

Ref: EY35.14 Phase 1 Status Report – City Initiated Humbertown Secondary Plan Study

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Good afternoon Councillors of EYCC.

As a member of the working group and as a resident of Humber Valley Village, I support Recommendation B.

However, I am concerned that the recommended direction of the IBI Group's Final Report was not included as part of the staff report you have before you.

I wish to acquaint you with those recommendations via the handout, making special reference to Section 5.2 entitled "Recommended Direction for the Phase 2 Study". This section attempts to address the scope of the Phase 2 study which has yet to be defined in the City Staff report.

As a result I seek an amendment to Recommendation B so as to define the scope so as to continue to explore how to best address and set parameters for issues such as:

- Height and Density;
- Urban design;
- Traffic;
- Transportation infrastructure;
- Community Services and facilities; and
- Rental housing (supply and rehabilitation).

through a process that continues to include extensive public and stakeholder consultation.

I also seek clarification as to public consultation so that it includes neighbourhood residents living adjacent or near the "area of study".

This is particularly important for matters related to traffic where-by morning rush hour traffic mainly flows down Royal York Rd., into Ward 5 where some of the traffic is bound for downtown via the Gardner Expressway by way of The Kingsway. The residents of Ward 5 should be invited to participate in such traffic matters.

By way of illustration I present a chart which is based upon traffic analysis related to the Humbertown development which unfortunately over simplifies the impact of intensification in the proposed "area of study".

If you turn to the picture you will see that the study is incomplete in that it did not consider the impact of the CPR Railroad Trestle erected in the 1950s and the impact of the Humber River which comprises the eastern border of the community.

If you turn to the second chart, I have identified the distorted clover leaf which comprises the intersection of Royal York Rd. and Dundas St. W. and other areas which will require traffic analysis including the difficulty residents located east of Royal York Rd. have to proceed downtown.

The figures on the two charts indicate traffic volumes during AM and PM rush hours. Red figures represent the increase of traffic anticipated once the Humbertown Mall site has been redeveloped. Not included are the traffic volumes associated with the submitted St. Steven's Court redevelopment proposal.

We are not opposed to intensification but are striving to address residential household concerns of those who live adjacent to or near areas of study.

Thank you

## 5 Recommendations

Following the review of existing characteristics and conditions within the Study Area and surrounding environs, the SWOT analysis of existing policies and planning tools, along with consideration of input received from the public consultation process established for the Phase 1 Study, it is recommended that a Secondary Plan not be pursued at this time for the Study Area.

The *Toronto Official Plan* has many strong and definitive policies in place to direct future growth and to mitigate against impacts on established *'Neighbourhoods'*. The City also has many other regulations, guidelines, controls and processes in place to help achieve its policies for *'Neighbourhoods'* and *'Apartment Neighbourhoods'* and to assist in the review of development applications. These include, but are not limited to:

- Zoning provisions that regulate height and density and other aspects of built form;
- Guidelines for tall and mid-rise buildings and streetscape;
- Mandatory site plan control; and
- Technical studies required with the submission of development applications.

As per Policy 5.2.1.2 of the *Toronto Official Plan*, Secondary Plans will generally be prepared for areas demonstrating one or more of the following characteristics:

- a) large areas of vacant or underutilized land which would benefit from comprehensive planning to enable suitable development or redevelopment;
- b) areas targeted for major public or private investment;
- c) areas where development is occurring, or proposed, at a scale, intensity or character which necessitates reconsideration or reconfiguration of local streets, block plans, public works, open space or other public services or facilities; and
- d) other growth areas identified in provisions of this Plan, such as *Centres*, selected *Avenues* identified by Committees of Council and *Regeneration Areas*.

The *'Apartment Neighbourhoods'* portion of the Study Area has only one small parcel of vacant land. There is an application pending for the redevelopment of several low-rise apartment buildings (i.e. St. Stevens Court), but it is not anticipated that any redevelopment of this area would require the reconfiguration of local streets, open space or other public services or facilities. Furthermore, the *Toronto Official Plan* does not identify the Study Area lands as a growth area. *'Apartment Neighbourhoods'* are considered to be stable areas of the City where significant growth is not generally anticipated.

