

City-Initiated Official Plan Amendment to the planned right-of-way width for Gordon Baker Road – Final Report

Date: May 2, 2019

To: North York Community Council

From: Director, Community Planning, North York District

Wards: Ward 17 -Don Valley North

Planning Application Number: 19 115430 NNY 17 OZ

SUMMARY

This report recommends approval of a City initiated Official Plan Amendment to reduce the planned right-of-way width for Gordon Baker Road from "45 metres and over" to 27 metres between Harold Evans Crescent and the North York Hydro Corridor on Map 3, Right-of-Way Widths Associated with Existing Major Streets.

The City initiated Official Plan Amendment is to reflect the right-of-way width needed to be consistent with the right-of-way width requirement shown on Map 3 for Gordon Baker Road North of Harold Evans Crescent, which has been determined by staff to be sufficient to meet the City's needs in the area and minimize property impacts on the abutting land owners along Gordon Baker Road which would result from taking the "45 metres and over" planned right-of-way width on Map 3 of the Official Plan.

The Official Plan Amendment would also facilitate the application at 101 Gordon Baker Road (App No. 17 226908 NNY 17 OZ) that proposes to amend the Zoning By-law to permit the construction of six self-storage buildings.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Official Plan, for Gordon Baker Road between Harold Evans Crescent and the North York Hydro Corridor in accordance with the draft Official Plan Amendment attached as Attachment No. 1 to this report.
2. City Council authorizes the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment as may be required.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

PROPOSAL

The proposed Official Plan Amendment reduces the planned right-of-way width for Gordon Baker Road from "45 metres and over" to 27 metres between Harold Evans Crescent and the North York Hydro Corridor (Attachment 2: Study Area and Right-of-Way Width Amendment).

Reasons for Application

The City initiated Official Plan Amendment is to reflect the right-of-way width needed to be consistent with the right-of-way width requirement shown on Map 3 for Gordon Baker Road North of Harold Evans Crescent, which has been determined by staff to be sufficient to meet the City's needs in the area and minimize property impacts on the abutting land owners along Gordon Baker Road which would result from taking the "45 metres and over" planned right-of-way width on Map 3 of the Official Plan.

APPLICATION BACKGROUND

Gordon Baker Road

The majority of Gordon Baker Road is directly adjacent and parallel to Highway 404 to the west connecting from Finch Avenue East to Victoria Park Avenue.

The Road Classification System (RCS) designates streets into different classes according to the function the street is intended to provide and is periodically reviewed to ensure that the classification accurately reflects a street's actual function. Streets are assessed against criteria approved by Council in 2000, into one of five road classifications:

- Expressway
- Major Arterial
- Minor Arterial
- Collector
- Local

Gordon Baker Road is classified as a minor arterial road from Finch Avenue East to Victoria Park Avenue with an existing right-of-width that ranges from 20 metres to 25 metres. Gordon Baker Road generally has one vehicular travel lane in each direction with turn lanes at key intersections.

Currently, the York Region Transit Viva Green Bus operates on Gordon Baker Road between Harold Evans Crescent and the North York Hydro Corridor. TTC bus route

42C Cummer and 39C Finch East have current operations north of Harold Evans Crescent and south of the North York Hydro Corridor on Gordon Baker Road. Transit service and bus routes may change over time.

Below are the existing 24 hour traffic counts on Gordon Baker Road conducted by the City in 2009 and as noted in the Transportation Review dated August 18, 2017 conducted by R.J. Burnside & Associates Limited for the application at 101 Gordon Baker Road. This is consistent with the RCS criteria for minor arterial roads.

Source	City	Burnside
Year	2009	2017
Northbound	5,661	6,115
Southbound	4,408	4,638
Total	10,069	10,753

Development Application - 101 Gordon Baker Road

The Zoning By-law Amendment and Site Plan Control applications for 101 Gordon Baker Road (App. Nos. 17 226908 NNY 17 OZ & 18 178197 NNY 17 SA) propose to develop the lands at 101 Gordon Baker Road with six self-storage buildings, including an associated office in the building located closest to Gordon Baker Road, a surface parking lot for the self-storage use and a surface parking lot leased to the office buildings to the north of the site at 105-115 Gordon Baker Road. The total self-storage gross floor area would be 14,383 square metres, resulting in a density of 0.47 times the area of the lot (Attachment 6: 101 Gordon Baker Road Site Plan).

