

Golden Mile Secondary Plan Study - Status Report

Date: August 23, 2019
To: North York Community Council
From: Director, Community Planning, North York District
Director, Community Planning, Scarborough District
Wards: Ward 16 – Don Valley East, Ward 20 – Scarborough Southwest, and
Ward 21 – Scarborough Centre

Planning Application Number: 17 134997 EPS 00 TM

SUMMARY

This report provides information on the status of the Golden Mile Secondary Plan (“GMSP”) Study to North York Community Council as requested by City Council on April 16, 2019. The report recommends that North York Community Council receive the report dated August 23, 2019, from the Director, Community Planning, North York District and the Director, Community Planning, Scarborough District for information.

RECOMMENDATIONS

The City Planning Division recommends that:

1. North York Community Council receive the report dated August 23, 2019, from the Director, Community Planning, North York District and the Director, Community Planning, Scarborough District for information.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

Golden Mile Secondary Plan Study

At its meeting on April 16, 2019, City Council approved the expansion of the GMSP Study boundaries to expand the boundaries within Scarborough District and to include lands within North York District on the west side of Victoria Park Avenue, within Ward 16 - Don Valley East (refer to Attachment No. 1: Golden Mile Secondary Plan Study Area Boundary). As a result, the GMSP study area increased from 97 to 113 hectares, of which approximately 4.3 hectares is located within the North York District. At this

meeting, City Council also waived the requirements of Toronto Municipal Code Chapters 27-16.2 and 27-16.5, and directed that all reports related to the GMSP, including the statutory meeting required under the *Planning Act*, be directed to Scarborough Community Council. City Council further requested that City Planning staff:

- provide a report to North York Community Council prior to the statutory meeting for further consideration, input and direction to be incorporated into the final report for the statutory meeting;
- add business and resident representatives from the west side of Victoria Park Avenue to the Local Advisory Committee ("LAC") for the GMSP Study; and
- hold a special meeting for the residents of former East York and North York west of Victoria Park Avenue regarding the potential reconfiguration of O'Connor Drive.

The City Council decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH4.3>

At this meeting, City Council also received the GMSP Study - Alternatives Report for information, which summarized the findings from Phase Two of the Study. The Alternatives Report can be found here:

<https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/golden-mile-secondary-plan-study/information-reports/>

Site and Area Specific Policy 400 (O'Connor Drive)

A portion of the 4.3 hectares west of Victoria Park Avenue within North York District is currently subject to Site and Area Specific Policy ("SASP") 400, which applies to the lands fronting onto O'Connor Drive between St. Clair Avenue East and Sandra Road, and Victoria Park Avenue. SASP 400 was approved by City Council on November 27, 2012, and was added to the Official Plan as a result of the O'Connor Drive Avenue Study. The lands at O'Connor Drive and Victoria Park Avenue are identified as a key intersection (refer to Attachment No. 2: Site and Area Specific Policy 400 - Schedule 2 Map).

SASP 400 generally requires development within the O'Connor Drive Avenue Study Area to:

- i) contribute to the vision of the desired urban structure for the area;
- ii) support the range of permitted uses including residential, employment, retail and institutional while contributing to the vitality of the area;
- iii) enhance, improve or add to the public realm;
- iv) provide appropriate relationships between buildings, and between buildings and the public realm by addressing matters such as massing, setbacks, and stepbacks;
- v) provide high quality architecture, site planning, and landscape design;

- vi) provide active at-grade uses in support of a dynamic, interesting and safe street life; and
- vii) encourage environmental sustainability.

In order to assist in meeting the objectives of the Official Plan, the O'Connor Drive Urban Design Guidelines, as adopted by Council, will be used to provide direction for reviewing development applications in this policy area. The guidelines will be read in conjunction with the urban design and built form policies of the Official Plan.

The intersection of Victoria Park Avenue and O'Connor Drive is designated *Mixed Use* Areas and identified as a Key Intersection in the O'Connor Drive Urban Design Guidelines, which form part of SASP 400. The Guidelines identify that future development in the key intersections will also be sensitive to the adjacent land uses, will contribute towards the creation of a consistent street wall and provide room for an attractive pedestrian environment. Active uses at grade that include commercial and retail uses are encouraged.

