

Eglinton Planning Study Status Report No. 2

Date:	June 3, 2013
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning
Wards:	Wards 11, 12, 15, 16, 17, 21, 22, 25, 26, 34, 35, 37
Reference Number:	P:\2013\Cluster B\PLN\PGMC\PG13050 (12 141479 SPS 00 OZ)

SUMMARY

The purpose of this report is to update the members of Planning and Growth Management Committee (P&GMC) and the public on the status of the Eglinton Planning Study (Eglinton Connects). The Study covers the 19 kilometres of Eglinton Avenue between Jane Street and Kennedy Road that will undergo significant transformation over the next decades, due in large part to the implementation of the Eglinton Crosstown Light Rail Transit project (LRT).

Eglinton Connects is a comprehensive study that incorporates the following:

- An Avenue study, including a vision for Eglinton Avenue that will guide decisions about private development and public investment. The Study identifies
 - options for reallocating space between different modes of transportation,
 - potential for intensified development in the form of mid-rise buildings,
 - locations that could support higher density development,
 - heritage resources and strategies for protection of these resources
 - a public realm and streetscape plan.
- A Municipal Class Environmental Assessment (EA) that will make recommendations regarding the reconfiguration of the right-of-way along the portion of Eglinton Avenue where the Eglinton Crosstown LRT is underground (Black Creek Drive to Brentcliffe Road); and
- Site Plan review of the LRT stations and at-grade section as submitted by Metrolinx.

The background analysis has been largely completed and planning directions have been identified. To date, three of the four rounds of public consultation have been completed. The Final Report with recommendations for implementation will be presented to City Council in the first quarter of 2014.

RECOMMENDATIONS

The City Planning Division recommends that:

1. This report be received for information.

Financial Impact

The recommendations in this report have no financial impact.

ISSUE BACKGROUND

On October 12, 2012, P&GMC received the first Status Report on the Eglinton Connects Planning Study for information. That staff report contains previous Decision History. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG18.3>

At that meeting, the Committee directed City Planning staff working on the Study to provide comments on all applications in the corridor as they come forward during the study period. The Study team has been collaborating with District Community Planning staff on applications along the Eglinton Avenue corridor.

The City of Toronto *Official Plan* focuses on city building and contains policies designed to create transit-oriented, mixed-use centres and transportation corridors. Growth is directed to areas that are well served by transit, the existing road network and existing infrastructure, such as the Downtown, Centres, Employment Districts, and along the Avenues.

Avenues are identified in the *Official Plan* as corridors where transit-supportive reurbanization is intended to create new jobs and housing, while improving local streetscapes, infrastructure and amenities. Avenues are intended to accommodate significant amounts of development as Toronto continues to grow. Eglinton is predominantly an Avenue in the *Official Plan*.

The Study is being conducted concurrently with the design of the Eglinton Crosstown LRT being undertaken by Metrolinx. As such, the Study team is leading the reviews of the site plans that have been submitted for 14 underground stations and the at-grade sections of the line.

Eglinton Avenue is expected to undergo significant levels of growth through intensification over the coming years. This investment in higher-order transit provides a rare opportunity to create a truly transit-supportive, urbanized Avenue stretching across the centre of the city.

COMMENTS

Study Purpose

Eglinton Connects is a comprehensive planning study that is developing a vision for the future of Eglinton Avenue through public consultation, analysis of existing conditions/context and future growth, and interdivisional collaboration. The directions contemplated by Eglinton Connects will guide the evolution of this important Avenue in becoming livelier, more attractive and more people-friendly while responding to the anticipated growth. The study area is focused along Eglinton Avenue, from Jane Street to Kennedy Road. (Attachment 1)

The Study will establish built form along the corridor that is of an appropriate use, height and density. The Study also considers how the street will function and look. It will contain plans for the right-of-way that respect and provide for all users – pedestrians, car drivers, shoppers, cyclists, trucking activity, businesses, visitors and residents.

