

Consolidated Clause in Scarborough Community Council Report 7, which was considered by City Council on September 28, 29 and 30, 2005.

20

**Terms of Reference  
Revitalization Study of Kingston Road in the Birchcliff Community  
File Number 05 106102 ESC 36 TM  
(Ward 36 - Scarborough Southwest)**

*City Council on September 28, 29 and 30, 2005, adopted this Clause without amendment.*

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The Scarborough Community Council recommends that City Council adopt the staff recommendation in the Recommendation Section of the report (August 30, 2005) from the Director, Community Planning, Scarborough District, subject to adding the following:

“and further that the Terms of Reference provide for a review mechanism sufficient to identify and evaluate the effectiveness of economic development revitalization policies and programs provided by the three orders of government.”

The Scarborough Community Council submits the following report (August 30, 2005) from the Director, Community Planning, Scarborough District:

Purpose:

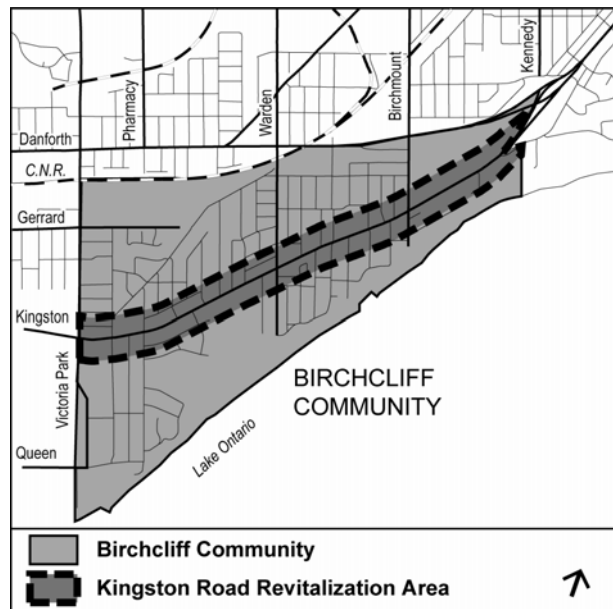
This report presents Terms of Reference for the Kingston Road Revitalization Study and seeks Council's direction in undertaking the study.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendation:

It is recommended that Council endorse the Terms of Reference for the Kingston Road Revitalization Study included as Attachment 1 to this report.



## Background:

At its meeting on November 30, December 1 and 2, 2004, Council adopted a motion that directed that the Commissioner of Urban Development Services initiate a Revitalization study of Kingston Road within the Birchcliff Community. A general approach to the study was considered by Council in February 2005. Council directed that staff prepare a Terms of Reference for the study and obtain community input into the development of the Terms of Reference. A Community Consultation meeting was held in June of 2005. A Terms of Reference has been prepared and is included as Attachment 1. An overview of the Terms of Reference and the results of the community consultation meeting are outlined below.

## Comments:

### Study Context

Kingston Road is one of Toronto's main streets. Through the Birchcliff Community, it extends about 3 kilometres from Victoria Park Avenue to east of Birchmount Road. Kingston Road serves an important role as one of Toronto's main traffic arteries. However, the role of Kingston Road as the "Main Street" for Birchcliff has declined. There are commercial vacancies, a number of stores have been converted to apartments, many buildings are in need of repairs and car repair and sales establishments occupy key sites along the street. Historic zoning and land use patterns are also factors that have contributed to the decline of this main street.

### Study Purpose and Objectives

The purpose of the study is to develop a revitalization strategy for Kingston Road in Birchcliff that promotes reurbanization and reinvestment along Kingston Road in the context of the policies and directions of the new Official Plan and that builds upon and supports local community improvement initiatives.

The main objectives of the study are:

- To identify issues, obstacles and opportunities for revitalization of Kingston Road in Birchcliff.
- To identify key sites/areas where reinvestment or redevelopment would be appropriate and approaches and actions (City, local community, private property owners) that will promote revitalization of Kingston Road.
- To determine the appropriate mechanisms and establish priorities to implement the approaches and options proposed to facilitate the revitalization of Kingston Road.