Section 5.2.1 of the Official Plan clearly states that Secondary Plans will not be prepared for stable areas of the City, where major physical change is not expected or desired. As shown previously in Figure 18, there are a number of threats associated with preparing a Secondary Plan for the Study Area. For example, it could provide justification for higher levels of development than intended or desired and preparing a Secondary Plan for the *'Apartment Neighbourhoods'* lands through an amendment to the Official plan could be considered contrary to the broader policy objectives of the approved Official Plan. Therefore, as noted, IBI Group recommends that a Secondary Plan not be pursued at this time for the Study Area.

The SWOT analysis did reveal weaknesses with some of the policies of the *Toronto Official Plan*, in terms of their lack of clarity and applicability to the *'Apartment Neighbourhoods'* of the Study Area. For example:

- The Official Plan describes *'Apartment Neighbourhoods'* as stable areas where significant growth is not generally anticipated, but it does not provide a definition or parameters for what is meant by 'stable' or what is considered to be 'significant growth'. Balanced, durable and strong are synonyms for the word stable, but so are permanent, unchangeable and unalterable; and

- The policies of the existing Official Plan, as well as those draft revisions proposed to-date as part of the ongoing Official Plan review, provide clearer direction on infill situations, rather than redevelopment which is more likely the case for the Study Area.

Based on the findings from the Phase 1 situational and policy assessment, IBI Group believes that the Study Area would benefit from more localized policies and planning tools and clarity on what kind or level of change and growth is appropriate.

## 5.1 Recommendations for a Site and Area Specific Policy (SASP)

While 'Apartment Neighbourhoods' are considered to be stable areas of the City where significant growth is generally not anticipated, stable neighbourhoods are not necessarily static. Some landowners within the Study Area have expressed an interest in redeveloping their properties.

The policies of the *Toronto Official Plan*, in conjunction with the City's other planning tools and processes, have successfully helped manage and direct growth and ensure new development is compatible with existing 'Neighbourhoods' and 'Apartment Neighbourhoods' uses. However, as shown by the SWOT analysis and by the types of questions and concerns raised through the public consultation process, the vague definitions and less prescriptive policies of the Official Plan are subject to differing interpretation.

The introduction and layering of updated localized direction may help achieve the following objectives:

- Help articulate a vision for the Study Area;
- Provide more certainty and direction to City Planning Staff and Council, landowners, developers and local residents regarding future growth and change;
- Assist with the application review and approvals processes; and
- Address improvements and mitigation measures.

IBI Group recommends that a Phase 2 Study be undertaken to develop a Site and Area Specific Policy (SASP) for the Study Area. A SASP is recommended over a neighbourhood study or stand-alone set of guidelines as it will have legal status as an amendment to the Official Plan. The argument can be made that the zoning provisions for the Study Area are out-of-date. A current set of policies that may include provisions for height, density and matters will help this situation.

While there are certain threats associated with this direction (e.g. the background research and analysis undertaken to prepare a SASP may highlight available development capacity and/or other justification for intensification), the potential opportunities and benefits of implementing a SASP for the Study Area make it a more appropriate option than the status-quo/do nothing option. Without a set of more localized policies and/or guidelines for the Study Area, which recognize the unique characteristics of the 'Apartment Neighbourhoods' lands and the Edenbridge-Humber Valley neighbourhood, development applications will continue to be reviewed on an individual, site-by-site basis. Without a clear and definitive direction for the Study Area, each application may be subject to new debate and a more complicated and lengthier review and approvals process.