The main vehicular access to the site is proposed in the existing location, at the northwest corner of the site off of Gordon Baker Road. The existing secondary access along the northern edge of the site, from the property to the north, is also proposed to remain.

Planning staff will report separately on the Zoning By-law Amendment application for 101 Gordon Baker Road.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have been given an opportunity to view the oral submissions made at the statutory public meeting held by the North York Community Council for this application, as these submissions are broadcast live over the internet.

POLICY CONSIDERATIONS

Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

The Provincial Policy Statement (2014)

The Provincial Policy Statement (2014) (the "PPS") provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas. It includes policies on transportation system and infrastructure corridors, such as:

- Transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, and are appropriate to address project needs;
- Efficient use shall be made of existing and planned infrastructure;
- As part of a multimodal transportation system, connectivity within and among transportation systems and modes should be maintained;
- Transportation and land use considerations shall be integrated at all stages of the planning process; and
- Planning authorities shall plan for and protect corridors and rights-of-way for infrastructure.

The PPS is issued under Section 3 of the [Planning Act](#) and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

The Growth Plan for the Greater Golden Horseshoe (2017)

The Growth Plan for the Greater Golden Horseshoe (2017) (the "Growth Plan") provides a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region. The Growth Plan recognizes that well planned infrastructure is essential to the viability of Ontario's communities and critical to economic competitiveness, quality of life, and the delivery of public services. The Growth Plan also recognizes that the transportation system must be planned and managed for the safe efficient movement of goods and people. The Growth Plan highlights the following transportation policies:

- Provide connectivity among transportation modes for moving people and for moving goods;
- Offer a balance of transportation choices that reduce reliance upon the automobile and promotes transit and active transportation; and
- Offer multimodal access to jobs, housing, schools, cultural, and recreational opportunities, and goods and services.

The Growth Plan builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the Planning Act all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

Toronto Official Plan

The Toronto Official Plan is the City's most important vehicle for implementing the policies of the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe. It sets out the land use policy directions for long-term growth and development in the City of Toronto.

Map 3, Right-of-Way Widths Associated with Existing Major Streets shows a planned right-of-way width for Gordon Baker Road as follows:

- From Finch Avenue East to Harold Evans Crescent as 45 metres and over;
- From Harold Evans Crescent to Victoria Park Avenue as 27 metres.

The adjacent lands to the East are identified as *Employment Areas* on Map 2 - Urban Structure of the Official Plan (Section 2.2). This section of the Official Plan speaks to shaping Toronto, in terms of growth, rebuilding, reurbanizing, and regenerating within an existing urban structure. The policies set out under section 2.2.4, state *that Employment Areas* are to be protected and promoted exclusively for economic activity and are to be enhanced to ensure they are attractive and function well.

The Official Plan also identifies the subject lands as being designated *General Employment Areas*. *Employment Areas* are maintained exclusively for business and economic activities in order to provide a stable and productive operating environment for existing businesses and also to attract new firms.

The City of Toronto Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

COMMENTS

Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2014) and the Growth Plan (2017). The proposal has also been reviewed and evaluated against the transportation related policies of the PPS and Growth Plan as described in the Policy Considerations section of the Report. Staff have determined that the proposal is consistent with the PPS and conforms with the Growth Plan as the proposed reduced right-of-way still protects for an appropriate width for Gordon Baker Road and provides for the safe and efficient movement of people and goods. The proposed right-of-way would still protect for a network that offers multimodal access and a balanced street network that promotes transit and active transportation.

The Official Plan

The recommended amendment to Map 3, Right-of-Way Widths Associated with Existing Major Streets to the planned right-of-way width from "45 metres and over" to 27 metres is appropriate and consistent with the planned right-of-way width of Gordon Baker Road north of Harold Evans Crescent and the North York Hydro Corridor. Gordon Baker Road is not considered a major arterial or expressway to warrant a right-of-way width of 45 metres.

