

City-initiated Official Plan Amendment - Central Waterfront Secondary Plan Schedule 'A' - Proposed Rights of Way - Final Report

Date: November 16, 2020

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Wards: Ward 10 - Spadina-Fort York; Ward 14 - Toronto Danforth; Ward 13 - Toronto Centre

Planning Study File Number: 2020 203489 SPS 00 OZ

SUMMARY

The purpose of this report is to present an Official Plan Amendment to the Central Waterfront Secondary Plan (Official Plan Amendment 257) Schedule 'A' - Proposed Rights of Way (ROW) for Major Roads, to update and include additional ROW, consistent with approved Municipal Class Environmental Assessments, Council Decisions and Local Planning Appeal Tribunal Decisions. The Official Plan Amendment (OPA) will apply to lands subject to the Central Waterfront Secondary Plan (CWSP) where the CWSP is in force within the City of Toronto Official Plan.

It is recommended that City Council amend the Official Plan to amend the CWSP Schedule 'A' - Proposed Rights of Way (ROW) for Major Roads as a technical action to reflect approved Municipal Class Environmental Assessments, Council Decisions and Local Appeal Tribunal Decisions.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Official Plan, Chapter 6: Secondary Plans for the lands in the Central Waterfront Secondary Plan area, substantially in accordance with the proposed Official Plan Amendment attached as Attachment 3 to the report dated November 16, 2020 from the Director, Community Planning, Toronto and East York District.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the proposed Official Plan Amendment as may be required.

FINANCIAL IMPACT

The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

DECISION HISTORY

Queens Quay East

City Council on September 30 and October 1, 2009, endorsed the East Bayfront Transit Environmental Assessment, including the recommended design of Queens Quay East from Yonge Street to Parliament Street, for a 38 metre ROW width.

<http://www.toronto.ca/legdocs/mmis/2009/cc/decisions/2009-09-30-cc40-dd.htm>

At its meeting of July 6-8, 2010, City Council adopted the staff report from the Deputy City Manager, entitled "Lower Don Lands Project", dated May 31, 2010. This report sought City Council support for a number of studies and plans completed by Waterfront Toronto and the TRCA for the lands south of the rail corridor, east of Small Street, west of the Don Roadway and north of the Ship Channel known as the "Lower Don Lands". City Council authorized Waterfront Toronto to put the Keating Channel Precinct Class EA Environmental Study Report (May 2010), as it relates to lands west of and including Cherry Street, in the public record in accordance with the requirements of the Municipal Class Environmental Assessment. This Environmental Assessment recommended a 40 metre ROW for Queens Quay East, from Parliament Street to Cherry Street.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.EX45.15>

Lower Yonge

City Council received a report from the Director of Community Planning, Toronto and East York District, titled "Lower Yonge Precinct Plan – Proposals Report" on August 25, 2014, which summarized the results of Phase 1 of the Lower Yonge Precinct planning process. City Council adopted recommendations to receive the "Lower Yonge Urban Design Report" and the "Lower Yonge Transportation Master Plan Environmental Assessment" (MCEA), endorsed the planning and policy directions in the staff report, and directed City Planning to complete the Lower Yonge Precinct Plan in consultation with Waterfront Toronto, other City Divisions, landowners, community members and other stakeholders. The staff recommendations were adopted without amendment.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE34.95>

Planning and Growth Management Committee were presented a report from the Director, Community Planning, Toronto and East York Division, titled "Final Report Lower Yonge Precinct – City-initiated Official Plan Amendment and Precinct Plan" on

May 10, 2016. At its meeting on June 7, 8 and 9, 2016, City Council endorsed the Lower Yonge Precinct Plan and instructed staff to request that the LPAT modify the former City of Toronto Official Plan and Central Waterfront Secondary Plan, substantially in accordance with the draft OPA attached to the staff report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.TE16.4>

