

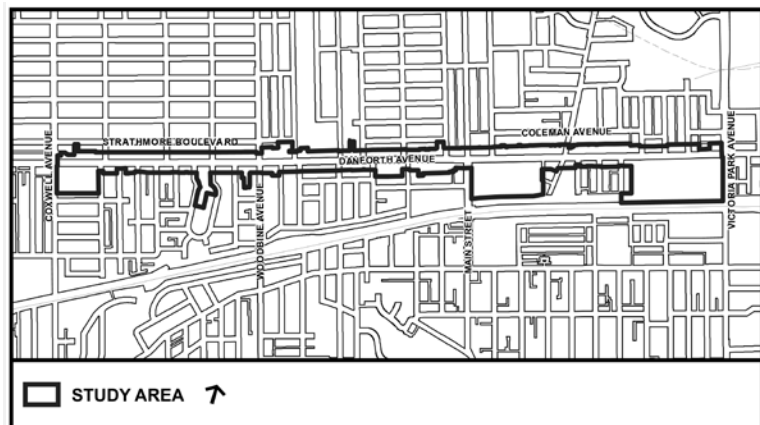
Danforth Avenue Planning Study (Coxwell Avenue to Victoria Park Avenue) – City-Initiated Official Plan Amendment - Preliminary Report

Date:	April 12, 2016
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Wards 31 and 32 – Beaches-East York
Reference Number:	16-129539 SPS 00 OZ

SUMMARY

On July 8, 2014, City Council adopted a motion to request the Chief Planner and the Executive Director, City Planning to undertake a planning study of Danforth Avenue in two segments, from the Don River to Coxwell Avenue and from Coxwell Avenue to Victoria Park Avenue, and to report on the funds necessary to complete these studies.

The purpose of this report is to review the draft Terms of Reference, which establishes the basic parameters of the study, outlines the scope and study area and expands on the timelines for community meetings and expected deliverables for this study. Further, this report seeks Community Council's directions on further processing of the study and on the overall community consultation process.



Planning staff anticipate reviewing the draft terms of reference with the community by Q3 of 2016 and initializing the study by Q4 of 2016.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting to review the draft Terms of Reference, as shown in Attachment #1 to this report, together with the Ward Councillors for Wards 31 & 32, respectively.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the study area.
3. Staff be directed to report back to Toronto and East York Community Council on the results of the community consultation meeting, the final Terms of Reference and with a completed area profile in Q4 of 2016.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

On July 8, 2014, through item TE33.15, City Council adopted a motion to request the Chief Planner and the Executive Director, City Planning to undertake a planning study of Danforth Avenue in two segments, from the Don River to Coxwell Avenue and from Coxwell Avenue to Victoria Park Avenue, and to report on the funds necessary to complete these studies. The motion was the result of Council's review of a rezoning application at 2359 Danforth Avenue and with the intent of taking a proactive approach to managing change on Danforth Avenue.

The minutes from this Council meeting and item can be viewed at the following link:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE33.15>

ISSUE BACKGROUND

Danforth Avenue is primarily characterized by low-rise (two to three storey) mixed-use buildings and is identified as an *Avenue* in the Toronto Official Plan. City Planning staff have been directed by City Council to undertake a Planning Study of Danforth Avenue in two segments, from the Don River to Coxwell Avenue and from Coxwell Avenue to Victoria Park Avenue.

This particular *Avenue* segment was selected as it is experiencing some development interest, there are sites that may attract redevelopment interest due to their size, attributes or availability, and a local framework to guide and manage growth is needed at this time. The study discussed in this report will focus on the segment from Coxwell Avenue to Victoria Park Avenue and the study area is shown on Attachment #2.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required by the *Planning Act* to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The entire section of Danforth Avenue, from the Don River to Victoria Park Avenue, is identified as an Avenue on Map 2 – Urban Structure in the Official Plan.

The lands fronting Danforth Avenue from the Don River, in the west, to Victoria Park Avenue, in the east, are primarily designated Mixed Use Areas on Map 18 and 21 – Land Use Plan in the Official Plan. The lands immediately adjacent to the east of the Don River are designated Parks, on the north side of Danforth Avenue, and Other Open Space Areas, on the south side of Danforth Avenue.

Section 2.2.3 Avenues: Reurbanizing Arterial Corridors

Avenues are important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities, while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents.

