2.0 Inventory & Background
2.0 INVENTORY & BACKGROUND

2.1 Planning Context

2.1.1 Study Areas A and B: City of Toronto Official Plan

The City of Toronto Official Plan provides high level guidance for the future development of the City and works with a wide range of other plans, strategies and implementation guides to achieve its vision. A fundamental approach of the Official Plan is the integration of land use and transportation policies which help steer future growth to areas which are well-served by transit, the existing road network, and which have a number of properties with redevelopment potential. The integration of transportation and land use planning is critical to achieving the overall aim of increasing accessibility throughout the City, which combines improvements to both mobility (transportation) and proximity (land use). This approach contributes to the protection of existing stable neighbourhoods and green spaces, while directing development to growth areas which are well connected by the City’s transportation network.

Study Areas A and B are primarily designated “Mixed Use Areas” in the City of Toronto’s Official Plan, with the southernmost portion of Study Area A, along the north side of Vanderhoof Avenue between Laird Drive and Brentcliffe Road, designated “Employment Areas”. The land designated “Employment Areas” marks the northern edge of a larger employment area, which extends east from Laird Drive.

The Official Plan intends for lands designated as “Mixed Use Areas” to accommodate a broad range of uses, including residential, commercial, institutional and open space, permitting residents to live, work, and shop in the same area. Mixed Use Areas are also intended to create animated streets and communities, create a pleasant pedestrian environment, take advantage of transit services, and reduce car dependency.

Employment Areas are recognized for their role in supporting business growth. To this end, the Official Plan includes policies which protect these lands from incompatible development, while permitting a broad range of employment uses, as well as uses which are supportive of employment activities.

A portion of Study Area A, east of Brentcliffe Road, also falls within the boundaries of Special Policy Area 142. Special Policy Area 142 places a “Holding Zone” on the subject lands, which may only be removed upon the submission of detailed reports by a qualified transportation engineer and includes urban design policies to guide a future implementing Zoning By-law and Site Plan Approval.

Land Use Designations

- Neighbourhoods
- Apartment Neighbourhoods
- Mixed Use Areas
- Parks and Open Space Areas
- Natural Areas
- Parks
- Other Open Space Areas (including Golf Courses, Cemeteries, Public Utilities)
- Institutional Areas
- Regeneration Areas
- Employment Areas
- Utility Corridors

Figure 2.1: City of Toronto Official Plan Land Use Maps 17 and 20, composite detail
2.1.2 EGLINTONconnects and OPA 231

The genesis of the Laird in Focus Planning Study is the Eglinton Crosstown Light Rail Transit line, commissioned by Metrolinx. In response, the City of Toronto undertook EGLINTONconnects, a comprehensive planning study along the length of the Eglinton corridor. The study provides a vision for the corridor as well as a framework for the development of lands around each of the LRT’s 25 stations. The subject of this study is the lands adjacent to the Laird Drive station.

In tandem with EGLINTONconnects, City Council adopted OPA 231 which redesignated portions of Study Area A from Employment to Mixed Use Areas. Employment uses are defined within a 50-metre wide band extending along the north side of Vanderhoof Avenue from Laird Drive to Brentcliffe Road.

Figure 2.2: Demonstration Plan from EglintonCONNECTS Vol. 2 Appendix F: Focus Areas & Mobility Hub Studies
2.1.3 Study Area A: Zoning By-law (former Borough of East York By-law 1916)

Zones within Study Area A: M1 (7); M1 (8); M1 (10); M1 (3); BC-H 7 storeys; BC-H 10 storeys
The properties within Study Area A were not included in the City-wide Zoning By-law and are still subject to the former Borough of East York Zoning By-law 1916. The properties to the west of Brentcliffe Road are zoned "Light Industrial", which permits a broad range of industrial uses including manufacturing, research and development, wholesaling, business and professional offices. There are also a number of site-specific policies that apply, which establish minor deviations to permitted uses and development standards, as well as the need for expanded transportation infrastructure along Eglinton Avenue East.

