



REPORT FOR ACTION

Golden Mile Secondary Plan Study - Proposed Boundary Expansion and Status Report

Date: March 8, 2019
To: Planning and Housing Committee
From: Chief Planner and Executive Director, City Planning
Wards: Ward 20 – Scarborough Southwest, Ward 21 – Scarborough Centre, and
Ward 16 – Don Valley East

SUMMARY

This report provides information on the status of the Golden Mile Secondary Plan ("GMSP") Study (Alternatives Report) and recommends the expansion of the study area boundaries to include additional lands west of Victoria Park Avenue and along the southern boundary (south of Eglinton Avenue East). As a result of the recommended expansion, the Study Area would increase from 97 hectares (refer to Attachment 1) to 113 hectares (refer to Attachment 2).

The purpose of this report is also to present the "Golden Mile Secondary Plan Study: Alternatives Report", which provides a summary of Phase Two of the Golden Mile Secondary Plan ("GMSP") Study. This phase was undertaken to further develop the vision and guiding principles for the study area. Several development alternatives were identified for the Golden Mile that were analyzed by the GMSP consultants, City staff and commenting agencies (refer to Attachment 3).

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning recommends that:

1. City Council extend the boundaries of the Golden Mile Secondary Plan Study in accordance with Attachment 2 of the report.

FINANCIAL IMPACT

The recommendations in this report have no financial impact. Increased costs arising from the expanded boundary areas of the study are minimal and will be funded by the City Planning 2019-2028 Capital Budget and Plan, through account CUR028-42.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

Golden Mile Secondary Plan Study

To date, all reports regarding the GMSP Study have been considered by Scarborough Community Council. However, in accordance with Council procedures as advised by the City Clerk, this report is being brought forward to the Planning and Housing Committee because the proposed westerly boundary expansion includes lands within Ward 16 (North York District).

At its meeting on July 23-30, 2018, City Council directed City Planning staff to retain the boundaries of the GMSP study area as approved in items beginning in January 2018 and no alternations be permitted without direction and approval from Scarborough Community Council. The decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.MM44.96>

In a report dated December 17, 2018, from the Director, Community Planning, Scarborough District, City Planning staff recommended that the GMSP study area boundaries be extended to increase the study area from 97 to 113 hectares. The proposed boundary expansion would include additional lands within Ward 20 (south of Eglinton Avenue East) and the addition on lands on the west side of Victoria Park Avenue within Ward 16.

On January 15, 2019, Scarborough Community Council referred the item back to City Planning staff to allow the local councillors affected by the outcome of the proposed boundary expansion to have further discussions with City staff and community stakeholders regarding the intent of the boundary expansion. Scarborough Community Council directed City Planning staff to report back in Q1 2019. The decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.SC2.8>

Eglinton Connects

In May 2014, City Council directed City Planning staff to undertake further study of the six focus areas that were identified in the Eglinton Connects Planning Study. The Golden Mile was one of the focus areas along the 19-kilometre Eglinton Crosstown Light Rail Transit ("LRT") corridor. The focus areas were identified due to their capacity to accommodate future residential, mixed-use and employment growth.

Further information regarding the Eglinton Connects Planning Study can be found at:

<https://www.toronto.ca/legdocs/mmis/2014/pg/bgrd/backgroundfile-68062.pdf>

Golden Mile Market Analysis and Economic Strategy Study

City Planning staff retained Urban Metrics Inc. to undertake the Golden Mile Market Analysis and Economic Strategy Study, which was completed in December 2016. The Study analyzed the existing economic and employment conditions in the Golden Mile. The Study included suggestions for an economic strategy that would inform the development of a vision and planning framework for the Golden Mile area.

Further information regarding the Golden Mile Market Analysis and Economic Strategy Study can be found in a staff report here:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.SC21.12>

ISSUE BACKGROUND

Study Purpose

Further to the direction from City Council, the GMSP Study was initiated by City Planning staff to develop a vision and comprehensive planning framework for the Golden Mile area that would include Secondary Plan policies that direct:

- built form, public realm, community infrastructure, and public art strategies;
- a transportation master plan and master servicing plan;
- urban design guidelines; and
- implementation/financial strategies.

