global economic trends over the past twenty years has degraded. The *Core Employment Areas* from The East Mall to Islington Avenue north of Evans Avenue exhibits land use characteristics as a fringe employment area with numerous retail uses throughout the area mixed with modest employment land employment uses. Used car lots have been established in numerous locations and common. Retail operations, with or without zoning compliance are also common place. There are only two substantial employment land employment uses on the north side of Evans Avenue being the TTC Queensway Garage and Cascades Containerboard Packaging. The new developments in the surrounding Employment area are primarily warehousing uses and self-storage, which represent a net loss of jobs on those lands. The area to the south of and immediately adjacent to Evans Avenue includes similar characteristics with significant employment land employment uses located further south, away from the Evans Avenue frontage. The *Core Employment Areas* south of the Evans Avenue frontage are well established and appear to be healthy.

While some existing employment remains on the Subject Lands, it is not functioning as it was originally planned. The area contains 40 to 50 year old industrial space which is not suitable to current end user needs vis-à-vis efficiency, floor to ceiling heights, building quality, etc. The overall density of the area is well below 1.0 FSI and therefore is not optimizing infrastructure or represent an efficient use of land as called for by Provincial Policy.

The proposal would allow for the revitalization of the area by allowing residential, hotel, community office, retail, and service commercial uses. The proposed development will assist in maintaining a diverse economic base and opportunities for employment in the immediate neighbourhood through the provision of new, modern efficient employment space including incubator and start up space. The inclusion of retail, service commercial, community and hotel space will further enhance the area by animating and supporting the new employment space on site, as well as that which exists in the area. The conversion would allow for substantial redevelopment to occur providing for transit supportive densities which will optimize existing and future infrastructure investments by the City and Province within proximity to the Subject Lands (i.e. the existing GO Station at Mimico-Judson, the future GO Station at Parklawn, the future subway extension to Sherway). By maintaining space for employment opportunities while introducing residential intensification in a compact built form in proximity to planned and existing

transit infrastructure, the proposal represents a more efficient utilization of existing services and infrastructure.

To achieve transit supportive development density, in our opinion, it would be appropriate to convert the lands to *Mixed Use Areas*. This redesignation would allow for appropriate mixed use planning for the area to occur, including establishing transit supportive heights and densities, public realm elements (new roads, parks and pedestrian infrastructure), new residential opportunities in proximity to existing and planned employment centres and to reenergize the employment opportunities in this area through modern, efficient, and sustainable employment floor area (either stand alone or within a mixed use building). The introduction of residential uses onto the Subject Lands will provide for opportunities for housing in proximity to employment areas, including the provision of 7.5% affordable housing units. These new housing units will support the existing economic base of the South Etobicoke Employment Area accordingly. The proposal is depicted in **Figures 3 to 8** below.

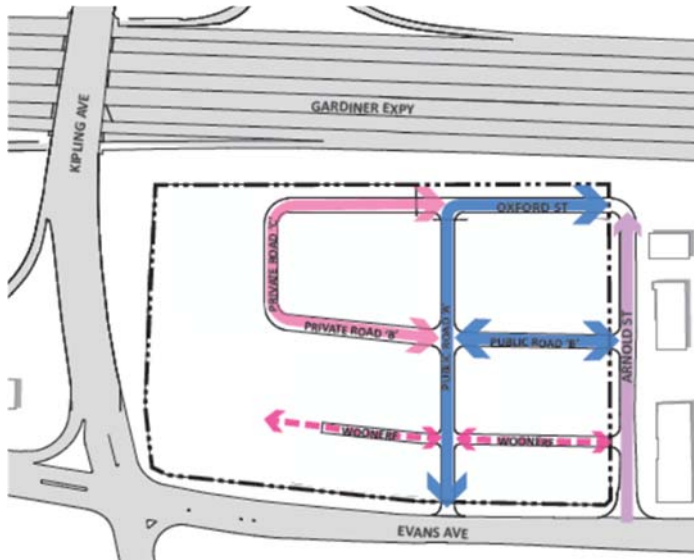


Figure 3 – Introduction of Public & Private Roads (including woonerfs to subdivide the lands into discrete blocks)