SASP 400 - O'Connor Drive Avenue Study Area, between St. Clair Avenue East and Sandra Road and Victoria Park Avenue can be found here:

<https://www.toronto.ca/wp-content/uploads/2017/11/9832-city-planning-official-plan-chapter-7-saps.pdf>

The O'Connor Drive Urban Design Guidelines can be found here:

<https://www.toronto.ca/legdocs/mmis/2012/cc/bgrd/backgroundfile-52464.pdf>

Eglinton Connects

In May 2014, City Council directed City Planning staff to undertake further study of the six focus areas that were identified in the Eglinton Connects Planning Study. The Golden Mile was one of the focus areas along the 19-kilometre Eglinton Crosstown Light Rail Transit ("LRT") corridor. The focus areas were identified due to their capacity to accommodate future residential, mixed-use and employment growth.

Further information regarding the Eglinton Connects Planning Study can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG32.4>

Golden Mile Market Analysis and Economic Strategy Study

City Planning staff retained Urban Metrics Inc. to undertake the Golden Mile Market Analysis and Economic Strategy Study, which was completed in December 2016. The Study analyzed the existing economic and employment conditions in the Golden Mile. The Study included suggestions for an economic strategy that would inform the development of a vision and planning framework for the Golden Mile area.

Further information regarding the Golden Mile Market Analysis and Economic Strategy Study can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.SC21.12>

ISSUE BACKGROUND

Study Purpose

Further to the direction from City Council, the GMSP Study was initiated by City Planning staff to develop a vision and comprehensive planning framework for the Golden Mile area that would include Secondary Plan policies that direct:

- built form, public realm, community infrastructure, and public art strategies;
- a transportation master plan and master servicing plan;
- urban design guidelines; and
- implementation/financial strategies.

In consultation with staff from other City divisions and agencies, City Planning staff are working with a team of land use planning, urban design, transportation, servicing, and community services and public engagement consultants led by SvN Architects + Planners Inc. ("SvN"). City Planning staff have also consulted with the broader Golden Mile community throughout the Study process as part of the public engagement strategy.

The Study encourages appropriate residential and non-residential growth on lands designated *Mixed Use Areas* and *Apartment Neighbourhoods*, and employment uses, including office development/investment on lands designated *Employment Areas*.

The Study is also intended to identify the infrastructure that will be required to support the anticipated growth in the Golden Mile, including streets, servicing, parks, and community services and facilities.

The GMSP Study includes a concurrent Transportation Master Plan ("TMP") Study in order to analyze the existing and future transportation networks within the Golden Mile and the broader network. The TMP has followed Phases 1 and 2 of the Municipal Class Environmental Assessment ("EA") process.

Study Approach and Community Consultation

The GMSP Study is a three-phase study that is currently in Phase Three. Each phase of the Study has included multiple public engagement/consultation meetings for City staff, external stakeholders, a LAC and members of the general public.

GMSP Study - Phase One

Phase One occurred from June to December 2017. This phase focussed on an analysis of the GMSP Study area and its surrounding context, developing an understanding of the opportunities and constraints within the Golden Mile and identifying the necessary work to be undertaken in other components of the Study. A draft vision and guiding principles were developed to inform the work to be undertaken in Phase Two. A Community Consultation Meeting ("CCM") was held on June 28, 2017, and a Visioning Workshop was held on October 14, 2017.

On February 21, 2018, Scarborough Community Council received a report for information from City Planning staff, which provided an update regarding the status of the Study and included the GMSP Study - Background Report. The report can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.SC28.4>

GMSP Study - Phase Two

Phase Two of the Study occurred from January to August 2018, to further develop the vision and guiding principles for the Study area. Phase Two identified several development alternatives for the Golden Mile that were analyzed and tested. Three alternatives were selected for detailed discussion with the Technical Advisory Committee (“TAC”) and LAC members, as well as through the public consultation process. On June 26, 2018, a CCM and a Landowners and Business Owners Open House were held to present the three development alternatives.

The TMP study has identified congestion on Eglinton Avenue East and limited east-west connectivity as main transportation constraints for the study area. Several street and block network alternatives were developed and assessed to address these constraints. As a solution, two of the proposed alternatives included the potential reconfiguration and extension of O'Connor Drive (refer to Attachment No. 3: Emerging Street and Block Alternatives (June 2018)).