Gordon Baker Road is not identified as a higher order transit corridor or transit priority segment in Map 4 Higher Order Transit Corridor and Map 5 Surface Transit Priority Network respectively. There is no existing or planned higher order or new transit operation on Gordon Baker Road between Harold Evans Crescent and the North York Hydro Corridor; however, the proposed planned right-of-way width of 27 metres would continue to accommodate transit growth along Gordon Baker Road. Attachment 3 shows a possible conceptual cross section of Gordon Baker Road with a 27 metres right-of-way and the curb lane can function to accommodate bus requirements.

The proposed planned right-of-way would provide the same right-of-way width and potential functional design of McNicoll Avenue and Pharmacy Avenue, which also have the same designation as Gordon Baker Road on Map 4 Higher Order Transit Corridors and Map 5 Surface Transit Priority Network of the Official Plan. McNicoll Avenue and Pharmacy Avenue are also considered as minor arterial roads in the City's Road Classification System. Attachment 5 shows images of the existing conditions of McNicoll Avenue and Pharmacy Avenue.

The City initiated Official Plan Amendment would also minimize property impacts on abutting land owners along Gordon Baker Road resulting from taking the full "45 metres and over" right-of-way width on Map 3 of the Official Plan. Attachment 4 compares the relative property impacts between the 27 metre and 45 metre right-of-way width. The recommended amendment to reduce the planned right-of-way width would continue to support potential transportation improvements for Gordon Baker Road.

Ministry of Transportation (MTO)

The proposed amendment was circulated to the Ministry of Transportation (MTO) for comments and they are supportive of the right-of-way reduction. MTO noted that the MTO 14 metre setback would still need to be accommodated and the future Gordon Baker Road right-of-way and design may need to be adjusted accordingly.

To protect the interest of the MTO for any future Finch Avenue East-Highway 404 interchange improvements, the recommended Official Plan Amendment is limited to lands located north of the Hydro Corridor. Therefore, the right-of-way for Gordon Baker Road south of the Hydro Corridor will remain at "45 metres and over".

MTO also noted that there are no plans to completely reconstruct the Finch Avenue East-Highway 404 interchange at this time, but it is probable the intersection at Finch Avenue East and Gordon Baker Road would be improved at a later date when the Finch Avenue East bridge structure is due for rehabilitation. This would not be impacted by the recommended Official Plan amendment.

Traffic Impact and Access

Gordon Baker Road is currently identified as a minor arterial road and the proposed 27 metre right-of-way width meets the typical right-of-way width as per the City's Road Classification Criteria adopted by City Council in 2000.

The recommended planned right-of-way width of 27 metres will continue to ensure the existing and future operation service levels on Gordon Baker Road are met. The recommended planned right-of-way width will also allow for future accommodation of other facilities such as additional vehicular travel lanes, surface transit operations, utilities, transit, bicycle facilities, and streetscaping.

Gordon Baker Road between Harold Evans Crescent and the North York Hydro Corridor currently permits 4 private vehicular accesses that allows northbound and southbound access. The amended planned right-of-way width will continue to provide sufficient vehicular access for existing and future employment uses in the area.

The amended planned right-of-way width will not preclude the ability to accommodate additional vehicular travel or turn lanes and/or cycling infrastructure in the area.

Streetscape, Pedestrians, and Cyclists

There are no planned cycling routes on this section of Gordon Baker Road; however, the recommended planned right-of-way width can potentially accommodate the future integration of cycling facilities as shown in Attachment 3 if necessary.

This section of Gordon Baker Road currently has a sidewalk on the east side only. In the future, there are no expectations to provide sidewalks on both sides of Gordon Baker Road due to the existing location of Highway 404 to the west. Therefore, the proposed changes to the planned right-of-way width would create better opportunities to maintain a larger boulevard width beyond the minimum standard on the east side of Gordon Baker Road.

Servicing

The proposed changes to the planned right-of-way width would continue to provide sufficient right-of-way width for the required servicing on Gordon Baker Road and abutting properties.

Development Application - 101 Gordon Baker Road

The existing right-of-way width varies along Gordon Baker Road between 20 metres and 27 metres. Through the review of Zoning By-law Amendment and Site Plan Control applications for 101 Gordon Baker Road (App. Nos. 17 226908 NNY 24 OZ & 18 178197 NNY 24 SA), it has been determined that the planned right-of-way as shown on Official Plan Map 3, Right of Way Widths Associated with Existing Major Streets is greater than the desired right-of-way requirement for Gordon Baker Road.