The properties to the east of Brentcliffe Road are zoned "Business Centre", which permits the same range of industrial uses as the "Light Industrial" zone, as well as business and professional offices, data processing, and some expanded permissions for accessory business service uses. Due to the inclusion of a "Hold" designation, the development of business and professional offices is limited until it is demonstrated that street network and servicing can adequately support a proposed development.

2.1.4 Study Area B: City of Toronto Zoning By-law 569-2013

Zones within Study Area B: CR 2.0 (c2.0; r1.3) SS3 (x1163); RA (f30.0; a930; u33) (x302); CR 2.0 (c2.0; r1.3) SS2 (x1163); RA (f30.0; a2785; u70) (x307); RD (f9.0; a210; d0.45) (x892)
The properties within Study Area B generally fall under either the "Commercial Residential" or the "Residential Apartment" zones. The properties zoned "Commercial Residential" may accommodate a broad range of residential, commercial, and institutional uses, many of which are guided by specific provisions. Residential uses such as apartment buildings, mixed-use buildings or townhouses are permitted, and must be located above non-residential uses in a mixed-use building.

The "Residential Apartment" zone permits a range of residential, institutional, and other residential-supportive uses, many of which are also guided by specific provisions. There are also site-specific provisions which further limit the permitted uses and include minor changes to the development standards.

One property along Malcolm Road is zoned "Residential Detached", permitting a detached dwelling and several public and institutional uses.

2.1.5 Study Area B: Zoning By-law (Former Borough of East York By-law 1916)

Two properties, one at 25 Malcolm Road and another at 180 Laird Drive, were not included in the City-wide Zoning By-law and are still subject to the former Borough of East York Zoning By-Law. Both properties are zoned "Commercial General" (C1), which permits a broad range of commercial uses, residential uses over a permitted use, and a nursing home.
2.1.6 Community Services and Facilities

As part of EGLINTONconnects, an analysis of community services and facilities was undertaken for Study Area A. Significant growth and demographic changes within the area are resulting in increased demands for services and facilities required to meet residents’ needs. This analysis considered child care, libraries, green and open space, community recreation facilities, schools and community agency/human services space and concluded that additional investment in community services and facilities will be required as new development occurs and that creative solutions should also be explored to make more efficient use of space and resources.

Legend
- Leaside
- Arena
- Child Care Centre
- Community/Recreation Centre
- Library
- Place of Worship
- Pool
- Public Elementary School
- Public Secondary School
- Catholic Elementary School
- Human Services
- Fire Station
- Existing Parks & Open Space
- Existing School Playground
- Future Park/Parkette (approved)
- 500-metre walking radius

Figure 2.11: Location of community services and facilities in Leaside and adjacent Thorncliffe Park
2.2 Existing and Emerging Context

The Urban Design Analysis examines the Study Area through a historical lens looking at the areas evolution in terms of block structure, built form, building heights, development density, lot coverage, sun-shadow impacts and neighbourhood transition.

2.2.1 Area History

Leaside today owes its urban structure to the masterplan of the landscape architect, Frederick Todd and his client, the Canadian Northern Railway. It was on their behalf that, in 1912, Todd prepared the layout for the future Leaside community and the adjacent employment lands. The plan provided a street network influenced by the Garden City movement: an interplay of curvilinear streets and rectilinear blocks extending eastward from Bayview Avenue to Leslie Street. However, the framework did not include the lands east of Laird Drive and south of Wicksteed Avenue.
This triangular area was simply designated “shops”, in acknowledgement of the railway work yard and future, yet to be defined, employment uses.

Residential development was slow to materialize in Leaside. When houses first arose they were in relation to industrial investment along Laird Drive. Canadian Wire and Cable Company and Durant Motors of Canada Limited joined the rail yard in the first decades of the 1900’s. Other smaller industries followed and with them the residential population of Leaside slowly increased. While the population was only 43 in 1913 and grew only slightly for twenty years, in the late 1930’s it experienced a dramatic climb to 6,180 people.

The Todd plan envisaged Laird (named “Harding”) Drive as primarily a two-sided residential street with the exception of the block south of Wicksteed Avenue. By 1924 the full length of the street had been lotted out, as had all of Leaside, with residential as its primary use. Industrial uses were to be confined to lands east of Laird and south of Soudan Avenue (today’s Research Road). No meaningful open space was included as part of the masterplan. The teardrop-shaped block that contains Trace Manes Park was initially subdivided into residential lots.