The presentation materials from the CCM on June 26, 2018, can be found here:

<https://www.toronto.ca/wp-content/uploads/2018/06/8fe4-city-planning-golden-mile-secondary-plan-study-community-consultation-meeting-3-presentation.pdf>

GMSP Study - Phase Three

Phase Three of the Study commenced in September 2018, to identify a draft preferred alternative based on the feedback from Phase Two. Staff have worked with partners in other divisions and agencies, as well as the consulting team to refine the preferred alternative (refer to Attachment 4: Proposed "Big Moves" for the Golden Mile area (June 2019)). Consultation has occurred throughout Phase Three with landowners, TAC and LAC members, as well as other stakeholders. This has allowed more fulsome discussions regarding the emerging built form and public realm strategies.

On June 3, 2019, City Planning staff hosted a CCM primarily with residents and stakeholders from the west side of Victoria Park Avenue (former North York and East York), as well as some residents from the east side of Victoria Park Avenue. The purpose of the meeting was to discuss the status of the Study, the emerging direction for the Golden Mile and the potential reconfiguration of O'Connor Drive at Victoria Park Avenue.

The potential reconfiguration would consist of a new intersection for O'Connor Drive and Victoria Park Avenue south of the existing intersection, and the extension of O'Connor Drive east of Victoria Park Avenue. The O'Connor Drive reconfiguration and extension would allow for continuous east-west travel through the study area and improve mobility throughout the street network. Staff explained that upon completion of the TMP

process, further study and public consultation would be required for the potential reconfiguration to determine the alignment and preliminary design.

The materials that were presented at the June 3, 2019, CCM can be found here: https://www.toronto.ca/wp-content/uploads/2019/06/90c1-CityPlanning_GMSP-RoadMeeting-3Jun19.pdf

On June 5, 2019, a LAC meeting was held to discuss the emerging planning framework and a potential demonstration concept for the study area and receive feedback from LAC members in advance of the CCM on June 25, 2019. Attendees included representatives from the west side of Victoria Park Avenue (former East York and North York). The North York District LAC member was added to the LAC in May 2019.

On June 25, 2019, City Planning hosted a CCM to present the emerging planning framework and a potential demonstration concept for the Golden Mile. The emerging preferred street and block network presented at the CCM included a conceptual reconfiguration of O'Connor Drive (refer to Attachment 4: Proposed "Big Moves" for the Golden Mile area (June 2019)).

The presentation materials from the CCM on June 25, 2019, can be found here: https://www.toronto.ca/wp-content/uploads/2019/07/97be-CityPlanning_GoldenMile_Presentation.pdf

Feedback from the attendees indicated their general support for the concept and enhanced street network, including the potential reconfiguration and extension of O'Connor Drive. Questions were received regarding the potential implications for landowners and businesses, timing, and construction. These questions will be addressed through a future EA Study.

A summary of the feedback received from residents and other stakeholders regarding the materials presented at the CCM on June 25, 2019, can be found here: <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/golden-mile-secondary-plan-study/meetings-and-events/>

The final report, including draft Secondary Plan policies, TMP and urban design guidelines, is expected to be considered by City Council in Q4 2019.

COMMENTS

As one of the City of Toronto's priority areas for intensification, the Golden Mile is expected to undergo significant change and redevelopment in the coming years. Spurred by the construction of the Eglinton Crosstown Light Rail Transit (ECLRT), which will introduce five higher order transit stops to the area, the current landscape of auto-oriented retail and industrial uses is poised to transform into a mixed-use, transit-oriented community.

The GSMP Study serves as a blueprint for future growth. The Study will set the stage for the future of the Golden Mile area, establishing a planning framework for potential

redevelopment of the area. The level of density envisioned for the Golden Mile will help achieve a transit-supportive environment, increasing transit ridership and optimizing the significant public investment in the ECLRT.

The GMSP Study sets the long term character in the area and priorities for development. This includes the creation of a comfortable and attractive public realm, framed and supported by appropriately scaled buildings. These buildings will contain appropriate uses that will combine with community facilities and services to provide amenity and enliven the area. An emphasis on multi-modal transportation, anchored by the ECLRT will be part of the new identity of the area. New connections and improved mobility will benefit the new mixed use neighbourhood and the existing employment areas and neighbourhoods.

The GMSP Study will include:

- comprehensive secondary plan policies;
- a transportation Master Plan;
- a Master Servicing Plan
- a Community Infrastructure Strategy;
- a Parks and Open Space Strategy,
- Urban Design Guidelines; and
- built form, streetscape, pedestrian, cycling and public art strategies.