The Official Plan Amendment is being recommended at this time to allow consideration of the Zoning By-law Amendment and Site Plan Control application for 101 Gordon Baker Road with the dedication of the right-of-way required to satisfy the proposed 27 metre right-of-way width. In order to create a 27.0 metre right-of-way width for this segment of Gordon Baker Road, an approximately 2.2 metre road widening dedication along the northern portion of 101 Gordon Baker Road is required. In contrast, an approximately 20.1 metre road widening dedication would be required to satisfy a "45 metres and over" right-of-way.

The applicant for the proposed development at 101 Gordon Baker Road is prepared to provide the lands required to satisfy the recommended Official Plan requirement of a 27 metre right-of-way width for the frontage abutting Gordon Baker Road. The triangular shaped 2.2 metre road widening will be secured as part of the site plan process.

There are no other active applications in the study area and required lands for the planned right-of-way width would be secured as development proceeds in the future.

Community Consultation

A public open house was held on March 18, 2019 to receive public input on the proposed Official Plan Amendment. A representative from local Councillor Carroll's Office and City of Toronto staff were in attendance to explain the proposal and receive feedback.

The applicant for 101 Gordon Baker Road and one other resident attended the open house and were generally supportive of the amendment with no issues raised.

Conclusion

To be consistent with the right-of-way width requirement shown on Map 3 for Gordon Baker Road north of Harold Evans Crescent, it is recommended that Official Plan Map 3, Right-of-Way Widths Associated with Existing Major Streets be amended to show a planned right-of-way width of 27 metres to minimize property impacts on the abutting land owners along Gordon Baker Road. The proposed amendment protects for an

appropriate right-of-way width to accommodate existing and future transportation operations for this minor arterial road and is consistent with the PPS and conforms with the Growth Plan.

CONTACT

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SIGNATURE

Joe Nanos, Director
Community Planning, North District

ATTACHMENTS

- Attachment 1: Draft Official Plan Amendment
- Attachment 2: Study Area and Right of Way Width Amendment
- Attachment 3: Existing and Conceptual Cross Section of Gordon Baker Road
- Attachment 4: Gordon Baker Road Right-of-Way Scenarios
- Attachment 5: Existing images of McNicoll Avenue and Pharmacy Avenue
- Attachment 6: 101 Gordon Baker Road Site Plan

Attachment 1: Draft Official Plan Amendment

CITY OF TORONTO

BY-LAW XXX

To adopt Amendment No. 447 to the Official Plan for the City of Toronto respecting Gordon Baker Road between Harold Evans Crescent and the North York Hydro Corridor.

Whereas authority is given to Council under the Planning Act, R.S.O. 1990, c.P. 13, as amended, to pass this By-law;

Whereas Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act;

The Council of the City of Toronto enacts:

1. The attached Amendment No. 447 to the Official Plan is hereby adopted pursuant to the Planning Act, as amended.

Enacted and Passed this ~ day of ~, A.D. 20~.

Frances Nunziata,
Speaker

ULLI S. WATKISS,
City Clerk

(Seal of the City)

—
AMENDMENT NO. 447 TO THE OFFICIAL PLAN
OF CITY OF TORONTO
—

The Official Plan of the City of Toronto is amended as follows:

1. Map 3, Right-of-Way Widths Associated with Existing Major Streets, is amended by re-designating the portion of Gordon Baker Road between Harold Evans Crescent and the North York Hydro Corridor from 45 metres and over to 27 metres, as shown on attached Schedule A.