At its meeting on July 4, 2017, City Council endorsed the preferred designs of the Lower Yonge MCEA. As well, staff were directed to publish a Notice of Completion and file the Environmental Study Report for the MCEA on the public record for a minimum of 30 days in compliance with the MCEA. The MCEA recommended additions to the Central Waterfront major road network, including:

- Yonge Street as a wide complete street that 'varies', from Queens Quay East to Lake Shore Boulevard East;
- Harbour Street Extension, from Yonge Street to Lower Jarvis Street, with a right-of-way width of 27 metres;
- Cooper Street, from Queens Quay East to Lake Shore Boulevard East, with a right-of-way width of 21 meters;
- Freeland Street, from Queen Street East to Lake Shore Boulevard East, with a right-of-way width of 20 metres;
- New Street that was between Cooper Street and Lower Jarvis Street, from Queens Quay East to Lake Shore Boulevard East; with a right-of-way width of 19 metres, and,
- Lower Jarvis Street, from Queens Quay East to Lake Shore Boulevard East, with a right of way width of 26 metres.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PW22.7>

PROPOSAL

The purpose of this amendment is to refine and update the CWSP policy framework that consolidate past decisions into Schedule 'A'. This amendment is technical in nature and reflects past City Council decisions on approved environmental assessments, precinct plans and LPAT Decisions. The amendment does not include matters that are currently the subject of LPAT appeal, such as the Port Lands and site-specific appeals in Keating Channel and East Bayfront.

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 (2020)

The Provincial Policy Statement (2020) (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. It includes policies on key issues that affect communities, including ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs.

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 4.6 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."

Provincial Plans

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform to Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform to Provincial Plans.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan") came into effect on August 28, 2020. This new plan amends the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part.

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 Greater Golden Horseshoe 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 affect a planning matter shall conform to the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform to the Growth Plan.

Staff have reviewed the proposed Official Plan Amendments for consistency with the PPS (2020) and for conformity with the Growth Plan (2020). The outcome of staff analysis and review are summarized in the Comments section of this report.

Toronto Official Plan

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from the Planning Act. The PPS recognizes the Official Plan as the most important document for its implementation. Official Plan policies related to building complete communities, mobility and transportation infrastructure may be applicable to any application. Toronto Official Plan policies can be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The Official Plan amendment area is within the Downtown and Central Waterfront area in Map 2 – Urban Structure of the Official Plan. Section 2.2.1 – Downtown: The Heart of Toronto, as updated through the Downtown Plan Official Plan Amendment, provides direction on Downtown as a growth area that will continue to evolve as a healthy and attractive place to live and work.

A number of policies in the Official Plan direct improvement of the City's transportation network as a component of building complete communities and well-served employment areas.

Section 2.2 of the Official Plan acknowledges that growth areas are knitted together by the City's transportation network and contemplates its planned expansion through designation of existing and future rights-of-way in maps and schedules. Policy 2.2.3(a) of the Official Plan states that the City's transportation network will be maintained and developed to support the growth management objectives of the plan by protecting and developing the network of rights-of-way shown on Map 3 and Schedules 1 and 2 of the plan.

Central Waterfront Secondary Plan

The principles of the CWSP provide a framework for waterfront renewal over the long term and focus on removing barriers/making connections; building a network of spectacular waterfront parks and public spaces; promoting a clean and green environment; and creating dynamic and diverse new communities.

The CWSP covers the area generally south of Lake Shore Boulevard from Jameson Avenue to Greenwood Avenue and includes the West Don Lands. The CWSP was adopted by Council in 2003, and is currently under appeal in part. The Ontario Municipal Board (OMB) issued a Decision on August 16, 2018, approving the CWSP for inclusion into the City of Toronto Official Plan Chapter 6: Secondary Plans and

approving all lands west of Yonge Street to Exhibition Place, as well as portions of East Bayfront and Keating Channel West, for inclusion within the City of Toronto Official Plan.