The Village of Leaside has from its inception been challenged by limited accessibility. Leslie Street was surveyed to extend northward from the City of Toronto and would have provided an eastward access road for the village. However, the topography of the Don Valley interrupted the ambitions of this alignment, leaving Leaside dependent on Bayview Avenue for access from the south. It was not until 1927 that the Millwood Road rail line underpass and bridge were constructed, and not until 1956 that Eglinton Avenue was extended eastward over the valley.

2.2.2 Block Structure

The block structure west of Laird Drive and north of Eglinton Avenue East originates from the Todd Plan and consists of blocks that are scaled for single-family residential dwellings. To accommodate larger industrial
uses, the Todd Plan did not identify a street layout for the lands east of Laird Drive. The block and street pattern evolved responding to the needs of industrial uses as they arose. As a result, the block and street pattern east of Laird Drive bears no relation to that on the west side.

2.2.3 Built Form

The residential area to the west of the Study Area is characterized by a majority of fine grained single-detached and semi-detached dwellings with a strong street-edge. Along the west side of Laird Drive, a mixture of uses occupy both house-form structures and larger scale buildings. The built form becomes more inconsistent along the east side of Laird Drive, along Eglinton Avenue East and within the employment area, with larger building footprints of varying sizes and sitings located on long, deep blocks. However, recent development and applications proposed taller mixed-use buildings will become more common along Eglinton Avenue East, and mid-rise residential typologies along the west side of Laird Drive.

2.2.4 Building Heights

Existing building heights are generally between one and three storeys throughout the study area, with the exception of the north east corner where residential buildings are upwards of 20 storeys. Future and active development along Laird Drive will result in buildings of seven to eight storeys; along Eglinton Avenue East new developments propose residential towers of 16, 20, and 28 storeys (approved) and upwards to 26 and 34 storeys (under review).
2.2.5 Development Density
Development density is expressed as “floor space index” (FSI) defined as the ratio of a developments overall gross floor area to site area. New developments along Laird Drive average 3.5 FSI; projects (approved and under review) along Eglinton Avenue East average 3.7 FSI. While taller than existing uses, the new developments’ vertical configuration, with parking reassigned below-grade, offer a greater opportunity for new streets, parks, and open spaces.

2.2.6 Lot Coverage
Lot coverage indicates the amount of land occupied by a building at ground level, and currently averages 40% along Eglinton Avenue East (ranging between of 34% to 46%) and 46% along Laird Drive (ranging between 13% to 79%). Most of the unoccupied land utilized for surface parking and driveways with very little usable green space remaining. New development indicates a shift towards higher lot coverages, with below-grade parking and additional landscaped space.

2.2.7 Sun-shadow Impacts
There are currently negligible shadow impacts from the existing built form within the study area due to low building heights, and significant building setbacks provided for the taller residential towers to the northeast. However, recent development applications are on lands closer to established residential communities and include taller buildings as part of their design. New developments along Laird Drive are mid-rise and incorporate step backs to help mitigate shadow impacts on neighbouring properties.

2.2.8 Neighbourhood Transition
Study Area A is defined by street edges and is generally surrounded by a low-rise context of small lots, much of which will remain unchanged over the near future. Of note, the southwest corner of Laird and Eglinton will be occupied by the station pavilion for the Eglinton Crosstown LRT. Study Area B occupies a half block, or single lot, in depth and therefore shares a more immediate relationship with its adjacent neighbours. The Study Area backs onto the rear yards of 1- to 2-1/2-storeys dwellings. Across the street on the east side of Laird Drive is a mix of employment-compatible uses ranging from automotive garages to retail/commercial establishments.
2.3 Streetscape and Public Realm Context

2.3.1 Open Space
Besides public streets, the planning study areas currently do not contain public open space, although these amenities exist in the surrounding area and contribute to the Leaside character. Parks in Leaside are generally block-sized and emerged in lieu of development lots, with the exception of Leonard Linton Park (8,080 m²) which was developed on employment lands in consideration of the residential enclave along Aerodrome Crescent. Future open space is to be expected as part of new development. Leaside is further surrounded by the Don River Valley system, which extends along the east side of the employment area, as well as by affiliated open spaces, such as cemeteries and trails, forming an extensive natural corridor. However, year-round access points to this system are somewhat removed from the study area.