The *Avenues* will be transformed incrementally. They will change building-by-building over a number of years. The framework for new development on each *Avenue* will be established through a local *Avenue* study, created in consultation with the local community.

Planning studies on *Avenues* are intended to create a vision and implementation plan to show, among other matters:

- how the streetscape and pedestrian environment can be improved;
- where public open space can be created and existing parks improved;

- where trees should be planted;
- how use of the road allowance can be optimized and transit service enhanced.

Section 4.3 Parks and Open Space Areas

The *Parks and Open Space Areas* designation generally prohibits development within Parks and Other Open Space Areas except for recreational and cultural facilities, conservation projects, cemetery facilities, public transit and essential public works and utilities where supported by appropriate assessment. These areas generally include the parks and open spaces, valleys, watercourse and ravines, golf courses and cemeteries that comprise a green open space network in Toronto.

Section 4.5 Mixed Use Areas

The *Mixed Use Areas* designation permits a broad range of commercial, residential and institutional uses and includes policies and development criteria to guide development and its transition between areas of different development intensity and scale.

Among the development criteria for *Mixed Use Areas* are:

- creating a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- providing for new jobs and homes for Toronto's growing population on underutilized lands;
- locating and massing new buildings to provide a transition between areas of different development intensity and scale, through means such as providing appropriate setbacks and/or stepping down of heights, particularly towards lower scale *Neighbourhoods*;
- locating and massing new buildings to frame the edges of streets and parks;
- providing an attractive, comfortable and safe pedestrian environment;
- providing good site access and circulation and an adequate supply of parking for residents and visitors;
- locating and screening service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and

- providing indoor and outdoor recreation space for building residents in every significant multi-residential development.

Avenue and Mid-Rise Buildings Guidelines

Toronto City Council at its meeting of July 8, 2010 adopted the recommendations contained in the staff report prepared by City Planning entitled Avenues and Mid-Rise Buildings Study and Action Plan, with modifications. The main objective of this study is to encourage future intensification along Toronto's "Avenues" that is compatible with the adjacent neighbourhoods through appropriately scaled and designed mid-rise buildings.

The Avenues and Mid-rise Buildings Study identifies a list of best practices, categorizes the Avenues based on historic, cultural and built form characteristics, establishes a set of performance standards for new mid-rise buildings, and identifies areas where the performance standards should be applied.

The Performance Standards are intended to be used as tools to implement both the Official Plan's Avenues and Neighbourhoods policies, maintaining a balance between reurbanization and stability. The Performance Standards provide guidance pertaining to size, shape and quality of mid-rise buildings and are intended to implement Section 2.3.1 of the Official Plan.

The Avenue and Mid-Rise Buildings Guidelines apply to this section of Danforth Avenue and have been used as a tool in addition to the Mixed Use Area development criteria.

Danforth Avenue Planning Study – Victoria Park Avenue to Medford Avenue (Official Plan Amendment #42)

On January 30, 2008, City Council adopted Official Plan Amendment #42, Zoning By-law No. 104-2008 and Urban Design Guidelines that were the culmination of an Avenue Planning Study for this location. The western terminus of this study abuts the eastern terminus of the subject study of this report. Aspects of the previous study will be reviewed to determine their applicability to the current study, with particular attention to the intersection of Danforth Avenue and Victoria Park Avenue.

Zoning

The majority of the study area is zoned MCR T3.0 C2.5 R2.5 and MCR T3.0 C2.0 R2.5 under the former City of Toronto Zoning By-law 438-86. This zone permits a wide range of commercial and residential uses with a maximum density of 3.0 times the area of the lot. The maximum permitted height is between 14 and 16 metres.

The majority of the study area is zoned CR3.0 (c2.5; r2.5) SS2 and CR3.0 (c2.0; r2.5) SS2 under City-wide Zoning By-law 569-2013, which is currently under appeal at the Ontario Municipal Board (OMB) and is not in-force and in-effect. The zoning permissions are consistent with those outlined in Zoning By-law 438-86.

There are some properties within the study area that are zoned G and Gr (Parks Zone), Tr (Industrial Zone) and R2 (Residential Zone) under the former City of Toronto Zoning By-law 438-86.

There are some properties within the study area that are zoned ON and OR (Open Space Zone) and R (Residential Zone) under City-wide Zoning By-law 569-2013.