Schedule A



Official Plan Amendment #447

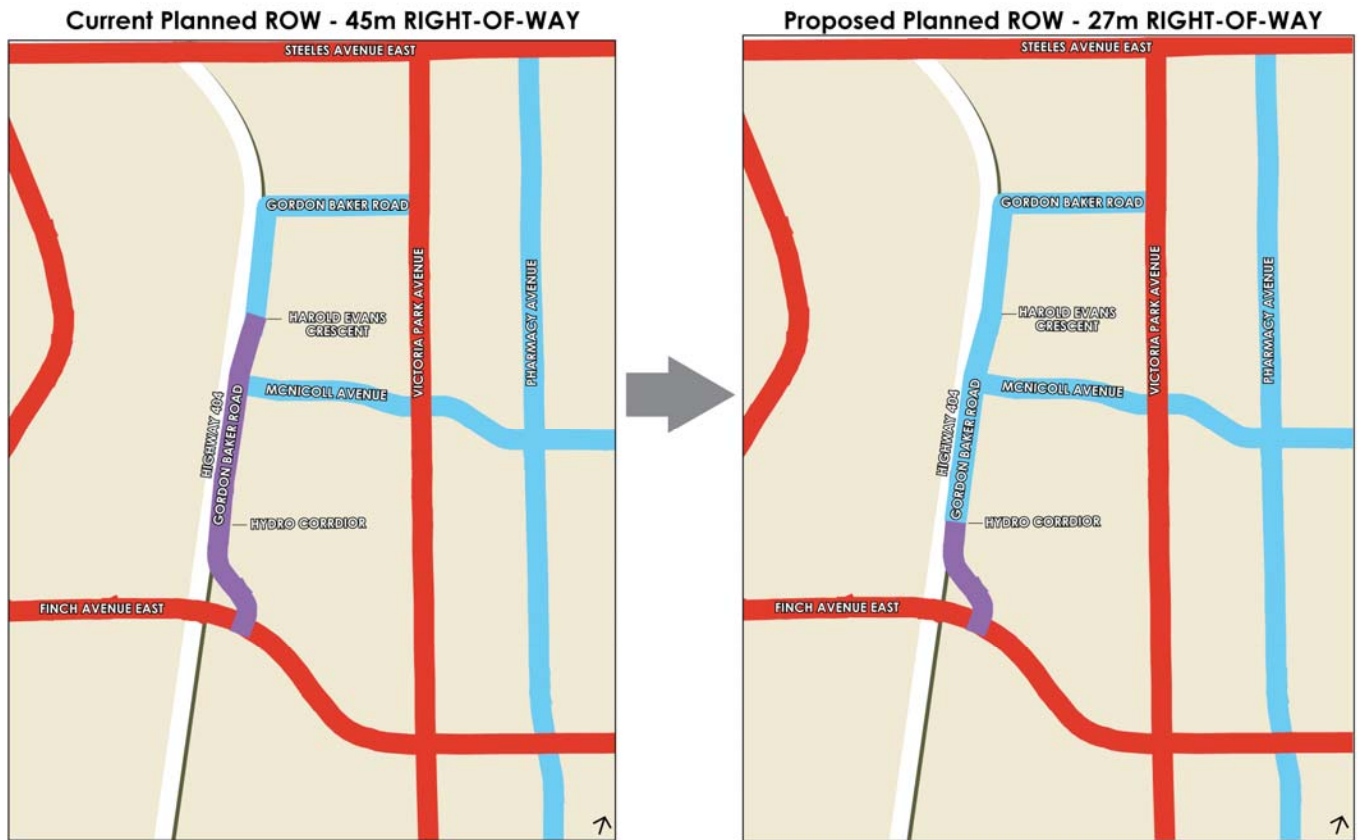
Gordon Baker Road

File # 19 115430 NNY 17 0Z

- | | | | |
|-------------------------|--------------------------|------------------|-------------------|
| Location of Application | Parks & Open Space Areas | Employment Areas | Utility Corridors |
| Neighbourhoods | Other Open Space Areas | | |
| Mixed Use Areas | | | |