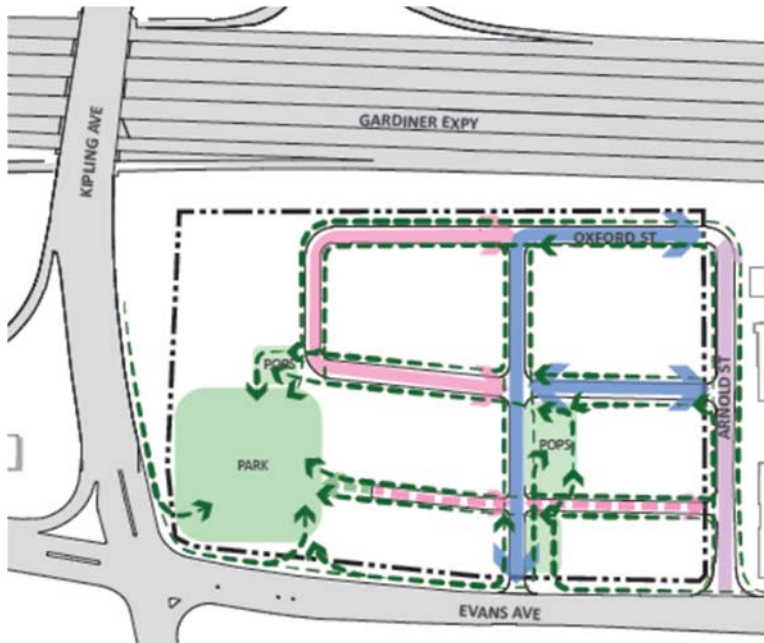


Figure 4 – Adding place making elements (public park and POPS) and creating pedestrian / cycling connections

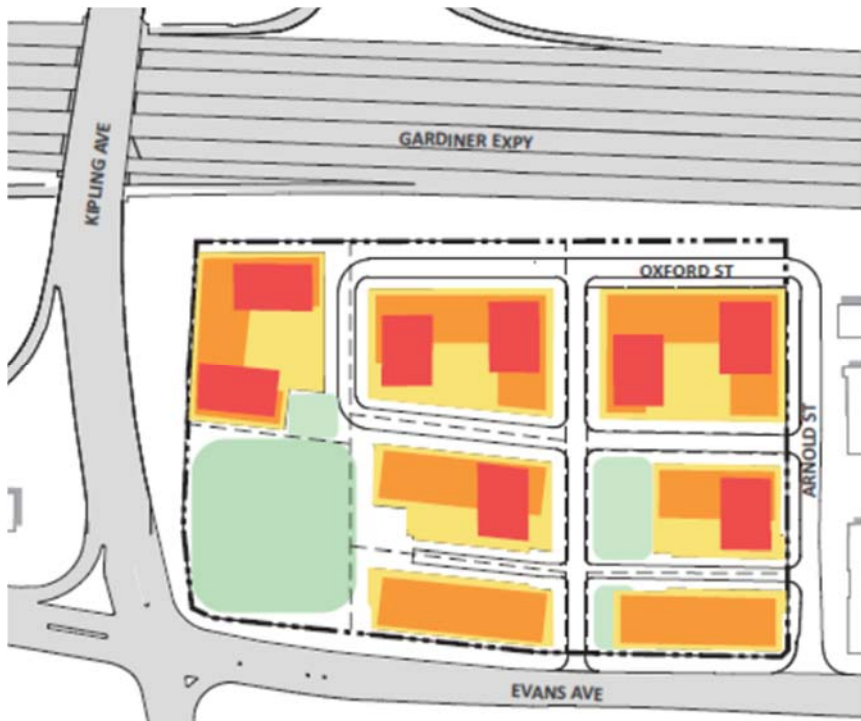


Figure 5 – Thoughtfully placement of low, mid and high rise built form to frame the place making elements and streets