Study Status

The background analysis that informs the identification of alternatives and recommendations has been largely completed. To date, three of the four rounds of public consultation are done, with the final round scheduled for Fall 2013. The Final Report and EA Report will be presented to P&GMC in the first quarter of 2014. (Attachment 2)

Public and Stakeholder Engagement

Engagement Strategy

Participation and feedback has been and is being sought from a broad spectrum of the public. The objective is to achieve an understanding of the range of perspectives held by those who are interested in the project and to work toward common ground. The consultation requirements of Municipal Class EAs have been included in the engagement strategy.

Consultation with the public and stakeholders is being undertaken through a variety of means, including one-on-one, small groups, public meetings, workshops, interviews, surveys, social media, media advisories, and mail drops.

The public and stakeholder engagement process to date has included a broad range of interested participants, both external and internal to the City, such as the following:

- External:
 - General Public
 - Community Stakeholders (e.g. local business, cyclists, BILD, etc.)
- Internal:
 - Technical Advisory Committee for the EA (TAC)
 - Planning Reference Group (PRG)

- Design Review Panel (DRP)
- Other Agencies and City Divisions (such as Toronto Water).

Formal input opportunities have been organized in distinct stages (Attachment 3).

1. May-December 2012 – Kick-off and Visioning

During Stage 1, feedback was sought on the overall vision and principles that should guide the Study. Three community consultation meetings were held in May 2012 to introduce the objectives of the Study, discuss guiding principles and give the community an opportunity to provide feedback. A total of 150 people participated in these meetings. Comments, suggestions and questions were received on all aspects of built form, land use, and how the street and its sidewalks should function after the Crosstown is constructed.

On November 28, 2012, City Planning hosted the "Designing the Future of Eglinton" event, which was held at North Toronto Collegiate Institute. It offered a glimpse of how LRT is used in other places for city building purposes and featured a discussion with transit and city building expert Antoine Grumbach, designer of Paris' Le Tramway and growth strategies for Paris and Moscow. Approximately 200 people attended.

A survey based on feedback from the May 2012 Community Consultation Meetings was online for four weeks and available at the "Designing the Future of Eglinton" event. In total, 822 people responded to the survey. The results are posted on the Study website.

2. February-March 2013 – Testing of Preliminary Ideas

Stage 2 included a series of public and stakeholder engagement activities in February 2013, including three public workshops and three meetings with local businesses in the east, central and western portions of the study area, as well as a meeting with city-wide stakeholders. The purpose of these activities was to present and seek feedback on preliminary ideas for Eglinton's future. These ideas were organized under the three main themes of Building, Greening and Travelling Eglinton. In total, over 500 people participated in the Stage 2 engagement activities.

A second survey was conducted to seek feedback on the preliminary ideas for Eglinton's future. The survey was available at each of the above meetings, as well as on the project website – 477 responses were received.

3. May-June 2013 – Testing of Emerging Solutions

Feedback was sought at Public Meetings in May on the emerging concepts for built form and public realm relating to Building, Greening and Travelling Eglinton. Input in this stage is helping to inform the development of the draft plan and implementation strategy, as well as the preferred alternatives for the right-of-way.

4. September/October 2013 – Feedback on Preferred Alternatives and Options

During the final stage of public and stakeholder engagement, preferred alternatives and plans will be presented. Feedback will be sought on the presentations to help inform revisions to the draft plan and implementation strategy before being finalized.

The following additional public engagement mechanisms are being used:

- Project Website – www.toronto.ca/eglinton – The project website plays a key role in enabling public and stakeholder engagement. It hosts study information and materials (e.g. presentations, background studies, etc.), updates and notifications, online surveys, and summary reports for all engagement mechanisms as they become available.
- Local Business and City-Wide Stakeholders Meetings – In addition to the in-person sessions and online survey, meetings with local business and city-wide stakeholders are being held. These meetings allow representatives from a broad range of stakeholder organizations, with both local and city-wide interests, to be heard, and to test and refine ideas before they are presented to the broader public.
- Social Media – The City's main Twitter account (@TorontoComms) is being employed to promote the study and public consultations. Tweets from @TorontoComms use a Twitter hashtag (#egconnects) to organize the conversation around the Study.
- E-updates – A "listserv" account has been established using Toronto E-updates. Over 1,000 people have signed up to receive updates about the Study. E-updates are sent out periodically to promote public consultation events and online surveys.
- Community Outreach – The Study team has been actively pursuing opportunities to engage the community, such as targeting young people in the corridor (recently the Team met with a grade 11 class at Jean Vanier High School), attending BIA/community festivals over the course of the summer, speaking at community association meetings, and providing materials for staff attending other community events (Canada Blooms, Green Living Show).
- Other Promotions – There have been two ads on the radio and online to promote the Study. In addition, 70,000+ flyers have been distributed along the Eglinton corridor, along with direct mailings, for each series of public meetings. Councillors have been encouraged to publicize the events as well.
- Design Review Panel (DRP) – Two meetings have been held with the DRP – first on February 13, 2012 to introduce the Study and then on May 21, 2013 to provide an update and to test ideas for planning directions.

- Other Meetings – Other meetings are being held as necessary, including with City Councillors, City Divisions and Agencies (such as Toronto Water and Toronto Parking Authority), and the proponents of concurrent projects.

What We've Heard So Far

The following provides a brief overview of some of the key messages being communicated from the public and stakeholders, based upon the three key themes of the Study – Building, Greening and Travelling.

Building Eglinton

Eglinton is composed of a number of segments exhibiting different characteristics. At the consultations the public heard that the Study Team is considering Mid-Rise development (up to 9 storeys in most areas) for the majority of Eglinton. The public also saw that six "Focus Areas" were identified in the Study Area. These are areas with larger lots fronting on Eglinton and/or places where two Avenues intersect, which may be appropriate for more intense development. Policies are under development to protect and reflect heritage resources in the Study area.

There are also two Metrolinx Mobility Hubs along the line, at Mt. Dennis and Kennedy Stations. These are under separate study by Metrolinx with a view to identifying intensification potential near these stations.

There was strong acceptance of Mid-Rise buildings as appropriate for many parts of Eglinton Ave. The public also expressed a high level of support for considering tall buildings (i.e. more than 9 storeys) in the Focus Areas, as well as in Apartment Neighbourhoods and Mobility Hubs. Through the survey, respondents suggested a number of additional location criteria to consider, including allowing tall buildings at LRT stations.

Participants felt that tall buildings should only be located on sites that are large enough to provide a transition to lower scaled buildings. They also offered suggestions about design, such as animating and relating the ground floor of tall buildings to the street. Provision of an adequate amount of resident and visitor parking was also mentioned.

Greening Eglinton

The Greening Eglinton theme focuses on those elements of the streetscape related to greening the public realm. An opportunity has been identified to integrate the Humber River / Black Creek and the Don River valleys with Eglinton by creating strong green linkages. The City also proposes that the trackway for the at-grade section of the line (Brentcliffe Road to Kennedy Station) be planted as a contribution to the greening of the streetscape).

Nearly half of the survey respondents felt that providing better connections to the ravine systems is very important. Workshop participants provided valuable input as to how

connections to the trail system could be improved by providing better lighting, wayfinding and winter maintenance.

There was significant support for the provision of a "green trackway". Participants were also in favour of providing more areas of public open space along the corridor, such as plazas, market areas, and fountains.

Travelling Eglinton

The Transportation Study (Environmental Assessment (EA) Study) component is evaluating and identifying alternative solutions to determine the optimum configuration of the street (including number of traffic lanes, bicycle facilities, parking and width of sidewalks).

Participants at the February public workshops produced thirty-three different street configurations which included a range of provisions for travel lanes, on-street and off-street parking, bike lanes, and pedestrian facilities. They also suggested additional criteria, such as protecting surrounding residential streets from through traffic and ensuring that surrounding streets are not used as access routes and/or for parking by people doing business along Eglinton.

Business owners raised a number of issues and suggestions related to wider sidewalks, bike lanes and maintaining on-street parking.

All participants provided input towards the objectives and criteria of the EA. The criteria that received the highest ranking were "safe and vibrant pedestrian space", "green space and natural environment", "safe cycling", and "moving vehicles".