2.3.2 Streetscapes
The ground plane of Study Areas A and B are dominated by surface parking, servicing yards and driveway access. Laird Drive provides a poor pedestrian experience with narrow sidewalks, front yard parking pads, and frequent driveway entrances. Within the right-of-way cross-sections, there is currently no formal accommodation for cyclists. An intermittent landscaped median along Laird Drive discourages undesired vehicular turning activity, while also making it more difficult for pedestrians to cross the road. Eglinton Avenue East provides wider boulevards and more landscaping, although there is limited buffering from this busy arterial road. In the future, a significantly enhanced pedestrian and cyclist realm is envisioned as part of the Eglinton Crosstown LRT project.

2.3.3 Road Improvements
Anticipated development along the west side of Laird Drive provides the opportunity to widen the right-of-way to a consistent width of 27 metres, providing sufficient room for wider sidewalks, street trees and street furniture along with setbacks. The reconfiguration of the intersection of Malcolm Road and Laird Drive has reduced the amount of pavement and realigned its geometry to create additional boulevard space. This has been implemented with the objective of improving pedestrian safety at this busy intersection.
2.4 Transportation Analysis

The major investment into the Eglinton Crosstown LRT (ECLRT) line will significantly improve regional and local mobility, directly with enhanced higher-order and feeder bus transit options, and indirectly with supportive multi-modal and shared mobility strategies. Correspondingly, “city building” opportunities will emerge presenting opportunities to integrate new residential and employment intensification, including an enhanced public realm. To understand the existing transportation conditions, a review of existing policies, strategic plans, local area and land use characteristics, travel patterns, and the transportation conditions for all modes of travel was undertaken.

2.4.1 Mode Splits

Trips into and out of the study area have significantly changed in travel mode shares since 1991. Initially, auto trips were much lower, with significant use of active modes. However, active mode share use has dropped significantly since then, with an increasing reliance on auto, both as a primary driver and passenger. This is also reflective of the trend in nearby residential areas for increased vehicle ownership. There has been a marginal decline in transit trips due to the lack of new infrastructure in the area.

2.4.2 Regional Travel Patterns

Location-based data was utilized using archived GPS data from connected cars, trucks, traffic apps, and other similar data sources to develop metrics for travel behavior. This vehicular travel-pattern assessment using location-based data showed that approximately 50% of peak period traffic in a typical fall day in 2016 travelled to and from the study area, either internally or from nearby areas (less than 3 km), and that less than 10% of total traffic was from areas outside the City of Toronto boundaries. Key findings from this data assessment include:

- Generally, all designated local roadways exhibit over 90% vehicular traffic to / from the local community and the immediate surrounding areas (i.e. Zone 3, which is bounded by Lawrence/Yonge/Bloor-Danforth/DVP – an area within 3 km of the study area);
- Arterial roads and collectors such as Eglinton Avenue, Bayview Avenue, Laird Drive, McRae Drive, and Southvale Drive exhibit similar characteristics, with 50% of traffic derived locally within the Leaside area (i.e. within the existing community), and a further 25% or more from the surrounding area (< 3 km); and
- Average trip length from within the community (i.e. Zones 1 and 2) is 1.6 km, and along the local roads only (i.e. excluding McRae, Southvale and Millwood), 50% to 80% of the trips are to / from this community.