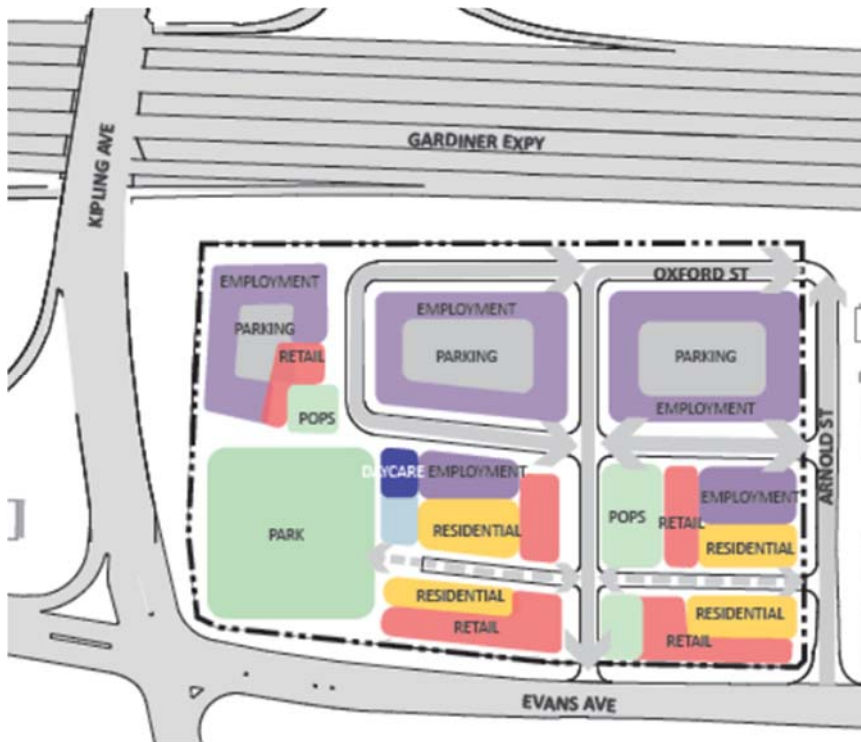


Figure 6 – Incorporating a variety of uses to animate and activate the at grade condition



Figure 7 – Demonstration Plan of a Possible Mixed Use Community on the Subject Lands



Figure 8 – Rendering of a Possible Mixed Use Community on the Subject Lands (looking towards the central square)

On July 22, 2022 City of Toronto Council adopted OPA 591. While OPA 591 modified the parent Official Plan and responded to conversion requests, it did not deal specifically with the request to convert the Subject Lands. Our client sees this as a significant failure by the City to recognize the redevelopment potential of the Subject Lands which would provide significant amounts of housing as well as employment opportunities in a rejuvenated and revitalized urban format.

Given the deepening housing crisis and the substantial planning merit of the proposal, our client has decided to address the Minister in the context of his consideration of OPA 591 and seek the Minister's modification requested in this submission.

Request of the Minister

On behalf of our clients, we are requesting that the Minister utilize his powers under the Planning Act as the approval authority of OPA 591 to modify it in order to grant the conversion request for the Subject Lands.

To this effect, we request the following modifications:

1. We request **removal of the Subject Lands from Employment Areas on Map 2** of the Official Plan as shown below.



Figure 9 – Removal of Subject Lands from *Employment Areas* as shown on excerpt from OPA 591, Appendix 1: Map 2

2. We request the Subject Lands be **designated *Mixed Use Areas* on Land Use Designation Map 15** (part of Tile Index Map 35 of Appendix 2 of OPA 591) as shown below.

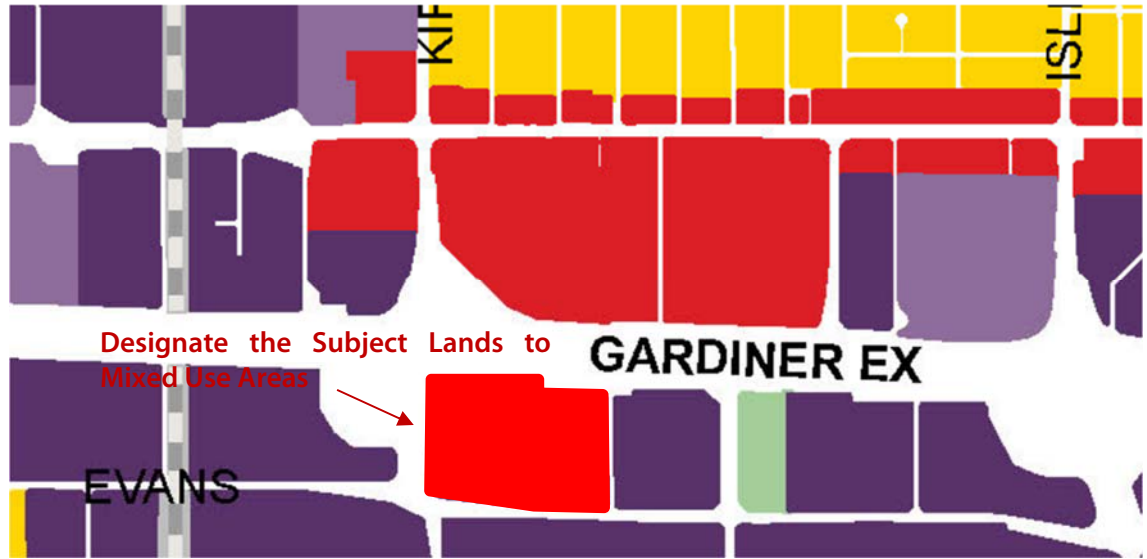
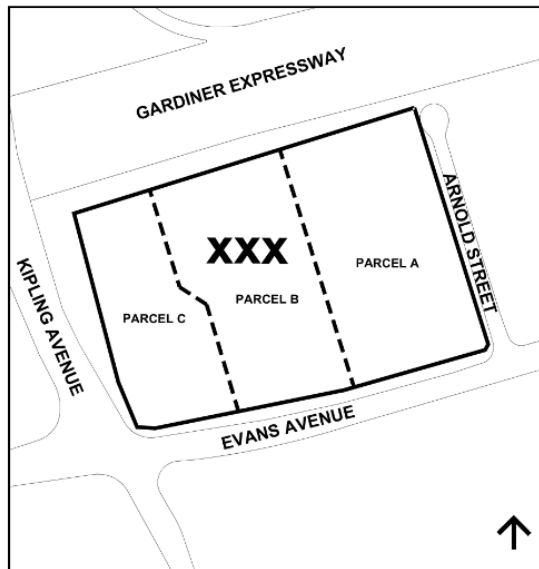