The purpose of the CWSP is to identify key public priorities and opportunities, as well as an implementation process for waterfront revitalization. The document is based on four core principles: a. Removing Barriers/Making Connections; b. Building a Network of Spectacular Waterfront Parks and Public Spaces; c. Promoting a Clean and Green Environment; and d. Creating Dynamic and Diverse New Communities.

Schedule "A" - Proposed Rights-of-Way (ROW) for Major Roads identifies both existing and planned but unbuilt roads within the Central Waterfront, including approved ROW widths, which were recommended through municipal class environmental assessments, planning studies and/or precinct plans.

The CWSP can be accessed at: https://www.toronto.ca/wp-content/uploads/2019/02/8e22-CityPlanning_2006-OP_CWSP_Final.pdf

ISSUE BACKGROUND

The CWSP Schedule "A": Proposed Rights of Way (ROW) for Major Roads identifies both existing and planned but unbuilt roads within the Central Waterfront, including approved ROW widths recommended through municipal class environmental assessments, planning studies and/or precinct plans. These major roads facilitate development and intensification in the Central Waterfront.

The purpose of this amendment is to refine and update the CWSP policy framework that consolidates past decisions on the Central Waterfront street network into Schedule "A". This amendment is technical in nature and reflects past City Council decisions on approved environmental assessments, precinct plans and LPAT Decisions. The amendment does not include matters that are currently the subject of LPAT appeal, such as the Port Lands and site-specific appeals in Keating Channel and East Bayfront.

Queens Quay East

In September 2007, Waterfront Toronto (WT) and the City of Toronto initiated the Queens Quay Revitalization Environmental Assessment. The EA study area was Queens Quay between Bathurst Street and Yonge Street and recommended a 38 metre ROW, which has since been constructed.

WT, together with the TTC and the City of Toronto, began the East Bayfront Environmental Assessment (EA) in March 2006 to determine the appropriate transit facilities for East Bayfront, Keating Channel and the Port Lands. In 2010, the EA was completed with a recommended expansion of the streetcar loop at Union Station, an interim loop at Parliament Street and future extension of the LRT along an extended Queens Quay from Bay Street to Cherry Street and into the Port Lands. The recommended Queens Quay East ROW width was 38 metres, which was consistent with Queens Quay West.

The Lower Don Lands Infrastructure Environmental Assessment was completed in 2010 and recommended a Queens Quay East ROW width of 40 metres, with an alignment and design solution from Parliament Street to Cherry Street. This design solution was further modified through the 2014 Addendum to the Environmental Assessment.

In 2018, City Council approved the Waterfront Transit Network Plan; a comprehensive, phased plan to implement improved streetcar service along Toronto's waterfront. Council also identified the waterfront as one of the City's priority transit projects.

The City, Waterfront Toronto and the Toronto Transit Commission are currently undertaking a collaborative detailed design exercise for Queens Quay East, from Bay Street to Cherry Street, with an agreed upon consistent road ROW width of 38 metres across the Central Waterfront. The CWSP Schedule 'A' is proposed to be updated accordingly.

Lower Yonge

The Lower Yonge Precinct Plan, and Lower Yonge OPA to the Central Waterfront Secondary Plan, together established a planning framework for new development for the 9 hectares bounded by Yonge Street, Queens Quay East, Lower Jarvis Street and Lake Shore Boulevard East. The Precinct Plan will foster a new, vibrant mixed use community of 28,000 residents and employees, a new school, two child care facilities, a large central park and range of housing options.

The Lower Yonge Transportation Municipal Class Environmental Assessment (MCEA), planned for a local and regional street network to service new development and achieve vital pedestrian and cycling connections in the Central Waterfront and Downtown Area. The MCEA has been approved and LPAT Decisions for developments within the Lower Yonge Precinct have included the MCEA preferred road network recommendations, and a number of buildings are now under construction. The City and several developments are proceeding with detailed design of the Lower Yonge Precinct street network, which is reflected in the proposed OPA.