From this analysis, the roadways are generally compatible with the functional role asper their classification. It also indicates that traffic within the community is primarily from the local community (i.e. ranging between 50% to 80% along local roadways) and the adjacent surrounding areas (i.e. additional 10% to 40%), which is compatible with the functional role of a local roadway. Trips to / from the community (i.e. Zones 1 and 2) that are from / to the surrounding community (i.e. Zone 3) are prime candidates for improved safe and attractive pedestrian and cycling facilities, an enhanced feeder bus network, and coordinated TD measures. Longer distance trips (greater than 3 km) are limited to arterial and collector roadways, with only the major arterials experiencing vehicular trips to / from the broader Toronto area.
Figure 2.24: Heavy vehicle movement through Leaside Business Park

Identified Noise Issues (Large Trucks Braking)
2.4.3 **Active Transportation**
Pedestrian and cycling modes will be critical for short distance trips within the area, connecting both development areas, as well as transit stations. Both modes were assessed individually, and generally it was found that there is a lack of active transportation-supportive infrastructure in the area. However, despite the poor environment and challenges, there are opportunities to build upon the latent demand.

2.4.4 **Goods Movement**
Heavy vehicle traffic to facilitate goods movement within the study area appears to be primarily from Laird Drive providing access to the commercial/industrial areas of the study area. Location-based traffic data analysis indicates that commercial traffic appears to be greater than expected along Brentcliffe Road and Millwood Road. Most heavy vehicle traffic travel to the southern portion of the study area, consistent with the location of industrial land uses.

2.4.5 **Vehicle Movement and Parking**
The two major arterials within the study area are Laird Drive and Eglinton Avenue. There is limited connectivity within the study area due to the lack of granularity. Furthermore, on a more regional basis, barrier effects due to the rail corridor and Don Valley Ravine limit the number of east-west connections.

Parking is generally limited along the roads; this is to be expected given the ample amount of retail and employment surface parking available in the vicinity.
2.5 **Servicing Analysis**

As part of a comprehensive analysis of Study Areas A and B, existing servicing capacity was reviewed and tested. The infrastructure identified for the study comprises the sanitary sewer system, the storm and combined system, and water mains. The properties along Eglinton Avenue East are generally connected to the Eglinton sanitary sewer; the properties along Laird Drive are connected to the Laird Drive combined sewer. At Laird Drive and Wicksteed Avenue there is a Combined Sewer Overflow facility where surcharge within the combined sewer is relieved by overflowing into a storm sewer running eastward along Wicksteed Avenue to the Don River (south of Eglinton Avenue).

Under parameters established for “2-year storm wet weather”, “100-year storm wet weather”, and “May 2000 extreme event”, the analysis identified the intersections at McRae Drive/Wicksteed Avenue and Laird Drive, and at Brentcliffe Road and Vanderhoof Avenue as having surcharge conditions. Testing and analysis of the watermain system indicate that pressures are within the recommended range of 40 psi to 100 psi in most of the area. However, under peak hour demand scenario, there are low pressures located in areas at the higher elevation range of the pressure district.

Analysis of the Preferred Plan with respect to the existing infrastructure capacity is summarized in Section 7 of this Report.
Figure 2.30: Watermain plan indicating location and diameter of existing infrastructure
3.0 Vision and Goals for the Study Area
3.0 VISION AND GOALS FOR THE STUDY AREA

3.1 Vision for the Study Area

Through a broad-based public consultation program, the following vision was crafted to guide future development in the study area:

_The Laird in Focus Study Area will integrate with Leaside. New forms of development will respect the character of the residential and business community, while evolving to meet the needs of future residents and workers. The Study Area will be accessible to people of all ages, in all modes of travel. It will provide a diversity of uses and businesses set in a high quality public realm. Laird Drive will be a vibrant main street and pedestrian promenade. Development along Eglinton Avenue East will have a high quality connected public realm of streets, blocks, parks, and community amenities, and create a walkable, landscaped neighbourhood._
3.2 Goals for the Study Area

The vision for the study area is further articulated through a number of goals. These objectives also serve as an evaluation metric when measuring the ability of alternative plans to fulfill the expectations expressed in the vision.

1. Create a vibrant and unifying main street that integrates with the broader Leaside community and is accessible to all people in all modes of travel. Ensure that new forms of compatible development will:

   - Accommodate a mix of uses, densities, and building heights to create a liveable, dynamic community; and,
   - Include animated street frontages in a mixed-use built form.