The Study contemplates several "big moves" to enhance the street and block network in the Golden Mile area, including the creation of a network of public parks of various sizes and characters, the introduction of a new east-west street north of Eglinton Avenue East ("Golden Mile Boulevard"), and the reconfiguration/extension of O'Connor Drive. These public realm and transportation improvements over time will transition the Golden Mile into an attractive, vibrant and well connected community. Developments within the Golden Mile will provide an opportunity to secure new public streets, parks and open spaces.

Managing the growth contemplated with the provision of appropriate infrastructure through necessary phasing and monitoring is essential to ensure the transition and success of the Golden Mile area. The Secondary Plan implementation policies will include a number of strategies to manage growth. Regulatory tools under the *Planning Act*, subject to amendments by Bill 108, and the *City of Toronto Act*, including the use of Holding ("H") provisions, a framework for community benefits contributions pursuant to Section 37 and 45 of the *Planning Act*, and the use of Plan of Subdivision and Site Plan Control applications will be used to fully implement the vision for the Golden Mile over time. A final report regarding the GMSP Study and draft Secondary Plan policies is anticipated for Q4 2019.

Key issues directly impacting lands within North York are as follows:

Potential Reconfiguration of O'Connor Drive

The potential reconfiguration of O'Connor Drive west of Victoria Park Avenue and its extension eastward to Birchmount Road via Civic Road is a key infrastructure move for

the Study. The O'Connor Drive reconfiguration and extension would allow for continuous east-west travel through the study area and improve mobility throughout the street network. The extension of O'Connor Drive also improves multi-modal connectivity across the study area as the extension would include active transportation infrastructure (i.e. cycling facilities and sidewalks) to provide multi-modal access to blocks south of Eglinton Avenue East. It also facilitates performance improvements for the Eglinton Crosstown LRT by providing an alternative vehicle route to Eglinton Avenue East (refer to Attachment 4: Proposed "Big Moves" for the Golden Mile area (June 2019)).

The potential reconfiguration of O'Connor Drive would also facilitate the closure of Eglinton Square to allow the Victoria Park/Eglinton Parkette (located at the southeast corner of Victoria Park Avenue and Eglinton Avenue East) to be enhanced and improve its connectivity to the community, which will benefit both Scarborough and North York residents (refer to Attachment 5: O'Connor Drive - Conceptual Alignment Options).

TMP Process and Future Environmental Assessment Study

As noted, the TMP for the GMSP Study has followed Phases 1 and 2 of the EA process. Phase 1 of the TMP process identified that congestion on Eglinton Avenue East and limited east-west connectivity are the main transportation constraints for the study area. During Phase 2, three (3) street and block network alternatives were developed and assessed. The preferred emerging street and block network was a hybrid option of the three alternatives where infrastructure improvements proposed enhanced multi-modal connectivity within the study area.

The preferred emerging street and block network was selected based on built form, public realm and open space principles, input from all stakeholders, as well as the transportation review. The materials presented at the CCM on June 25, 2019, included a conceptual reconfiguration of O'Connor Drive and alignment options for future study (refer to Attachment 5: O'Connor Drive and conceptual alignment options (June 2019)).

Upon completion of the TMP, further study is required for Phases 3 and 4 of the EA process to determine the precise alignment and preliminary design. Given the active development applications, at 1460 Victoria Park Avenue and 1861 O'Connor Drive (discussed later in this report), opportunities to advance and confirm the alignment for the western portion of the O'Connor Drive reconfiguration can be explored.

During the EA process, community stakeholders would have further opportunity to participate in the consultation process and provide feedback to City staff and the EA consultants regarding the potential alignments for O'Connor Drive and Victoria Park Avenue.

Consistency with SASP 400

The emerging built form direction for the lands west of Victoria Park Avenue is in keeping with SASP 400 and the current *Mixed Use Areas* policies in the Official Plan. Buildings would be midrise in form and generally have a maximum height equivalent to the right-of-way width (i.e. a 1:1 ratio) with appropriate setbacks and stepbacks, and

would include active at-grade uses in support of a dynamic, interesting and safe street life. No changes are proposed to SASP 400 or the Official Plan designations within the study area, including the lands within North York District. Additional language is proposed to be added identifying the desire to realign O'Connor Drive at Victoria Park Avenue.