COMMENTS

An Official Plan Amendment is required update CWSP Schedule 'A' - Proposed Rights-of-Way (ROW) for Planned Roads to reflect City Council Decisions, approved Environmental Assessments and LPAT Decisions. The proposed changes to Schedule 'A':

- Reduce the Queen Street East Right-of-Way width from 40 meters to 38 metres, between Yonge Street and Cherry Street;
- Update the Yonge Street Right-of-Way width from 30 metres to 'varies', from Queens Quay East to Lake Shore Boulevard East;
- Add the Harbour Street Extension, from Yonge Street to Lower Jarvis Street, with a right-of-way width of 27 metres;
- Add Cooper Street, from Queens Quay East to Lake Shore Boulevard East, with a right-of-way width of 21 meters;
- Add Freeland Street, from Queen Street East to Lake Shore Boulevard East, with a right-of-way width of 20 metres;

- Add a north south street, New Street, between Cooper Street and Lower Jarvis Street, from Queens Quay East to Lake Shore Boulevard East with a right-of-way width of 19 metres, and,
- Add Lower Jarvis Street, from Queens Quay East to Lake Shore Boulevard East, with a right of way width of 26 metres.

This amendment is technical in nature and consolidates requirements to enable securing necessary lands for the construction of major streets through redevelopment of properties in the Central Waterfront, since the City must include future streets in the Official Plan to be able to request the dedication of lands for future roads. This proposed amendment supports WT and the City's detailed design initiatives for Queens Quay East and the Lower Yonge street network.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) states that transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, promote active transportation, and are appropriate to address projected needs. The location and design of the roads in Schedule 'A' creates greater connectivity between the Central Waterfront and Downtown, facilitates movement of people and goods, and encourage active transportation. The proposal is consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe directs municipalities to invest in transportation systems to move people and goods, and provide multi-modal transportation access to jobs, housing, cultural and recreational opportunities. The roads identified in Schedule 'A' encourage multiple modes of transportation, and improve the area transportation network serving the local employment and mixed use communities. The proposal conforms to the Growth Plan.

Official Plan

The proposed amendment to CWSP Schedule 'A' advances Official Plan objectives regarding the improvement of the City's transportation network for all modes of transportation as a component of building complete communities. In accordance with Policy 3.1.1.14, the conforms to the Official Plan's objectives regarding the improvement of the City's transportation network and reducing barriers to the waterfront by consolidating past transportaiton network decisions into an update of CWSP Schedule 'A'.

Central Waterfront Secondary Plan

The amendment to Schedule 'A' achieves several CWSP objectives and strategic policy directions that focus on removing barriers to the waterfront and improving connectivity between the Central Waterfront and the rest of the City.

Environmental Assessments

A number of Council-approved Environmental Assessments identified several significant regional and local transportation improvements that were required to enhance the public

realm, provide higher-order transit, encourage active modes of transportation, and accommodate the anticipated redevelopment of the Central Waterfront. The additions to Schedule 'A' were identified through these Environmental Assessments and confirmed through LPAT Decisions.

CONCLUSION

The purpose of this report is to present an Official Plan amendment to the CWSP Schedule 'A' - ROW for Major Roads to update several road right-of-ways to be consistent with approved Municipal Class Environmental Assessments, Council Decisions and Local Planning Appeal Tribunal Decisions. The Official Plan amendment will apply to the CWSP lands that are currently in-force within the amalgamated City of Toronto Official Plan.

The updating of Schedule 'A' reflects past decisions that advance Provincial and City policies to expand the existing transportation network in a manner which completes a grid network, promotes multi-modal transportation, and serves mixed use and employment areas. The proposal is consistent with the Council-adopted East Bayfront Transit Environmental Assessment, Lower Don Lands Infrastructure Environmental Assessment, Lower Yonge Transportation Master Plan and Lower Yonge Municipal Class Environmental Assessment, as well as LPAT Decisions for Lower Yonge, East Bayfront and Keating Channel West Precincts.