## 5.2 Recommended Direction for the Phase 2 Study

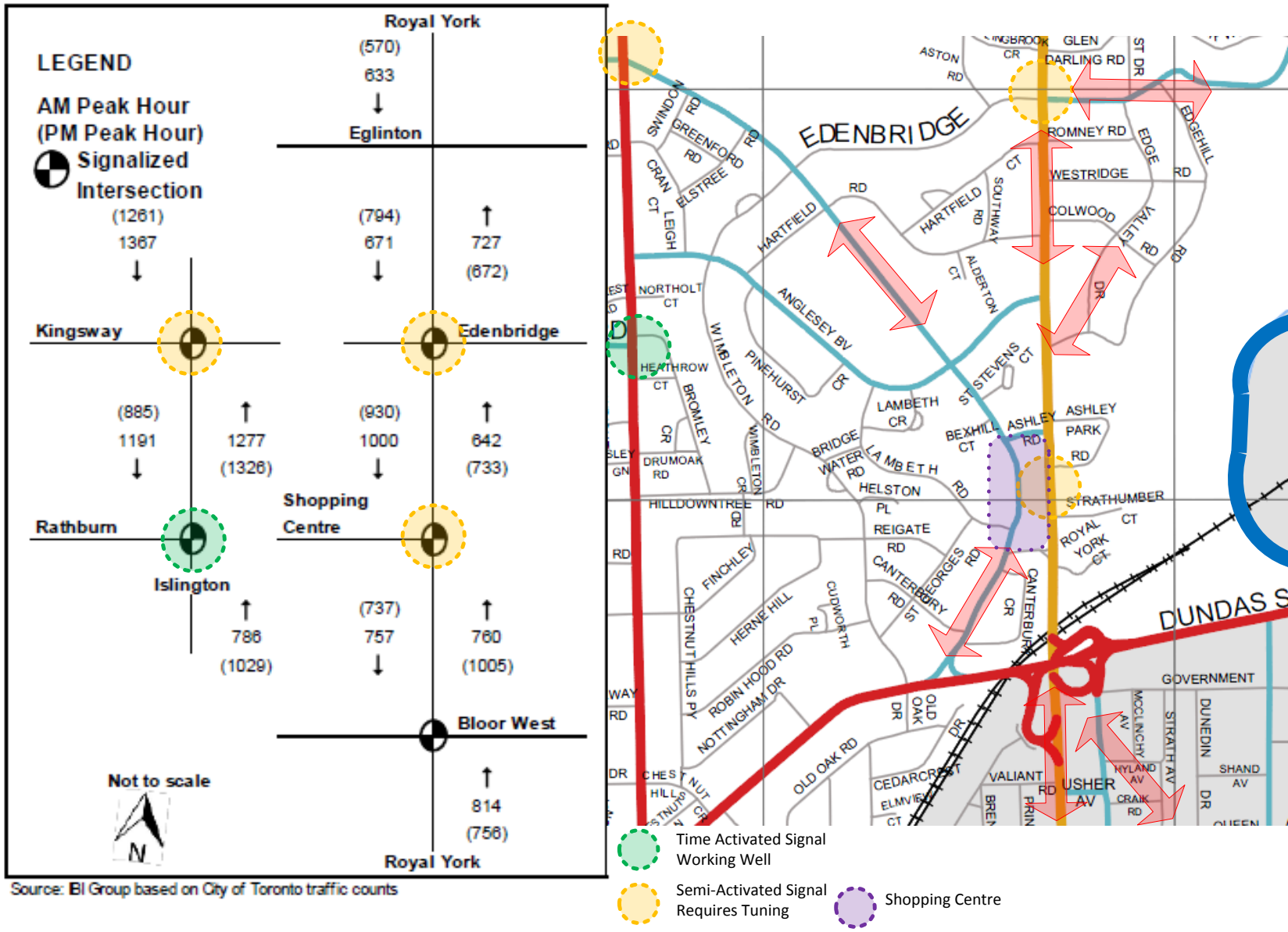
IBI Group recommends that a second phase of the Humbertown [Secondary Plan] Area Study be undertaken to continue to explore how to best address and set parameters for issues such as:

- Height and density;
- Urban design;
- Traffic;
- Transportation infrastructure;
- Community services and facilities; and
- Rental housing (supply and rehabilitation).

Through a process that continues to include extensive public and stakeholder consultation, the Phase 2 Study could include steps such as the following:

- Further analysis of draft policies changes being proposed for 'Apartment Neighbourhoods' as part of the Official Plan review process and participation the future open house sessions;
- Conduct additional Working Group meetings, which could include visioning sessions and design charrettes;
- Develop guiding principles for the 'Apartment Neighbourhoods' lands;
- Undertake more detailed situational analysis (e.g. a neighbourhood traffic study that encompasses the Study Area as well as the surrounding environs which would build upon the City's existing traffic volume and intersection data to investigate traffic conditions on local streets and un-signalized intersections and identify potential traffic mitigation measures);
- Test land use and built form concepts, including analyzing how the resulting change in population may impact transportation, how future student populations may be accommodated, impacts on community services and facilities and other aspects of the Edenbridge-Humber Valley neighbourhood;
- Establish an appropriate and generally agreed upon long-term vision for the 'Apartment Neighbourhoods' lands;
- Select a preferred land use and built form concept;
- Identify where additional policies and controls are needed to provide more direction and clarity for the subject 'Apartment Neighbourhoods' lands, in addition to those which currently exist within the *Toronto Official Plan* and other municipal planning tools; and
- Consider opportunities to incorporate any or all of the additional policies and controls in the updated *Toronto Official Plan*; and
- Outline a process to help translate the long-term vision into SASP policies (if all required policy changes cannot be addressed in the updated Official Plan) and any other necessary guidelines, standards and recommended initiatives (e.g. traffic calming, priorities for community facilities, transportation and public realm benefits under Section 37 of the *Planning Act*).