Directions

The emerging directions for the Eglinton Connects Planning Study revolve around the three themes – Building, Greening and Travelling, as summarized below.

Building Eglinton

Mixed-use, mid-rise buildings on Avenues are the starting point for the recommendations for built form along most of Eglinton.

Concepts have been developed that illustrate the following planning directions for the Focus Areas:

- More intense mixed use development, including tall buildings, in close proximity to LRT stations.
- Improved permeability and pedestrian access (i.e. creation of smaller blocks where necessary).
- Increased open space, including building setbacks, to allow for plazas, parks and pedestrian connections to nearby parks, neighbourhoods, open space and trails.

In the Mid-Rise Areas the Study team will be identifying locations along Eglinton where the incorporation of one or two lots in the adjacent neighbourhood would be appropriate to support mid-rise development.

There is also an understanding that there is a need to maintain areas for employment uses.

It is important to remember that change along Eglinton will occur gradually. In fact, some areas are not expected to undergo any significant redevelopment due to local characteristics.

Note as well that no built-form recommendations will be made for the part of Eglinton in the Eglinton Centre (Duplex Avenue to Mount Pleasant Road) as this area is already under a specific set of planning controls tailored to the needs of that community. Recommendations flowing from the two Mobility Hub studies being conducted by Metrolinx will be included in the Final Report if they are ready and consistent with the City's planning direction.

Greening Eglinton

The planning directions for the Greening Eglinton theme are focused on improving streetscape conditions and creating a good pedestrian and cycling environment.

Priority elements for Greening Eglinton include:

- Additional public open space, as discussed in Building above.
- Well established linkages to the existing open space system (e.g. parks, trails, ravines including those associated with the Humber River/Black Creek and Don River valleys).
- Use of more mature/larger trees to provide greater shade and a strong green presence along the street.
- Greening of the LRT trackway and station areas.

Travelling Eglinton

With the anticipated removal of much of the bus traffic along Eglinton, there is an opportunity to review the use of the right-of-way (including approximately 10 km of existing reserved bus lanes). This will include looking at ways to make Eglinton more multi-modal, especially improving conditions for pedestrians and cyclists.

The following planning directions are emerging for the Travelling Eglinton theme:

- Provide wider sidewalks and streetscape amenities that support a high quality pedestrian environment.
- Provide continuous bike lanes along Eglinton Avenue, and connections to the existing trail system (e.g. Kay Gardner Belt Line Trail, bike paths west of Jane Street and in the river valleys).
- Improve pedestrian crossings of Eglinton to support good access to LRT stations/stops and land uses.
- Reduce the number of through traffic lanes on Eglinton, where traffic volumes permit.

- Develop a rear laneway system with new developments to better manage property access, loading and deliveries.
- Shift to a greater reliance on appropriately placed and well-designed off-street parking, supplemented by on-street parking.
- Plan for a network of new connecting streets and pedestrian linkages as large sites are redeveloped (such as in the Golden Mile and Don Mills Focus Areas).

Eglinton Avenue reconstruction and reconfiguration will occur first in the vicinity of the LRT stations as part of the station construction. An implementation strategy that shows how the spaces between stations can evolve towards the approved plan in a staged manner will be proposed as part of the final plan.

Anticipated Implementation Tools

A range of tools is under consideration that will implement the planning directions:

- Draft Official Plan and Zoning By-law Amendments will be proposed for changes to built form, uses, and planned rights-of-way.
- Heritage Guidelines that will protect and enhance the heritage context of the street will be recommended for approval
- Section 37 of the Planning Act, which authorizes increases in permitted height and/or density in return for community benefits, can assist in funding existing or projected gaps in community services and public realm/streetscape improvements.
- A Development Permit System (DPS) could be a streamlined approval process for those projects that best support study objectives, by combining zoning, site plan, and minor variance processes into one application.
- Potential additions to the Inventory of Heritage Properties.
- A Streetscape and Public Realm plan.