2. Respect the historic character of Leaside, while evolving to meet the needs of future residents and businesses. The emerging structure will:

   - Transition appropriately to adjacent residential neighbourhoods; and,
   - Incorporate excellence in architecture and urban design that fits with the character.

3. Establish a high quality and well-connected public realm, contributing to a walkable, cycleable, and beautifully landscaped neighbourhood. The public realm will:

   - Be accessible to people of all ages and abilities;
   - Connect to adjacent ravines, parks, and open spaces; and
   - Leverage under-used space and introduce new public spaces that can welcome and accommodate residents, workers, and visitors.

4. Ensure there is an appropriate link between the consideration of development proposals and the required investments in service infrastructure and community facilities. New forms of compatible development and investments in service infrastructure and community facilities will:

   - Optimize the use of existing infrastructure and facilities;
   - Provide new infrastructure and facilities that promote innovation and sustainability in a fiscally responsible manner; and,
   - Ensure that new infrastructure and facilities are planned to allow flexibility for the accommodation of future development potential.

5. Support the investment in transit and ensure that the consideration of development proposals is linked to the ability of the transportation network to accommodate growth. Investments in the public realm and the new and innovative transportation network will:

   - Seamlessly connect to, and integrate with, the Eglinton Crosstown LRT;
   - Implement the important elements of “complete streets”;
   - Promote a safe and accessible active transportation system; and,
   - Integrate new mobility strategies with the existing transportation network.
Towards a Draft Emerging Preferred Alternative
4.0 TOWARDS A DRAFT EMERGING PREFERRED ALTERNATIVE

4.1 Process Overview

The Draft Emerging Preferred Alternative Plan was developed through an iterative process, incorporating public input and review by City staff, and integrates the background work completed during Phase 1. The development of potential development options began in June 2017 where stakeholders and community members were invited to participate in two half-day design charrettes. During the charrettes, participants participated in drawing up options for Study Area A, and selected sites in Study Area B along Laird Drive or they contributed to streetscape opportunities and an area-wide transportation network. For Study Area A, a series of alternative “base conditions” guided the development of different development options, considering existing development applications and the EGLINTONconnects policy framework. For large sites in Study Area B, three properties were selected to provide the basis for potential options, which were representative of the various area characteristics.

Following the design charrettes the concepts were refined to reflect a range of development options and existing conditions, while retaining the original intent of each option. These concepts formed the basis for scaled and articulated plans of the same sites. The results for the area-wide transportation framework were refined to look at three possible development scenarios that reflected opportunities within a short- to mid- to long-term time frame. Without the availability of specific details concerning the future evolution of the employment lands and related development, the translation of the charrette’s results into a graphic format was more generalized than the smaller planning/urban design study areas.

With respect to Study Area A (Eglinton Avenue East sites) three different built form, open space, and street network schematics emerged that could be evaluated based on their merits, in the context of the Goals established earlier.

Study Area B (Laird Drive sites) was approached in a somewhat different manner. Two options for each of the three sites were developed.

The streetscape plans, while rooted in the results of the June 2017 charrette, were tempered by existing and proposed right-of-way widths, as well as by technical requirements concerning traffic volume, sidewalk and cycle lane widths, utility placement, and soil volume requirements for healthy tree growth.

Following the refinement of the development options for Study Areas A and B, the options were evaluated to determine what components should be carried forward to the Draft Emerging Preferred Alternative. The Draft Emerging Preferred Alternative Plan incorporated the best elements of the various scenarios.
Study Area A

Vision + Principles

Evaluation Criteria

Draft Emerging Preferred Alternative

Preferred Alternative

Study Area B

Laird Drive Cult'l Resource Heritage Assessment

Does the Site have Heritage Potential?

Retain Building & Apply UD Heritage Guidelines

Yes

Mid-rise UD Guidelines

Yes

Low-rise UD Guidelines

No

Development Site

Is the Site Depth > 36m?

Yes

Urban Design Guideline Recommendations

Zoning By-law Recommendations

Site & Area Specific Policy Recommendations

No

Alternative A

Alternative B

Alternative C

Figure 4.1: Evaluation process leading to urban design and planning recommendations for Study Areas A and B