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Not to Scale
04/09/2019

Attachment 2: Study Area and Right of Way Width Amendment

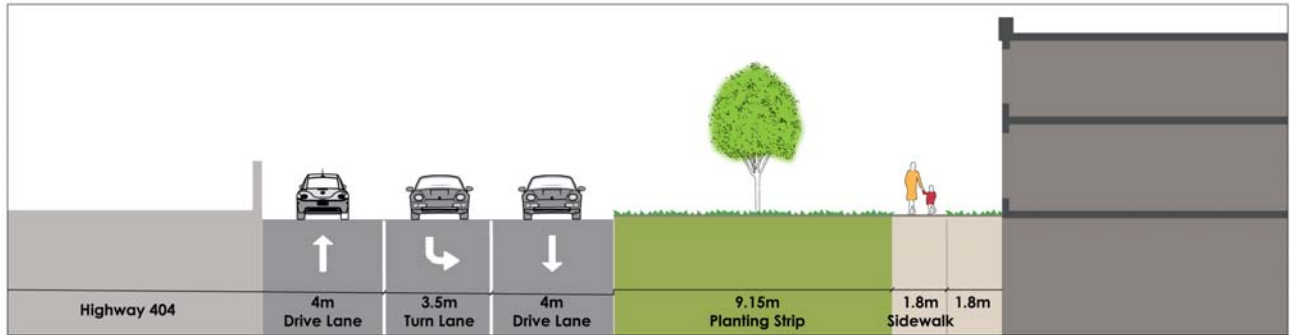


Map 3 - Right-of-Way Widths Associated with Existing Major Streets

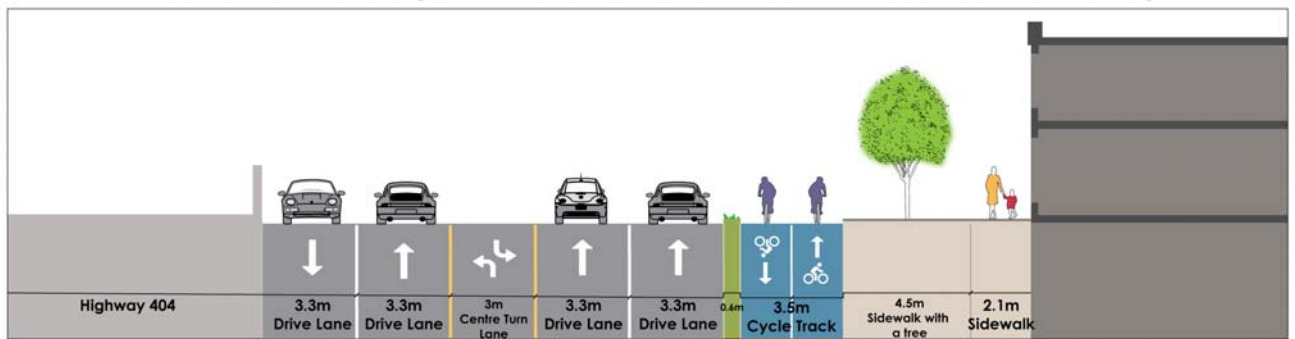
- 45 metres and over
- 36 metres
- 27 metres

Attachment 3: Existing and Conceptual Cross Section of Gordon Baker Road

Gordon Baker Road (Existing South of McNicoll Avenue)