City planning staff recommends that the proposed City-initiated Official Plan amendment to the Central Waterfront Secondary Plan (Official Plan Amendment 257) Schedule 'A' - Proposed Rights of Way (ROW) for Major Roads be approved.

CONTACT

Anthony Kittel, Project Manager, Community Planning, Toronto and East York District
Tel No. (416) 392-0748
E-mail: anthony.kittel@toronto.ca

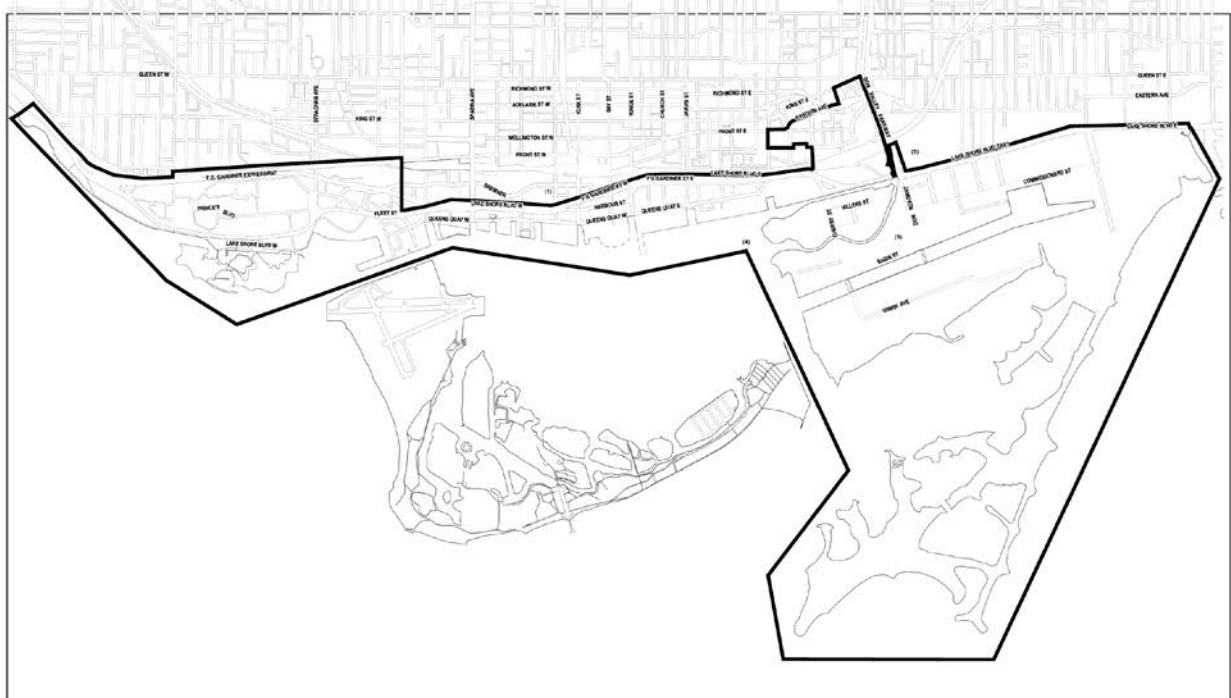
SIGNATURE

Lynda H. Macdonald, MCIP, RPP, OALA, FSCLA, Director
Community Planning, Toronto & East York District

ATTACHMENTS


Attachment 1: Central Waterfront Secondary Plan Area
Attachment 2: Central Secondary Plan Map a - Roads Plan
Attachment 3: Proposed Official Plan Amendment