Figure 10 – Designate Subject Lands from *Core Employment Areas* to *Mixed Use Areas* as shown on excerpt from Official Plan Land Use Designation Map 15 (Tile Map 34 of OPA 591, Appendix 2)

3. Add a **new Site and Area Specific Policy to OPA 591** as follows:



“XXX. 340-364 Evans Avenue & 12-16 Arnold Street

1. All uses permitted under the Mixed Use Area designation, including existing and interim uses, with the exception of residential uses and live-work uses, are permitted on the lands prior to the completion of studies in support of a Zoning By-law Amendment to allow residential and live-work uses in accordance with the Policy 4 below.
2. A minimum of 32,000 square metres of non-residential gross floor area will be provided at full build out of all the lands inclusive of retail and service commercial uses, office, hotel, community and institutional uses.

3. Non-residential uses will be constructed in each phase, prior to, or concurrent with residential development to provide an appropriate mix of non-residential and residential growth in all phases of development; and may be implemented in a mixed use form through stratified land use permissions, as follows:

Phase 1 – Parcel A

- a minimum 13,375 square metres gross floor area of non-residential uses of which:
 - A minimum of 1,338 square metres gross floor area of employment incubator space (rent at \$1.00 plus TMI for 15 years) shall be provided;
 - A minimum of 1,840 square metres of retail / service commercial gross floor area, including a minimum of 735 square metres of gross floor area for a public and / or non-profit daycare space shall be provided;
- a maximum of 62,000 square metres of residential gross floor area of which:
 - A minimum of 13,425 square metres gross floor area of affordable rental units shall be provided;

Phase 2 – Parcel B

- A minimum of 9,180 square metres gross floor area of non-residential uses of which:
 - A minimum of 1,840 square metres gross floor area of retail / service commercial gross floor area shall be provided;
- A maximum of 72,000 square metres gross floor area of residential uses;
 - ;

Phase 3 – Parcel C

- A minimum of 4,590 square metres gross floor area of non-residential uses, of which:
 - A minimum of 990 square metres gross floor area of retail / service commercial gross floor area shall be provided;
- A maximum of 45,000 square metres gross floor area of residential uses;
- An approximately 7,200 square metre public park shall be provided.

The minimum requirement requirements may advance to an earlier phase without amendment to the Official Plan.