Figure 12. Existing Link Volumes in the Surrounding Area



Source: BI Group based on City of Toronto traffic counts



[C.P.R. tracks, looking w. over Royal York Rd.](#)

**Picture, 1958 Toronto Public Library**

Figure 12. Existing Link Volumes in the Surrounding Area

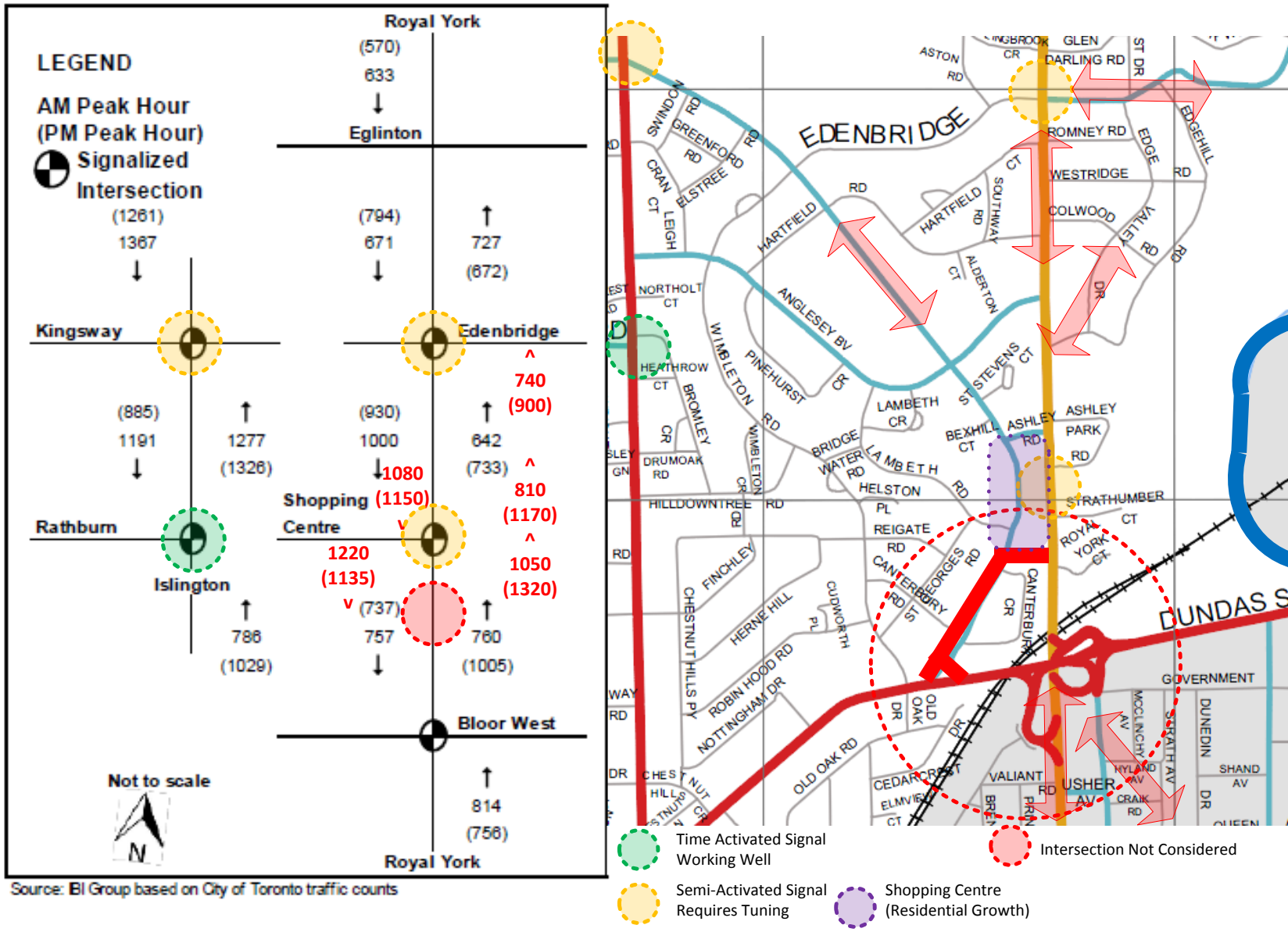