COMMENTS

Terms of Reference

Staff have prepared a draft Terms of Reference (ToR), shown in full on Attachment #1.

The ToR is a draft document that will be reviewed with the community prior to being finalized and will be an important document to move the study forward in a successful manner within a commonly understood scope of work.

Scope of Work

The Danforth Avenue planning study will be a multi-disciplinary review to be conducted as a comprehensive and integrated planning study. The study will be led by the City Planning Division (Community Planning with support from Urban Design, Heritage Preservation Services and Transportation Planning). Transportation Services, Economic Development and Parks, Forestry and Recreation Divisions will also support the study as required.

City Planning staff will undertake a scope of work that will involve reviewing the character and place, the built form, the public realm, the retail vitality, the community services and facilities and the heritage and historic character of Danforth Avenue, in the context of the various surrounding neighbourhoods.

The study will include a series of three or four community meetings, as needed, which may take the form of workshops, charrettes or more formal meetings. The first meeting is anticipated to be held in June 2016 with additional meeting dates to be determined.

A Stakeholder Advisory Committee (SAC), including representatives of the various residents associations in the area, landowner representatives, business representation and members of the general public, will be established and a separate terms of reference created, to maintain ongoing communication and feedback from the community.

Estimated Timelines

The following represents an estimated timeline for this study. The timeline will continue to be refined as the study progresses.

Q2 2016	Consult on, and finalize, the Terms of Reference
Q3 to Q4 2016	Conduct research and prepare Area Profile Report
Q1 to Q3 2017	Community engagement and development of Planning and Urban Design Guidelines
Q4 2017	Preparation of Official Plan Amendment and Final Report to Toronto and East York Community Council

CONTACT

Daniel Woolfson, Planner

Tel. No. 416-392-7574

Fax No. 416-392-1330

E-mail: dwoolfs@toronto.ca

SIGNATURE

Gregg Lintern, MCIP, RPP
 Director, Community Planning
 Toronto and East York District

(P:\2016\Cluster B\pln\TEYCC\10769157044.doc) - smc

ATTACHMENTS

Attachment 1: Terms of Reference

Attachment 2: Study Area

Attachment 1: Terms of Reference

Preliminary Terms of Reference for the Danforth Avenue Planning Study (Coxwell Avenue to Victoria Park Avenue)

Purpose

On July 8, 2014, City Council adopted a motion to request the Chief Planner and the Executive Director, City Planning to undertake a planning study of Danforth Avenue in two segments, from the Don River to Coxwell Avenue and from Coxwell Avenue to Victoria Park Avenue, and to report on the funds necessary to complete these studies.

The purpose of the study is to supplement the existing Avenue and Mid-Rise Building Guidelines and to bring a lens of local character to development guidelines. The study will also seek to shape new development and articulate the existing and planned character of Danforth Avenue, while ensuring consistency with the Official Plan. In addition to development, the study seeks to identify specific public realm and streetscape improvements that use local character-defining features to enhance the public realm of Danforth Avenue.

Study Area

For the purposes of this study, the area includes properties with frontage on Danforth Avenue between Coxwell Avenue to the west and Victoria Park Avenue to the east.

Policy Context

The land use policy context anticipates and encourages intensification along Danforth Avenue. The entire section of Danforth Avenue, from the Don River to Victoria Park Avenue, is identified as an *Avenue* on Map 2 – Urban Structure in the Official Plan.

The lands fronting Danforth Avenue from Coxwell Avenue, in the west, to Victoria Park Avenue, in the east, are primarily designated *Mixed Use Areas* on Map 18 and 21 – Land Use Plan in the Official Plan.

Avenue

Section 2.2.3 of the Official Plan describes *Avenues* as “important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities, while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents”.

The *Avenues* will be reurbanized incrementally on a site-by-site basis and over the course of several years. The Official Plan states that not all *Avenues* are the same. “Each *Avenue* is different in terms of lot sizes and configurations, street width, existing uses, neighbouring uses, transit service and streetscape potential. There is no 'one size fits all' program for reurbanizing the *Avenues*”.

The Official Plan anticipates the creation and adoption of area-specific urban design guidelines to implement the Plan's objectives. Urban design guidelines provide guidance for built form and public realm improvements that are consistent with the policies of the Official Plan.