### Study Area

The focus of the study are the properties that front along the north and south sides of Kingston Road through Birchcliff. The larger study area incorporates all of the Birchcliff Community. The larger study area will give a broader understanding of the neighbourhoods surrounding Kingston Road. Landowners, business owners and the residents of the neighbourhoods within

the Birchcliff Community will assist in identifying where efforts should be focused to achieve revitalization in this area.

### Study Approach

The Kingston Road Revitalization Study will be conducted in three Phases:

- Phase 1      Study Area Profile – This phase will provide an overview and analysis of existing conditions within the study area such as: land use, housing, population, environment, infrastructure, economic, transportation, community services and facilities, and planning policies and tools that can be used to promote revitalization. Issues, obstacles and opportunities for revitalization will be identified. A study area profile report will be prepared by planning staff and presented for Council’s consideration in the first quarter of 2006.
- Phase 2      Vision for Kingston Road – Building on the information and findings of the Phase 1 Profile, principles for change, key sites/areas, approaches and actions needed to promote revitalization will be examined. Preferred options and priorities will be established. A Visions Report will be developed through the Working Group Process and presented for Council’s consideration in the third quarter of 2006.
- Phase 3      Implementation Plan – The final phase of the study will include the preparation of a strategy to implement the preferred options and approaches to revitalization along Kingston Road. Both public and private actions may be identified. Flexibility in the range of mechanisms or tools and the application of these tools will be a key element of the plan. Short and long term approaches will be explored with potential cost and/or funding options required to implement the recommendations identified. The final report and Implementation Strategy will be presented for Council’s consideration in the fourth quarter of 2006.

### Consultation

Local community support and involvement in the study is essential if the process to revive the role of Kingston Road as the “Main Street” for this community is to be successful. Residents and business owners are actively engaged in their community undertaking local improvement initiatives. A high level of community involvement is proposed for this study to support and enhance these efforts.

In June 2005 a Community Consultation Meeting was held to introduce the Kingston Road Study to the community and solicit input into the development of the Terms of Reference. About 60 people attended the meeting and participants were generally supportive of the study. Twelve people indicated that they would be interested in participating as members of a Working Group.

The main ideas put forward at the meeting included:

- Improvements to transit would be beneficial for Kingston Road, although not all participants supported the idea of extending streetcar service through the area.

- Beautification of the streetscape through increased tree planting and landscaping.
- Parking should be reviewed to provide for longer parking times on Kingston Road and the City should purchase lands to provide for public parking lots.
- Methods to slow traffic on Kingston Road are needed.
- Concern with the current level of traffic in the local community, and that development along Kingston Road would increase the problem.
- Concern with over-development in the area resulting from the additional development anticipated within the Warden Corridor and on the Quarry Lands. The findings of the other studies in the area and the potential impacts on Kingston Road and the community need to be considered.
- Sustainable approaches to development and community building should be encouraged.
- There should be increased focus on improving the pedestrian environment and increasing opportunities for cyclists within the larger community.
- Initiatives that encourage new business should be considered such as; tax relief for new development, relaxed zoning permissions to provide for more uses, creating programs to encourage new business, and preparing an inventory of available properties.
- Public investment may be needed to assist owners to improve their properties.
- Encourage Mixed Use, residential/commercial developments.
- Residential intensification through low rise condominium and townhouse developments.
- Provide space for local community groups to run programs or plan events.
- Need to ensure that new development and/or transportation improvements are carefully reviewed at the east end of the study area where Kingston Road is closer to the Bluffs, to ensure that the integrity of the Bluffs is not impacted. A hydrogeological study of the Bluffs should be undertaken.
- More flexible zoning is needed.
- A plan to attract the types of businesses and services that are needed in the community (i.e., foodstores, restaurants).
- There are a number of historic buildings that should be preserved.
- Opportunities for affordable housing should be considered.
- Local community groups should be involved in the process (schools, Variety Village, library, Places of Worship, food bank etc.).

Many of the ideas presented by the participants are consistent with the approach outlined initially, and new ideas have been incorporated into the Terms of Reference particularly as they relate to environment, historic context and issues of sustainable development.