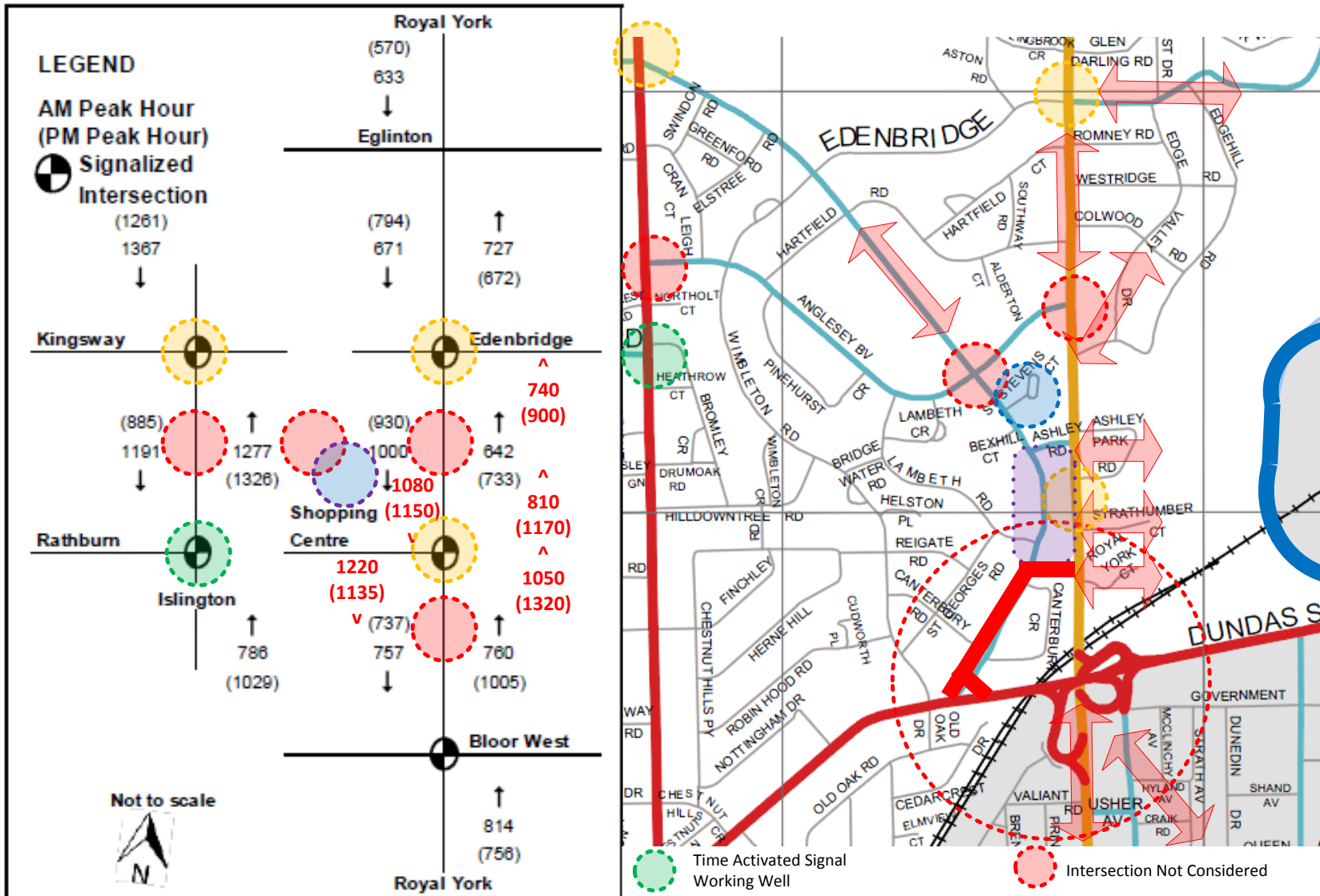




Figure 12. Existing Link Volumes in the Surrounding Area



Source: BI Group based on City of Toronto traffic counts

- Time Activated Signal Working Well
- Semi-Activated Signal Requires Tuning
- Shopping Centre (Residential Growth)
- St Steven's Court (Residential Growth)
- Intersection Not Considered