Attachment 1: Central Waterfront Secondary Plan Area



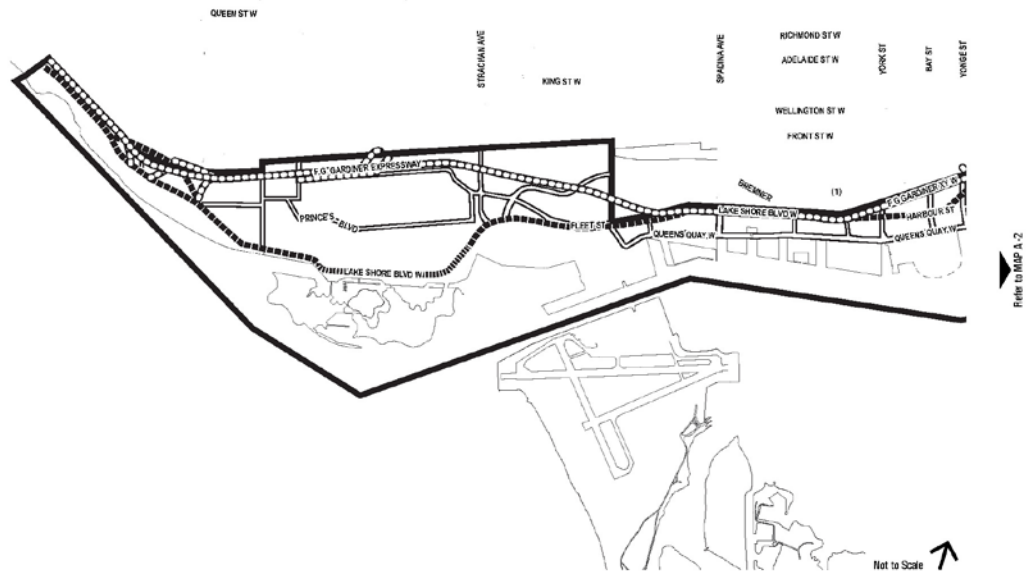
Central Waterfront Secondary Plan Area

File # 20 203489 STE 13 OZ

 Study Boundary


Not to Scale
10/09/2020

Attachment 2: Central Waterfront Secondary Plan Roads Plan



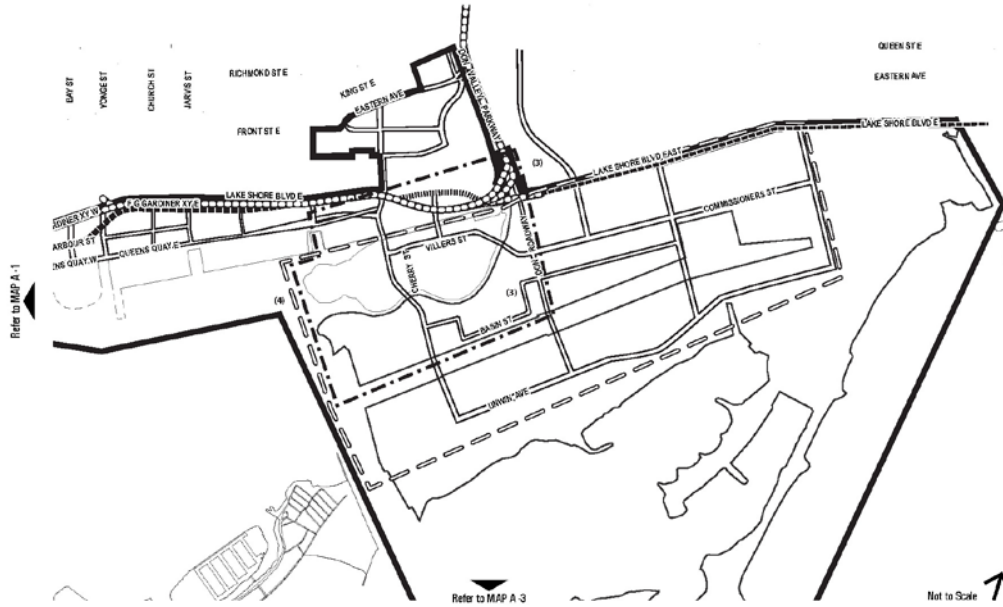
Central Waterfront Area Secondary Plan

MAP A - Roads Plan 1-3

- Secondary Plan Boundary
- Existing Frederick G. Gardiner Expressway
- Redesigned Lake Shore Boulevard
- Existing Lake Shore Boulevard
- Major Roads
- Part Lands
- Area of Amendment for Lower Dan Lands