The work program will be undertaken through a Working Group process and coordinated by City Planning. The Working Group will include local residents, business owners, the Ward Councillor and City staff and will be established during Phase 1 of the study. Staff from other departments and agencies will also be involved to provide technical support and advice as necessary and reports will be circulated to City departments and agencies for input.

Community Consultation meetings will be held to present the findings of each phase to the larger community for input. Consultation meetings targeted to smaller areas of the community may also be needed to address area specific issues. Design charettes or workshops may also be held as the work program progresses. The work program will be undertaken using staff resources within the City Planning Division with the assistance of staff in other City departments.

#### Other Planning Initiatives

There are five other recent or ongoing planning initiatives within this area of the City that may contribute information to the Kingston Road Study; The Cliffside Village Strategic Business Action Plan and Community Improvement Plan, a Community Improvement Plan for Danforth Avenue to Danforth Road, an Avenue Study along Danforth Avenue from Victoria Park Avenue to Warden Avenue, the Warden Corridor and Victoria Park Station Land Use Planning Studies and the Birchcliff Quarry Lands Study. Information from these initiatives will be used where possible to ensure efficient use of staff resources and to reduce duplication.

#### Conclusions:

A Terms of Reference has been prepared for the Revitalization Study of Kingston Road in the Birchcliff Community. The study will identify issues, obstacles and opportunities for the revitalization of Kingston Road within Birchcliff. A strategy will be developed that identifies key sites/areas for redevelopment or reinvestment, outlines approaches and options for Kingston Road and details the proposed mechanisms to facilitate revitalization of Kingston Road in this area. The study will be undertaken through a Working Group process coordinated by City Planning. It is anticipated that the study will be completed by the end of 2006. Planning staff recommend that Council endorse the Terms of Reference for the study included as Attachment 1 to this report. A working group will then be established to begin the Phase 1, background work.

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## ATTACHMENT 1

### KINGSTON ROAD REVITALIZATION STUDY TERMS OF REFERENCE

#### **Introduction**

Kingston Road is one of Toronto's main streets. Through the Birchcliff Community, it extends about 3 kilometres from Victoria Park Avenue to east of Birchmount Road (Figure 1). In this community, it is developed mostly with clusters of low rise commercial and apartment buildings, and single and multiple family dwellings. Birchcliff is a lakeside community with well-established neighbourhoods to the north and south of Kingston Road. These neighbourhoods are undergoing change with new investment through small infill developments and as older housing stock is refurbished. Through most of Birchcliff, Kingston Road is four lanes wide with on street parking in many locations.

Kingston Road serves an important role as one of Toronto's main traffic arteries. However, the role of Kingston Road as the "Main Street" for the local community has declined. There are commercial vacancies, a number of stores have been converted to apartments, many buildings are in need of repair and car repair and sales establishments occupy key sites along the street. Historic zoning and land use patterns, and fragmented ownership of commercial clusters are also factors that have contributed to the decline of this main street.

In February 2005, Council initiated a study to promote the revitalization of Kingston Road in Birchcliff. The Terms of Reference outline the requirements for the planning study; the study approach, the community consultation process and timing for undertaking the study.

The study will be led by City Planning, in consultation with other relevant City Departments and agencies. A Working Group that includes City staff, the Ward Councillor, local residents, landowners and business owners will also be established to guide the study process.

#### **Scope and Context for the Study**

The revitalization study is being undertaken in the context of the policies and directions of the City's new Official Plan. There are other planning initiatives within this area of the City that can contribute to the Kingston Road Revitalization Study. Background information and the results of the other local area studies will be considered and incorporated where appropriate into the work program for the Kingston Road study. A Community Consultation meeting was held in June 2005 to elicit ideas from the local community on the scope of the study. Many of the issues raised by the Community are included in the Terms of Reference.

#### **Toronto Official Plan**

The policies of the Toronto Official Plan support the revitalization of our Main Streets through an integrated approach to land use and transportation. Kingston Road is identified as an Avenue in the new Official Plan. Avenues are considered important corridors along major streets, where reurbanization is promoted. They are also considered "Main Streets" that are the focus for local communities.

The designation in the new Official Plan for the existing commercial areas along Kingston Road, and the apartments and multiple family dwellings reflect these roles. These are within Mixed Use Areas designations. The policies of the new Official Plan provide for a broad range of commercial, residential, institutional and parks and open spaces uses in the Mixed Use Areas.