Eglinton Crosstown LRT Station Areas

Station Site Planning

Since the last Status Report, the Study team has developed and implemented a modified Site Plan Approval process with Metrolinx. Under this protocol Metrolinx has submitted Site Plan applications for the 14 underground stations and an informal submission for the at-grade section between Don Mills and Kennedy Stations. Site planning for the Kennedy interchange station and Mobility Hub and the replacement and extension of the Scarborough RT with LRT technology is being undertaken by Scarborough District Planning staff, under the same protocol.

At this stage Metrolinx's proposals are conceptual only. They include the properties to be acquired, the siting and massing of the buildings and open spaces, pedestrian and vehicular circulation, and provisions for bicycle parking, among other things.

The applications were circulated and reviewed in the context of the Study and comments were provided to Metrolinx by their end of April deadline for inclusion in the tender documents that will be issued to the bidders on October 31, 2013. Metrolinx has agreed

that the City may provide further comments on street cross-section, streetscaping, landscaping, public realm and plaza design as the directions for these elements in the Planning Study and Environmental Assessment Study are advanced.

Significant and system-wide issues identified through the reviews have been the subject of negotiations with Metrolinx. Most have been resolved; some are still under discussion. Only two, so far, have been submitted to the Dispute Resolution process identified in the Master Agreement. They relate to funding for a direct connection between the subway platform and the LRT concourse at the Yonge-Eglinton station and for reconfiguring some intersections along the at-grade section of the LRT.

It should be noted that Metrolinx is opposed, on aesthetic, maintenance and cost grounds, to inclusion of a green trackway in the project specifications. Planning staff continue to work with Metrolinx in an attempt to address their concerns.

Going forward, City Planning staff will review plans provided by the bidders as each develops their station and at-grade designs in accordance with the specifications in the tender documents, including the City requirements provided through the Site Planning process.

Intensification at LRT Station Sites

The City has strongly indicated to Metrolinx that the LRT should be constructed so that the station sites can be intensified, when and where appropriate.

Metrolinx supports this objective in principle. They have agreed to work closely, while the designs are being developed, with property owners abutting the station sites who have conceptual plans for development that could include the stations. The intention would be to design the LRT structure to support future redevelopment through a Joint Development opportunity process which Metrolinx would be conducting. There are four stations where City-related agencies (TCHC and Build Toronto) can work with Metrolinx to secure these development opportunities (Bathurst, Don Mills, Eglinton West/Allen and Yonge/Eglinton).

For stations where no current interest has been expressed in development of a station site, the City has requested that Metrolinx include a requirement in the tender documents that the bidders demonstrate to the City how their design can accommodate future redevelopment, where appropriate.

Next Steps

September / October 2013 Public and Stakeholder Consultation

The final round of public and stakeholder meetings is planned to take place in September/October 2013. At these meetings, recommended / preferred alternatives and plan options will be presented for feedback prior to being finalized.

Final Report

A Final Report and EA Report will be presented to P&GMC in the first quarter of 2014. It will highlight the Vision for the future of Eglinton Avenue and contain a summary and review of the Study and its findings, draft zoning by-law and official plan amendments, heritage design guidelines and a streetscape and public realm to implement recommendations.

As background material becomes available throughout this process, it will be posted on the Study website (www.toronto.ca/eglinton)