The emerging built form direction was presented at the June 25, 2019, CCM and can be found here:

https://www.toronto.ca/wp-content/uploads/2019/07/97be-CityPlanning_GoldenMile_Presentation.pdf

Potential Signalization at Jonesville Crescent

One of the proposed "big moves" for the Golden Mile area is the reconfiguration of Craigton Drive/Rannock Street to align with Ashtonbee Road. This reconfiguration is proposed to be coupled with the signalization at Jonesville Crescent to allow for eastbound left turns. This would provide an additional continuous east-west street north of Eglinton Avenue East to provide an alternate route for vehicles and ultimately alleviate some of the congestion at the Eglinton Avenue East / Victoria Park Avenue intersection. At this time, given the current design and construction of the ECLRT no changes are proposed and this is envisioned as a long term improvement.

Active Development Applications within the GMSP Study Area

There are currently seven (7) sites with active development applications within the GMSP study area that are under review by City staff, as follows:

- Located in North York (Ward 16):
 - 1460 Victoria Park Avenue (17 277574 NYY 34 OZ); and
 - 1861 O'Connor Drive (18 269227 NNY 16 OZ)

- Located in Scarborough (Wards 20 and 21):
 - 1966-2050 Eglinton Avenue East (15 258686 ESC 37 OZ)
 - 1 Eglinton Square (16 230579 ESC 35 OZ and 17 242390 ESC 35 OZ)
 - 1880-1890 Eglinton Avenue East (16 269853 ESC 37 OZ)
 - 2200-2206 Eglinton Avenue East (18 206702 ESC 37 OZ)
 - 1920-1940 Eglinton Avenue East (19 115893 ESC 21 OZ)

The above-noted applicants, as well as the LAC members, were advised of the potential reconfiguration of O'Connor Drive in advance of the CCM for Phase Two of the Study that was held on June 26, 2018. Local residents and interested parties were advised at the CCM.

A summary of the application for 1460 Victoria Park Avenue (17 277574 NYY 34 OZ) is as follows:

- a Zoning Amendment Application was submitted on December 20, 2017;
- the application proposes a nine-storey residential building containing 106 residential units;

- on July 4, 2018, North York Community Council considered a Preliminary Report dated June 15, 2018, from the Director, Community Planning, North District;
- the Preliminary Report indicated that the GMSP Study was on-going and that the study area boundaries could be extended in order to secure the necessary improvements to the transportation network; and
- a Community Consultation Meeting was held on April 25, 2019, at the O'Connor Community Centre. Approximately 30 members of the public were in attendance.

The Preliminary Report regarding 1460 Victoria Park Avenue can be found here:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.NY32.26>

A summary of the application for 1861 O'Connor Drive (18 269227 NNY 16 OZ) is as follows:

- a Zoning Amendment Application was submitted on December 17, 2018;
- the application proposes a 10-storey mixed-use building with commercial uses at grade and 222 residential units above;
- on February 14, 2019, North York Community Council considered a Preliminary Report dated January 28, 2019, from the Director, Community Planning, North York District; and
- the Preliminary Report indicated that the application would be reviewed in conjunction with the emerging policy direction of the GMSP Study.

The Preliminary Report regarding 1861 O'Connor Drive can be found here:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.NY3.8>

Next Steps

City Planning staff continue to coordinate internally regarding the emerging policy direction, development applications and preliminary proposals within the broader Golden Mile area. Staff intend to present the draft Secondary Plan policies, implementation strategies and urban design guidelines to the landowners with active applications, as well as other stakeholders and major landowners in the Golden Mile area that have requested to be kept informed on the emerging policies, in Q4 2019. This meeting would be prior to the statutory meeting.

Conclusion

City Planning staff recommend that North York Community Council receive the report dated August 23, 2019, from the Director, Community Planning, North York District and the Director, Community Planning, Scarborough District for information.

A final report for the GMSP Study is anticipated for Q4 2019 and will be reported to City Council through Scarborough Community Council as previously directed by City Council.