Existing single family homes that front Kingston Road are for the most part designated Neighbourhoods. Neighbourhoods are considered physically stable areas made up of residential uses in lower scale buildings such as single and semi-detached dwellings, triplexes, townhouses and walkup apartments. Parks, local institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also provided for in the Neighbourhoods designation.

Kingston Road is also identified in the new Official Plan as a Higher Order Transit Corridor. In January 2005, Toronto Transit Commission (TTC) and City planning staff presented the "Building a Transit City" proposal to the Commission. This presentation outlined proposals for future transportation improvements in the City including the idea of developing higher order transit service on Kingston Road from Victoria Park to Eglinton Avenue East. The Commission supported the approach put forward in "Building a Transit City" and requested further reports. The issue of higher order transit service on Kingston Road would be looked at through the Environmental Assessment (EA) study process, where options for bus or streetcar technology would be examined and evaluated.

Not all of the Avenues in the Official Plan are anticipated to experience the same level of growth. The existing development pattern along Kingston Road in Birchcliff indicates that this area will not likely experience major redevelopment or intensification. Kingston Road, in Birchcliff, contains a number of small sites which could be termed "sensitive infill" sites where redevelopment opportunities exist but at a smaller scale. In some locations, the existing built form should be maintained as it reflects a "Main Street" character that is desirable. Revitalization in these areas may involve broadening the allowable uses, and intensification through the addition of residential floorspace above the existing retail stores.

As a Higher Order Transit Corridor, this segment of Kingston Road is important in terms of achieving City objectives to build an effective transportation network and to link more intensive growth areas. Transit improvements along Kingston Road will contribute to revitalization in this area and in the other communities along this Higher Order Transit Corridor. As a result, land use initiatives that support transit improvements in this priority corridor are appropriate.

### **Other Planning Initiatives**

There are five other recent or ongoing planning initiatives within this area of the City that may contribute information to the Kingston Road Study; The Cliffside Village Strategic Business Action Plan and Community Improvement Plan, a Community Improvement Plan for Danforth Avenue to Danforth Road, an Avenue Study along Danforth Avenue from Victoria Park Avenue to Warden Avenue, the Warden Corridor and Victoria Park Station Land Use Planning Studies and the Birchcliff Quarry Lands Study. Information from these initiatives will be used where possible to ensure efficient use of staff resources and to reduce duplication.

## **Community Consultation Meeting**

In June 2005 a Community Consultation Meeting was held to introduce the Kingston Road Study to the community and solicit input into the development of the Terms of Reference. About 60 people attended the meeting and participants were generally supportive of the study. Twelve people indicated that they would be interested in participating as members of a Working Group. The main ideas put forward at the meeting have been incorporated into the Terms of Reference.

## **Study Purpose and Objectives**

The purpose of the study is to develop a revitalization strategy for Kingston Road in Birchcliff that promotes reurbanization and reinvestment along Kingston Road in the context of the policies and directions of the new Official Plan and that builds upon and supports local community improvement initiatives.

The main objectives of the study are:

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- To determine the appropriate mechanisms to implement the approaches and options proposed to facilitate the revitalization of Kingston Road.

## **Study Area**

The focus of the study are the properties that front along the north and south sides of Kingston Road through Birchcliff. The larger study area incorporates all of the Birchcliff Community. Local community support and involvement in the study is essential if the process to revive the role of Kingston Road as the “Main Street” for this community is to be successful. The larger study area will give a broader understanding of the neighbourhoods surrounding Kingston Road. Landowners, business owners and the residents of the neighbourhoods within the Birchcliff Community will assist in identifying where efforts should be focused to achieve revitalization in this area.

## **Study Approach**

The Kingston Road Revitalization Study will be conducted in three Phases:

**Phase 1 Study Area Profile** – This phase will provide an overview and analysis of existing conditions within the study area including: land uses, housing, population, environment, infrastructure, economic conditions, transportation, historic context, community services and facilities, planning policies and tools that can be used to promote revitalization. Issues, obstacles and opportunities for revitalization will be identified.