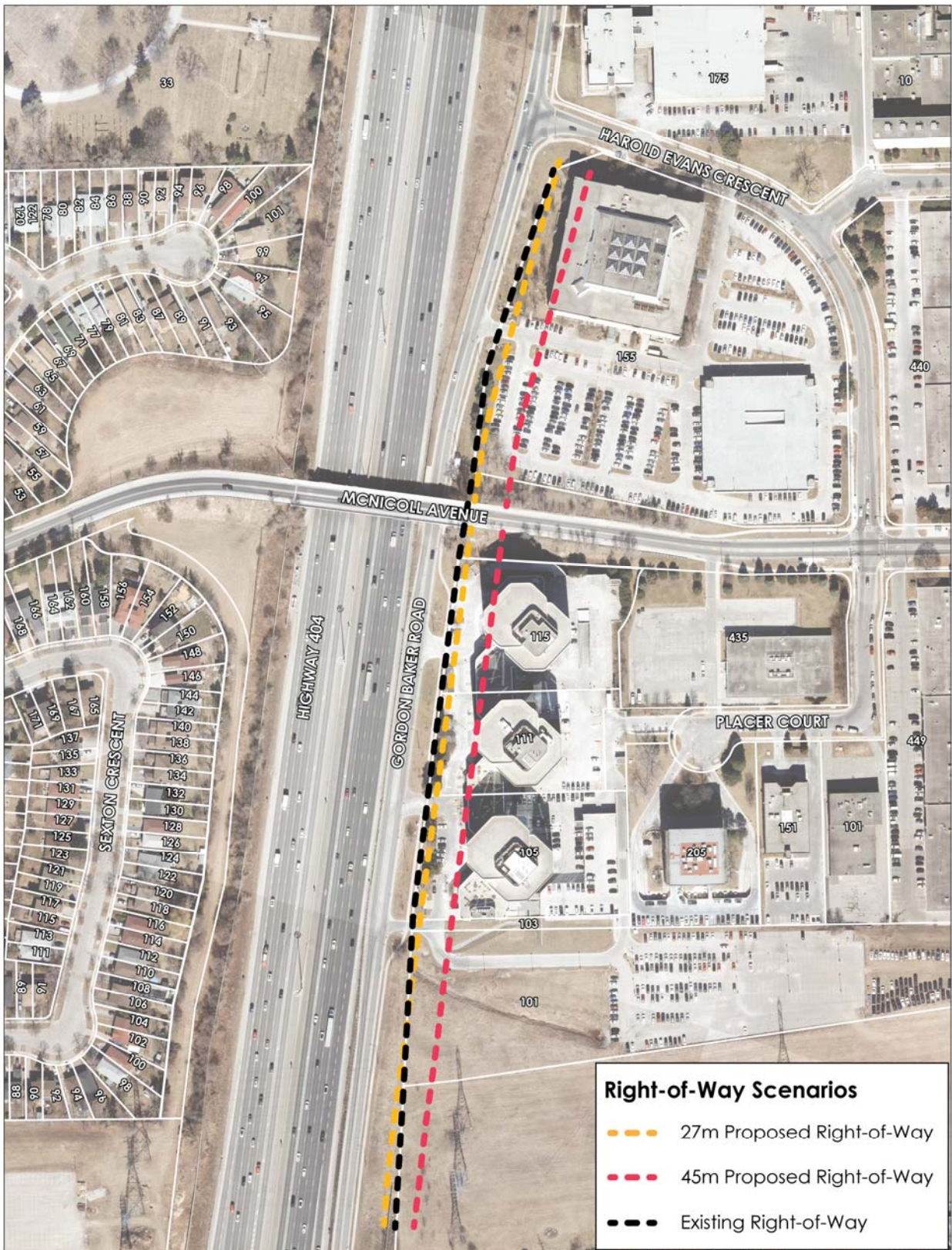


Gordon Baker Road (Proposed 27m ROW with 4 travel lanes and bike lanes)



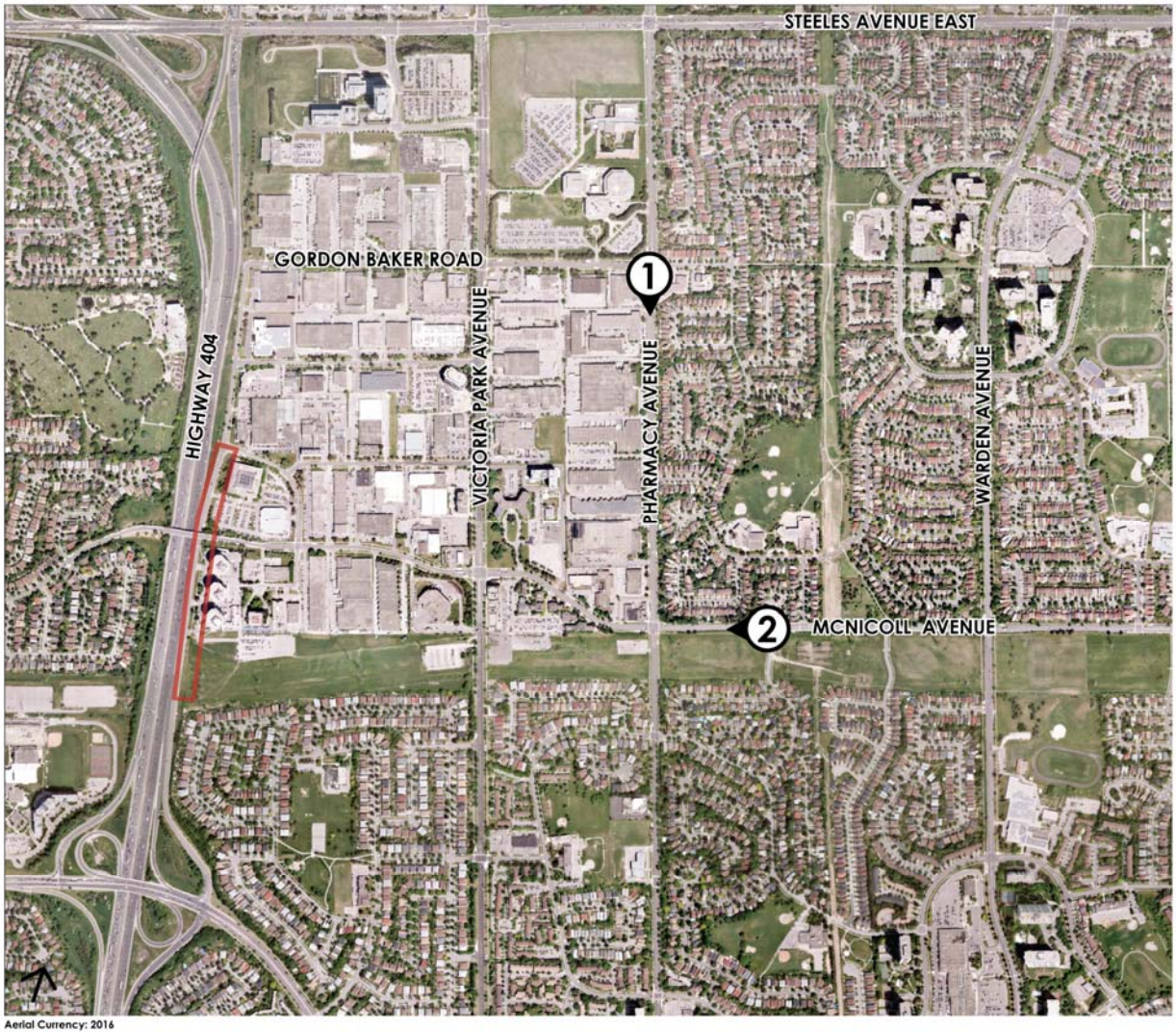
Note: This is a conceptual street design for Gordon Baker Road