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SIGNATURE

Joe Nanos, Director
Community Planning, North York District

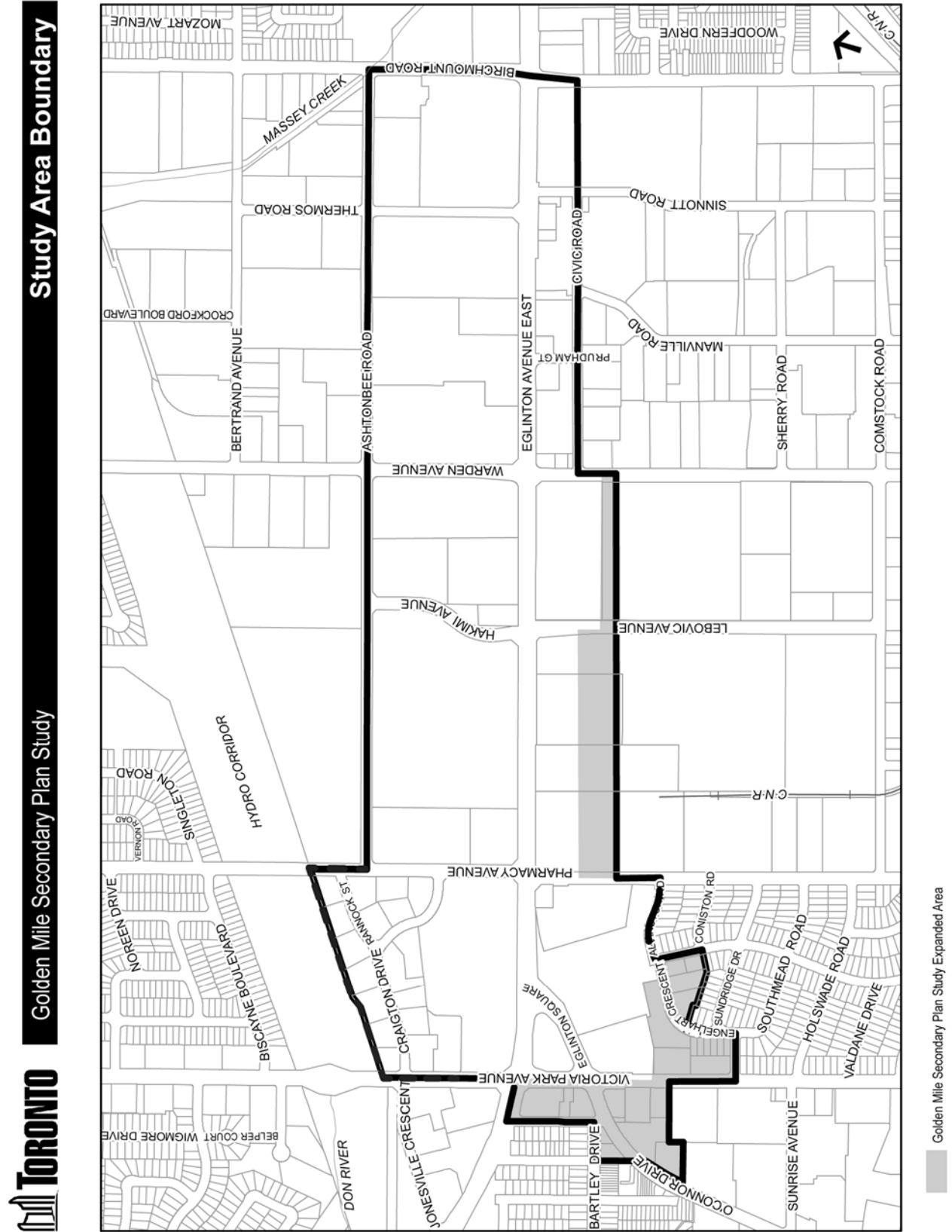
Paul Zuliani, Director
Community Planning, Scarborough District