**Phase 2 Vision for Kingston Road** – Building on the information and findings of the Phase 1 Profile, principles for change, key sites/areas, approaches and actions needed to promote revitalization will be examined. Preferred options and priorities will be established.

**Phase 3 Implementation Plan** – The final phase of the study will include the preparation of a strategy to implement the preferred options and approaches to revitalization along Kingston Road. Both public and private actions may be identified. Flexibility in the range of mechanisms or tools and the application of these tools will be a key element of the plan. Short and long term approaches will be explored with potential cost and/or funding options required to implement the recommendations identified.

### **Phase 1: Study Area Profile – Analysis of Existing Conditions**

#### **Phase 1 - Purpose**

To undertake an analysis of the existing conditions within the study area to identify issues, obstacles and opportunities for revitalization of Kingston Road.

Background information on land use, development patterns, economic conditions, transportation, community services and facilities, historical context, environment, population, and housing will be gathered to provide an overview and analysis of conditions within the study area. Information gaps will also be identified. Information from recent and ongoing planning initiatives within the area will be used wherever appropriate to ensure efficiencies in the data collection and to reduce duplication. The findings of the background study will be used to identify issues, obstacles and opportunities for revitalization within this area.

#### **Phase 1 - Components of the Profile**

i) Land Use and Physical Form

- Review and analysis of existing land uses, development patterns, development activity and trends.
- Existing planning policies in the area will be examined.

ii) Housing and Demographics

- Census data will be used to prepare a study area profile of population, age distribution, household and family structure, immigration, education, language, housing mix, age of housing stock and tenure (rental vs. ownership) including areas which may be in transition.

iii) Transportation

- Current road and transit capacity, availability of parking, bike and pedestrian environments, and constraints and operational deficiencies, including existing bus service will be identified.

iv) Historic Context

- The historic context of Birchcliff and Kingston Road within the City will be explored to provide a broader understanding of the factors that have influenced the development patterns within the community and those that have contributed to the decline of Kingston Road. Themes may emerge that will assist in the promotion of Kingston Road as a focus for this community.
- The existing condition of buildings along Kingston Road will be reviewed, and architecturally important buildings identified.

v) Environment and Sustainable Communities

- Existing information with respect to Natural Heritage features within the community including reports and data available concerning the Bluffs will be examined.
- Issues concerning environmental sustainability and sustainable communities will be explored (i.e. green building design and construction practices, improving pedestrian and cycling environments, heritage conservation, and community building initiatives)

vi) Watermains, Sanitary and Storm Sewers

- An analysis of existing infrastructure (water, sanitary and storm sewers) will be undertaken to determine the capacity of existing services and to identify any service deficiencies.

vii) Community Services and Facilities

- An inventory of existing community services and facilities in the area such as; schools, parks and facilities, community centres, daycare facilities, and places of worship and a general analysis of capacity will be undertaken.
- City initiatives with respect to the reconstruction of the Birchmount stadium will be examined.

viii) Economic Conditions

- A review and analysis of the function of Kingston Road from an economic perspective will be undertaken. This may include information on number of employers, employment by sector, vacancy rates, pricing, absorption and leasing information and an examination of trends or changes over time.

ix) Local Initiatives

- Local community improvement initiatives in Birchcliff and Cliffside will be examined to determine where efforts can be strengthened or connections enhanced.

- The role of the Birchcliff Community Centre and Park as a focus for both the Birchcliff and Cliffside communities will be explored.

ix) Planning Tools

- Planning tools and programs that can be used to promote and support revitalization, such as zoning by-laws, urban design guidelines, community improvement plans, façade improvement programs and grants etc. will be examined.

**Phase 1 – Profile Report (First Quarter 2006)**

A Profile Report of Kingston Road and the study area which includes an overview of the background material and identified issues, obstacles and opportunities to revitalization will be prepared by City staff for consideration by Council in the first quarter of 2006.

**Phase 1 –Consultation**

The Phase 1 Study Area Profile will be developed in consultation with a Working Group that will consist of local residents and business owners, the Ward Councillor, and City staff. Working Group members from the local community will be selected from participants who attended the Community Consultation Meeting in June 2005 and expressed interest in participating in a Working Group. A Community Meeting will be held to present the Phase 1 Report and seek input from the larger community on the findings. The Phase 1 report will also be circulated to Departments and agencies for review and comment.