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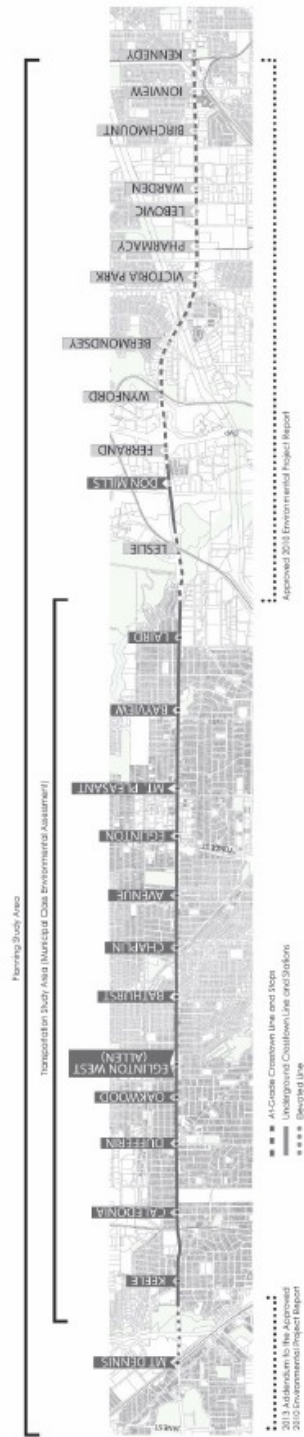
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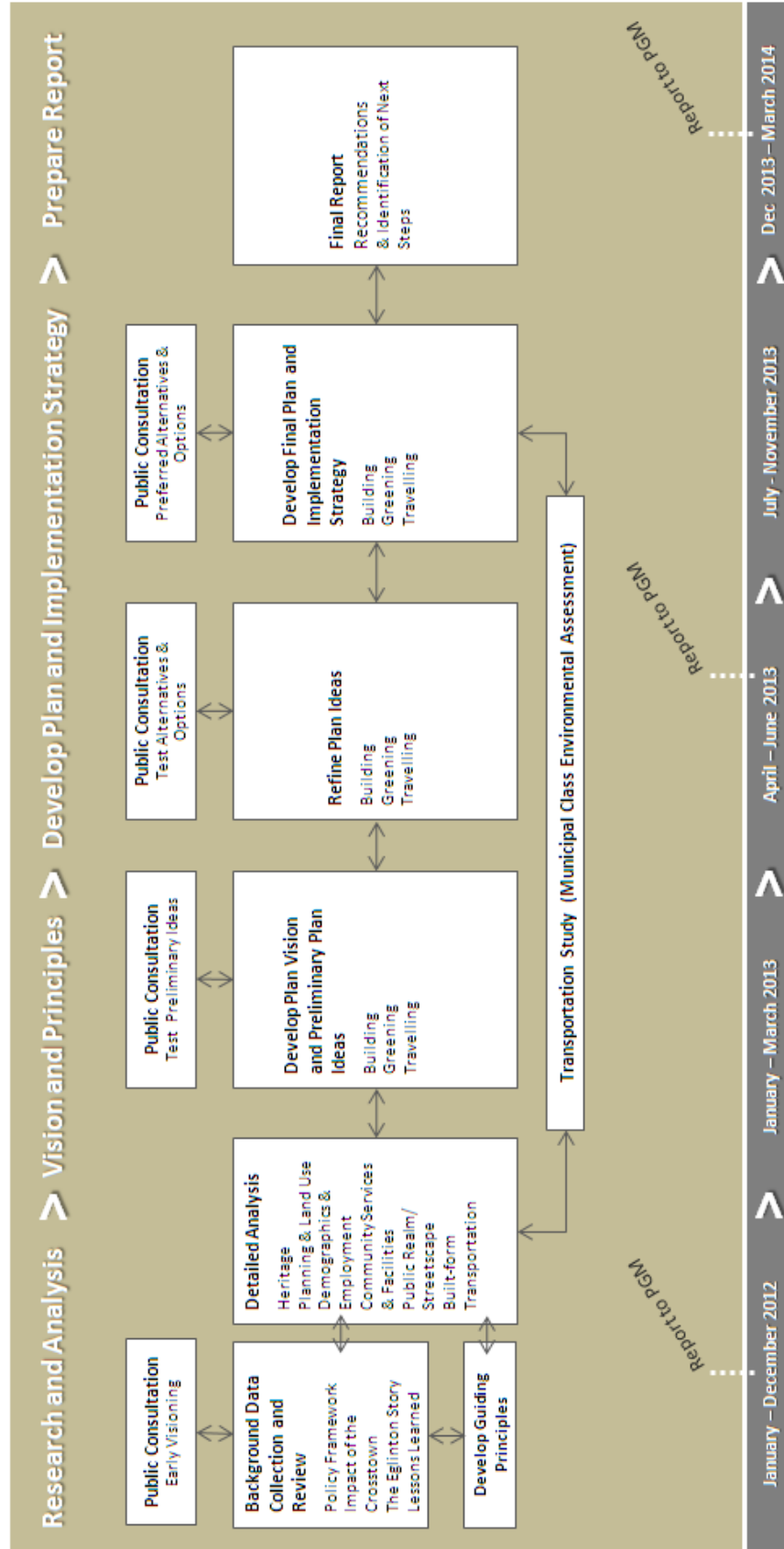
ATTACHMENTS