4. As part of a Zoning By-law Amendment to permit residential and live-work uses, the following studies shall be required:

- a. A Land Use Plan that informs the maximum building heights and densities across the site to be included within the Zoning By-law Amendment in accordance with the above noted phasing plan;
- b. A Phasing Strategy and Implementation Plan to ensure the orderly development of a mix of uses on the site and which may include the use of holding provisions to provide for the orderly sequencing of development in phases, including the provision of infrastructure and services;
- c. A Physical Structure Plan that integrates the site with the surrounding community, which applies the City's "Complete Streets" principles and establishes a network of public streets, development blocks, pedestrian and cycling facilities and connections, and parks and open spaces that contributes to a safe, comfortable and connected public realm;
- d. A Public Streets Plan that accommodates new development and ensures connectivity to the adjacent road network;
- e. A Parks and Open Space Plan that identifies locations of new public parks and other open spaces and that includes a full unencumbered parkland dedication on the lands;
- f. Urban Design Guidelines that set out the framework for the appropriate built form;
- g. A Compatibility/Mitigation Strategy that takes into consideration impacts from surrounding land uses and facilities and identifies mitigation measures for each phase;
- h. A Housing Plan that identifies for each phase of residential development both the percentage of units that will be two and three bedrooms in size as well as a mix of affordable housing;
- i. A Community Services and Facilities Strategy that identifies community space and facilities needs, including the provision of new schools, daycares, libraries, community recreation centres, and other services, and sets out priorities to support growth and which may include potential locations and recommended phasing as well as opportunities for co-location. The specific community space and facilities identified through the needs study will be secured through appropriate agreement(s) between the City and owner that will be registered on title;
- j. An Infrastructure Master Plan that identifies water, sanitary, stormwater and hydro infrastructure requirements and development strategy;
- k. A Green Infrastructure Strategy that includes consideration of stormwater management systems and trees; and
- l. An Energy Strategy to address energy conservation including peak demand reduction, resilience to power disruptions and small local integrated energy solutions that

incorporate renewable, district energy, combined heat and power or energy storage to address the City's targets of carbon reduction."

Approval by the Minister of this modification, at this time, would provide certainty to the ability of the lands to be redeveloped for mixed use purposes and ensure the timely delivery of new housing units (2,400 units) to help address the housing crisis, including a substantial amount of affordable units (180 units).

Overall Conclusion

This proposal is consistent with and conforms to Provincial Policy and structured around the optimization of existing municipal services, infrastructure and transit services. The proposal envisioned for the Subject Lands is one that will contribute to the overall existing mix of uses in this area of the City along the Gardiner Expressway which includes employment, residential and mixed use. The proposal would allow the construction of over 2,400 new residential dwelling units (including rental and ownership, with at least 180 affordable units being provided), with the non-residential components creating at least 1,000 jobs (an increase from the present 250 jobs).

The Subject Lands represent a situation where a conversion is appropriate, given that the existing use of the Subject Lands represents an underutilization of the Subject Lands in comparison to the proposed mixed-use development which could occur.

It is also important to identify that the proposed redevelopment will allow for the efficient use of the land and the optimization of infrastructure while maintaining employment through integration of retail, service commercial and office / incubator uses into an urban format. As shown in the updated Demonstration Plan enclosed with this letter, the intensification that is created by the conversion includes a substantial increase in the amount of employment gross floor area thus preserving and enhancing the employment opportunities on the Subject Lands.

The proposed conversion of employment lands to a *Mixed Use Areas* designation meets the intent and purpose of the policies with respect to employment land conversions as outlined in the Growth Plan and the City of Toronto Official Plan and has been demonstrated as follows:

- The proposal will support existing TTC bus routes along Kipling Avenue and Evans Avenue that are in proximity to the Subject Lands.
- The conversion proposes to redevelop underutilized land to better accommodate the City's growing housing needs by providing 2,400 units in a mix of tenures, unit sizes and affordability (including 180 affordable housing units).
- The lands will include a substantial amount of new employment, including incubator space, which will create upwards of 1,000 jobs – significantly more than the current employment generated on-site today.
- The proposed conversion is compatible with adjacent employment uses and will not affect the ability of surrounding facilities to comply with applicable Provincial and City of Toronto regulations.

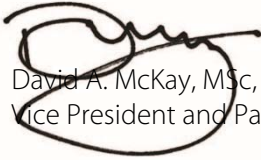
- The Subject Lands are fully serviced with water, wastewater and stormwater services which ensures the optimization and efficient use of existing municipal infrastructure for the proposed development.

Please feel free to contact us if you have any questions or wish to discuss in further detail.

Thank you.

Yours Truly,

MHBC

A handwritten signature in black ink, appearing to read 'David A. McKay', is written over a light-colored rectangular background.

David A. McKay, MSc, MLAI, MCIP, RPP
Vice President and Partner

cc: *Clients*
Barry Horosko, Horosko Planning Law
Project Team