**Phase 2 - Vision for Kingston Road**

**Phase 2 - Purpose**

To identify a vision for Kingston Road that establishes principles for change, identifies key sites/areas where redevelopment or reinvestment should be promoted, and identifies approaches and actions that can be employed to facilitate revitalization.

**Phase 2 - Work Program**

The development of the vision for Kingston Road Revitalization will be based on the main issues identified through the Phase 1 work. The process will be guided by the policies and directions of the new Official Plan. In addition to other issues identified through the Phase 1 process, consideration will be given to the following:

- The information provided through the Phase 1 work may be used to establish principles for the strategy on issues such as; land use, built form and design, environmental sustainability, transportation, streetscape improvements, economic viability, and community services and facilities.
- Key site/areas for reinvestment or redevelopment along Kingston Road will be identified.

- If changes to permitted land uses are proposed consideration should be given to among other matters, the location of existing uses, compatibility with adjacent neighbourhoods, Kingston Road's role as a higher order transit corridor, physical infrastructure, and community facilities and services.
- Flexibility in the treatment of different areas of the street and the application of approaches is encouraged.
- Further assessments may be needed with respect to transportation and parking, community services and facilities, and/or physical infrastructure. Where information gaps have been identified or further assessment is needed the collection of data (such as traffic counts, community needs assessment) and analysis should be coordinated with other local planning area studies wherever possible to reduce duplication.
- Opportunities to coordinate approaches or actions should be explored (i.e. road improvement works with landscaping and streetscape improvement)
- Options may include both public and private initiatives or identify partnership opportunities.
- Efforts will be made throughout the study to advise and include those property owners whose lands may be considered for change, and who are not members of the Work Group. Additional consultation may also be provided in the form of design charettes, or more focused community meetings to address areas specific issues.
- Preferred options and priorities will be developed.
- Ongoing monitoring of the process is encouraged to provide opportunity to reassess the scope of the study as necessary.
- The role of Kingston Road as a Higher Order Transit Corridor will be explored.

### **Phase 2– Study Output (Third Quarter 2006)**

A Phase 2 Vision Report that includes options and establishes priorities will be developed through the Working Group process. The report will be prepared by City staff and presented for the consideration of Council in the third quarter of 2006.

### **Phase 2– Consultation**

The Phase 2 work will be undertaken through the Working Group process and coordinated by planning staff. City departments and agencies will be consulted to provide technical support and advice on issues as necessary. Design charettes and additional community meetings may be held to address area specific issues. A Community Consultation meeting will be held to present the Phase 2 Vision Report to the larger community for further input. The Vision Report will be circulated to City departments and agencies for review and comment.

### **Phase 3: Implementation Strategy**

Building on the Phase 2 work, the Implementation Strategy will detail the approaches and actions needed to implement the Vision for Kingston Road. The strategy will outline the preferred approaches, establish priorities and detail the appropriate mechanisms needed to implement the plan. The strategy may include:

- Recommended changes to permitted land uses and details on how these are to be achieved.
- A phasing program (i.e. short, midrange and longer term priorities).
- Tools to be used to implement approaches and actions (i.e., community improvement plan, zoning amendments, design guidelines, grant programs, etc.).
- Identifies future Council approvals if required.
- Identifies where public investment may be needed for infrastructure improvements or in other areas to promote revitalization.
- Identifies roles and responsibilities for implementation and partnership opportunities (local business, community, city).
- Estimated costs of implementing the strategy and possible funding sources.

### **Phase 3 – Output (Fourth Quarter 2006)**

The Final Report and Implementation Strategy will be developed through the Working Group process and prepared by City planning staff to be presented for consideration by Council in the fourth quarter of 2006.

### **Phase 3 - Consultation**

A Community Consultation Meeting will be held to present the draft Implementation Strategy to the larger community for input. The Strategy will also be circulated to City departments and agencies for review and comment. Comments received through the consultation process will be incorporated into the Implementation Strategy to be presented for Council's consideration.

Figure 1