Attachment 1: Study Area
Attachment 2: Study Process
Attachment 3: Public Consultation by Ward

Attachment 1: Study Area



Attachment 2: Study Process



Attachment 3: Public Consultation by Ward

Date	Meeting	Ward	Location
Thurs., May 17, 2012	Community Meeting - West	Ward 15 – Eglinton-Lawrence (Clr. Josh Colle)	Fairbank Memorial Community Centre
Tues., May 22, 2012	Community Meeting - East	Ward 37 – Scarborough Centre (Clr. Michael Thompson)	The Hub at Victoria Village
Thurs., May 24, 2012	Community Meeting - Central	Ward 16 – Eglinton-Lawrence (Clr. Karen Stintz)	Northern District Library
Wed. Nov. 28, 2013	Antoine Grumbach – City wide	Ward 22 – St. Paul's (Clr. Josh Matlow)	North Toronto C.I.
Tues., Feb. 19, 2013 9:30 - 11:30 am	Special Meeting for the Business Community - West	Ward 15 – Eglinton-Lawrence (Clr. Josh Colle)	Maria Shchuka Library
Tues., Feb. 19, 2013 5:30 - 9:00 pm	Community Meeting - West	Ward 12 – York South-Weston (Clr. Frank DiGiorgio)	York Memorial Collegiate Institute
Mon., Feb. 25, 2013 6:00 - 8:00 pm	Special Meeting for City-Wide Stakeholders	Ward 16 – Eglinton-Lawrence (Clr. Karen Stintz)	North Toronto Memorial Community Centre
Tues., Feb. 26, 2013 9:00 - 11:00 am	Special Meeting for the Business Community - East	Ward 34 – Don Valley East (Clr. Denzil Minnan-Wong)	Latvian Centre
Tues., Feb. 26, 2013 5:30 - 9:00 pm	Community Meeting - East	Ward 26 – Don Valley West (Clr. John Parker)	Noor Cultural Centre
Thurs., Feb. 28, 2013 9:00 - 11:00am	Special Meeting for the Business Community - Central	Ward 16 – Eglinton-Lawrence (Clr. Karen Stintz)	North Toronto Memorial Community Centre
Thurs., Feb. 28, 2013 5:30 - 9:00 pm	Community Meeting - Central	Ward 21 – St. Paul's (Clr. Joe Mihevc)	Forest Hill Collegiate Institute
Wed., Apr 3, 2013 7-9pm	Special Meeting for the cycling community	Ward 15 – Eglinton-Lawrence (Clr. Josh Colle)	Metrolinx Crosstown Storefront
Thurs., Apr 4, 2013 10-11:30am	Special Meeting for the business community	Ward 15 – Eglinton-Lawrence (Clr. Josh Colle)	Metrolinx Crosstown Storefront
Thurs., May 2, 2013 7-9pm	Special Meeting – combined cycling and business community	Ward 16 – Eglinton-Lawrence (Clr. Karen Stintz)	Northern District Library
Mon., May 27, 2013 5:30 - 9:00 pm	Community Meeting - East	Ward 26 – Don Valley West (Clr. John Parker)	Ontario Science Centre
Tues., May 28, 2013 5:30 - 9:00 pm	Community Meeting - Central	Ward 21 – St. Paul's (Clr. Joe Mihevc)	Forest Hill Collegiate Institute
Tues., June 4, 2013 5:30 - 9:00 pm	Community Meeting - West	Ward 12 – York South-Weston (Clr. Frank DiGiorgio)	York Memorial Collegiate Institute
Thurs., June 6, 2013 6:00 – 8:30 pm	Special Meeting for City-Wide Stakeholders	Ward 16 – Eglinton-Lawrence (Clr. Karen Stintz)	North Toronto Memorial Community Centre