Mixed Use Areas

The designation permits a broad range of commercial, residential and institutional uses, and includes policies and criteria to guide development. New development should comply with the development criteria in *Mixed Use Areas* as outlined in the Official Plan.

Parks and Other Open Space Areas

The designation generally prohibits development within *Parks and Other Open Space Areas* except for recreational and cultural facilities, conservation projects, cemetery facilities, public transit and essential public works and utilities where supported by appropriate assessment.

Avenue and Mid-Rise Buildings Study

City Council adopted the Avenue and Mid-Rise Buildings Study in 2010. The study, and its related performance standards, apply to this segment of Danforth Avenue.

Study Overview

The Danforth Avenue planning study will be a multi-disciplinary review to be conducted as a comprehensive and integrated planning study. The study will focus on working with the community and other important stakeholders to develop the final set of deliverables.

Scope of Work

The study will be led by the City Planning Division (Community Planning with support from Urban Design, Heritage Preservation Services and Transportation Planning). Transportation Services, Economic Development and Parks, Forestry and Recreation Divisions will also support the study as required.

City Planning staff will undertake the following scope of work:

Character and Place

- Articulate the existing and planned character of the Danforth, including a vision for future growth and development;

Built Form

- Examine the Avenue and Mid-Rise Buildings Study within the local context of Danforth Avenue (from Coxwell Avenue to Victoria Park Avenue). Determine whether any refinements to the existing Avenue and Mid-Rise Buildings Study are required to respond to specific local conditions;
- Identify appropriate planning and urban design guidelines for new developments along Danforth Avenue, including, but not limited to, best practices for transitioning to adjacent low-scale neighbourhoods and identifying appropriate streetscaping elements;

Public Realm

- Identify strategies to enhance and animate the public realm and streetscaping on both the north and south side of Danforth Avenue within the study area to improve amenity and walkability;
- Identify opportunities for new parks and open spaces along Danforth Avenue;

Retail Vitality

- Identify any planning tools that may support a strong and diverse retail sector;

Cycling

- Coordinate the study outcomes with the City's 10-year Cycling Network Plan and program;

Transit Stations

- Explore how to improve pedestrian connectivity between the Main subway station and the Danforth GO station;
- Identify site-specific public realm and streetscaping improvements (such as improved wayfinding opportunities) within the existing Gateway Hub at the intersection of Danforth Avenue and Main Street;

Community Services and Facilities

- A review of community services and facilities for the area is underway and includes demographic analysis, as well as a community and facilities inventory. Based on the development and built form analysis being undertaken for this study, staff will identify future community service and facilities needs and priorities for the area;

Heritage and Historic Character

- Identify built form heritage resources within the study area and strategies to achieve conservation.

Community Engagement

The City will retain an independent facilitator to engage and lead community engagement. The facilitator will have no vested interest in the outcome of the study.

The study will include a series of four community meetings, as needed, which may take the form of workshops, charrettes or formal meetings. The

first meeting is anticipated in June 2016 with additional meeting dates to be determined.

A Stakeholder Advisory Committee (SAC), comprised of 12 to 15 members and including various residents, landowners, business-owners and other community stakeholders, will be established to maintain ongoing communication and provide advice to City staff with respect to the study and the community engagement process. The independent facilitator will be responsible for selecting the members of the SAC, in consultation with the City Planning Division and the local Councillors. Three to four meetings with the SAC are anticipated.

The community will have a fully integrated role in this study. The feedback gained from the community will inform the study process and outcomes, while guiding City staff throughout the study.

Study Deliverables

Key deliverables expected from the study are as follows:

- Profile Report;
- Final report to Council with a recommended vision and framework for the study that includes any required amendments to the Site and Area Specific Policies in the Official Plan;
- Planning and Urban Design Guidelines; and
- Official Plan Amendment, which includes development criteria for proposed development within the study area and provides clarification on how the draft Urban Design Guidelines are to be utilized.

Estimated Timelines

The following represents an estimated timeline for this study. The timeline will continue to be refined as the study progresses.

Q2 2016	Consult on, and finalize, the Terms of Reference
Q3 to Q4 2016	Conduct research and prepare Area Profile Report

Q1 to Q3 2017	Community engagement and development of Planning and Urban Design Guidelines
Q4 2017	Preparation of Official Plan Amendment and Final Report to Toronto and East York Community Council

Attachment 2: Study Area