Attachment 4: Gordon Baker Road Right-of-Way Scenarios



Aerial Currency: 2018

Attachment 5: Existing images of McNicoll Avenue and Pharmacy Avenue



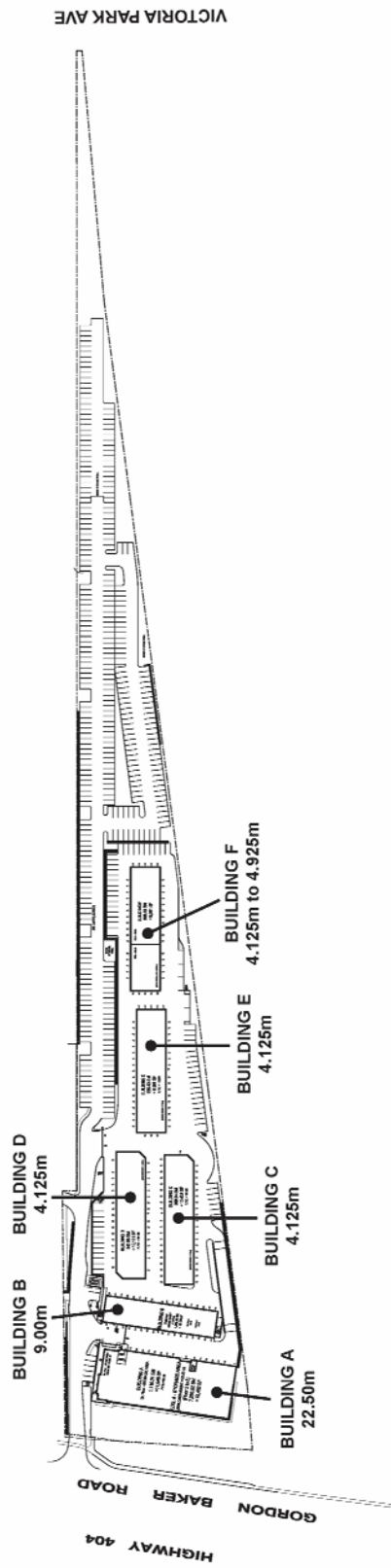
Aerial Currency: 2016

1. Pharmacy Avenue (south of Gordon Baker Road - Minor Arterial)



2. McNicoll Avenue (east of Pharmacy Avenue)





101 Gordon Baker Road

Site Plan
Applicant's Submitted Drawing

File # 17 226908 NNY 24 0Z

Not to Scale
03/07/2019