ATTACHMENTS

City of Toronto Data/Drawings

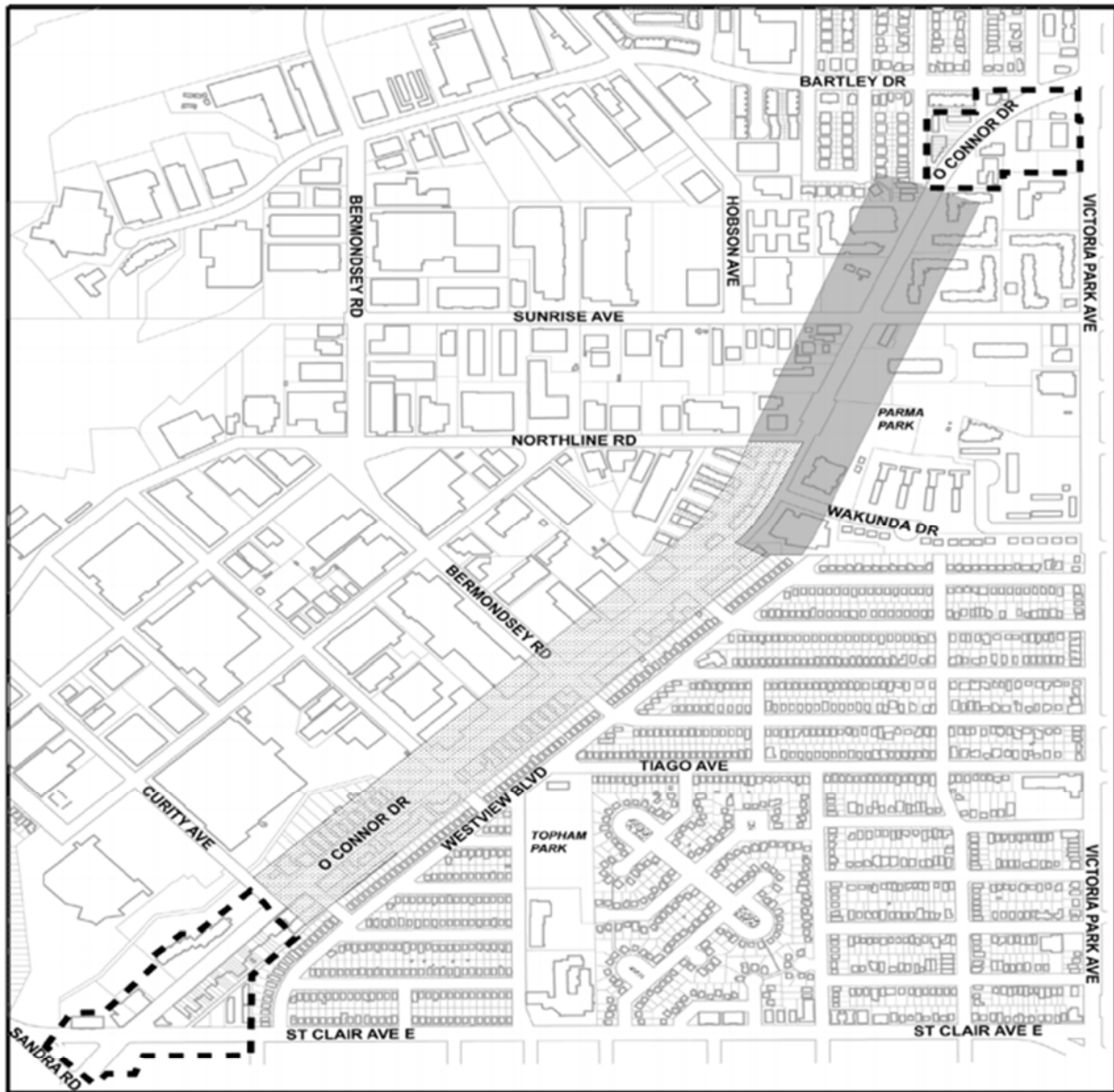
- Attachment 1: Golden Mile Secondary Plan Study Area Boundary
- Attachment 2: Site and Area Specific Policy 400 - Schedule 2 Map
- Attachment 3: Emerging Street and Block Alternatives (June 2018)
- Attachment 4: Proposed "Big Moves" for the Golden Mile area (June 2019)
- Attachment 5: O'Connor Drive - Conceptual Alignment Options

Attachment 1: Golden Mile Secondary Plan Study Area Boundary



Toronto Golden Mile Secondary Plan Study Study Area Boundary

Attachment 2: Site and Area Specific Policy 400 - Schedule 2 Map



Toronto City Planning

O'Connor Drive

SASP 400 - Schedule 2

Key Intersections

Emerging Main Street Areas

Main Street Area



Not to Scale
10/03/12

Attachment 3: Emerging Street and Block Alternatives (June 2018)

Minimal change to existing conditions	Moderate change to existing conditions	Substantial change to existing conditions
<ul style="list-style-type: none"> • Reflects active development applications • 1 new continuous E/W connection north of Eglinton • New E/W connection south of Eglinton 	<ul style="list-style-type: none"> • Does not reflect active development applications • 1 new continuous E/W connection north of Eglinton • New E/W connection south of Eglinton connects directly to O'Connor 	<ul style="list-style-type: none"> • Does not reflect active development applications • New E/W connection north of Eglinton and Craigton and Ashtonbee aligned • New E/W connection south of Eglinton connects directly to re-aligned O'Connor



Attachment 5: O'Connor Drive - Conceptual Alignment Options