- Note:
- (1) Gardiner Lake Shore Corridor and Front Street Extension Subject to Further Study
 - (2) See Schedule A for the Proposed Right-of-Way Widths of Major Roads
 - (3) Intersection and/or Alignment Configuration Subject to Further Study
 - (4) New Mouth of Don River and Part Lands Shown Conceptually (2010)
 - (5) Additional Bridge Needed

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Central Waterfront Area Secondary Plan

MAP A - Roads Plan 2-3

- Secondary Plan Boundary
- Existing Frederick G. Gardiner Expressway
- Redesigned Lake Shore Boulevard
- Existing Lake Shore Boulevard
- Major Roads
- Part Lands
- Area of Amendment for Lower Don Lands

- Note:
- (1) Gardiner Lake Shore Corridor and Front Street Extension Subject to Further Study
 - (2) See Schedule A for the Proposed Right-of-Way Widths of Major Roads
 - (3) Intersection and/or Alignment Configuration Subject to Further Study
 - (4) New Mouth of Don River and Part Lands Shown Conceptually (2010)
 - (5) Additional Bridge Needed

May 2020

Attachment 3: Proposed Official Plan Amendment

AMENDMENT NO. 517 TO THE CITY OF TORONTO OFFICIAL PLAN FOR THE CENTRAL WATERFRONT SECOCONDARY PLAN (OFFICAL PLAN AMENDMENT 257)

Authority: Toronto and East York Community Council Item ~ as adopted by City of Toronto Council on ~, 2020

Enacted by Council: ~, 2020

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~ -2020

To adopt an amendment to the Former City of Toronto Official Plan respecting the Central Waterfront Secondary Plan lands.

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

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 HEREBY ENACTS as follows:

1. The attached Amendment No. 517to the former City of Toronto Official Plan is hereby adopted pursuant to the Planning Act, as amended.

ENACTED AND PASSED this ~ day of ~, A.D. 2020.

JOHN TORY,

JOHN ELVIDGE

Mayor

City Clerk

(Corporate Seal)

AMENDMENT NO. 517 TO THE CITY OF TORONTO OFFICIAL PLAN

RESPECTING THE CENTRAL WATERFRONT SECONDARY PLAN (OFFICIAL PLAN AMENDMENT 257)

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

1. Amend the Central Waterfront Secondary Plan (Official Plan Amendment 257) as follows:

a) Amend SCHEDULE A - PROPOSED RIGHTS OF WAY (ROW) FOR MAJOR ROADS by amending the following ROWs.

Roadway(1)	From	To	ROW	Streetcar in own ROW
Queens Quay E	Yonge St	Cherry St.	38 m	Yes
Yonge St	Queens Quay	Lake Shore Blvd	Varies	No

b) Amend SCHEDULE A - PROPOSED RIGHTS OF WAY (ROW) FOR MAJOR ROADS by adding the following ROWs:

Roadway(1)	From	To	ROW	Streetcar in own ROW
Cooper Street	Lake Shore Blvd E	Queens Quay E	21 m	No
Freeland St	Lake Shore Blvd E	Queens Quay E	20 m	No
Harbour St	Yonge Street	Lower Jarvis Street	27 m	No
Lower Jarvis St	Lake Shore Blvd E	Queens Quay E	26 m	No
New Street	Lake Shore Blvd E	Queens Quay E	19 m	No