In consultation with staff from other City divisions and agencies, City Planning staff are working with a team of land use planning, urban design, transportation, servicing, and community services and public engagement consultants led by SvN Architects + Planners Inc. ("SvN"). City Planning staff have also consulted with the broader Golden Mile community throughout the Study process as part of the public engagement strategy.

The Study encourages appropriate residential and non-residential growth on lands designated *Mixed Use Areas*, and employment uses, including office development/investment on lands designated *Employment Areas*.

The Study is also intended to identify the infrastructure that will be required to support the anticipated growth in the Golden Mile, including streets, servicing, parks, and community services and facilities.

Study Approach and Community Consultation

The GMSP Study is a three-phase study that is currently in Phase Three. Each phase of the Study has included multiple public engagement/consultation meetings for City staff, external stakeholders, a Local Advisory Committee ("LAC"), and members of the general public.

Phase One was undertaken from June to December 2017. This phase focussed on an analysis of the GMSP Study area and its surrounding context, developing an understanding of the opportunities and constraints within the Golden Mile and identifying the necessary work to be undertaken in other components of the Study. A draft vision and guiding principles were developed to inform the work to be undertaken in Phase Two. A Community Consultation Meeting ("CCM") was held on June 28, 2017, and a Visioning Workshop was held on October 14, 2017.

On February 21, 2018, Scarborough Community Council received an Information Report from City Planning staff dated January 24, 2018. The report provided information regarding the status and Background Report for the GMSP Study. The report can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.SC28.4>

Phase Two of the Study was undertaken from January to August 2018, to further develop the vision and guiding principles for the Study area. Phase Two identified several development alternatives for the Golden Mile that were analyzed and tested. Three alternatives were selected for detailed discussion with the Technical Advisory Committee ("TAC") and LAC members, as well as through the public consultation process. Three development alternatives were presented to the public at the CCM on June 26, 2018, which also included a separate Landowner and Business Owner Open House ("Open House") prior to the CCM. Two of the proposed alternatives included the potential reconfiguration of O'Connor Drive, west of Victoria Park Avenue. The materials that were presented at the CCM are available on the GMSP webpage at: <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/golden-mile-secondary-plan-study/>

Phase Three commenced in September 2018, to identify a draft preferred alternative based on the feedback from Phase Two. City Planning staff continue to work with partners in other divisions and agencies, as well as the consulting team to refine the preferred alternative. Additional consultation is on-going throughout Phase Three with Golden Mile area landowners with large sites, four of which are subject to development applications that are currently under review by City staff. This has allowed more fulsome discussions regarding the emerging built form and public realm strategies in advance of finalizing the policies for the Golden Mile. The final CCM for the Study is anticipated for Q2 2019 and the Final Report, including draft Secondary Plan policies and related strategies, is expected to be brought to City Council for consideration by City Council in Q3 2019.

The GMSP Study includes a concurrent Transportation Master Plan ("TMP") Study in order to analyze the existing and future transportation capacity within the GMSP study area and the broader network.

Status Update of Phase 2 Alternatives Report (SvN Architects + Planners Inc.)

The GMSP Alternatives Report was prepared by the consulting team, which provides a summary of the analysis and feedback regarding the work that was completed during Phase Two of the Study. Phase Two included the preparation of three potential development alternatives for the Golden Mile area that were presented to members of the public at the CCM on June 26, 2018.

Refer to Attachment 4 for the Executive Summary of the GMSP Study Alternatives Report prepared by SvN. The full report can be found at:

<https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/golden-mile-secondary-plan-study/>

The Alternatives Report includes a high level transportation analysis of the streets and blocks network that was used to evaluate the three development alternatives. As part of the final report for the GMSP Study, a detailed TMP will be completed by the consultants.

GMSP Alternatives Report - Introduction

The GMSP Alternatives Report outlines the four steps that were undertaken as part of Phase Two of the Study:

- three initial alternatives were prepared based on the vision and guiding principles developed during Phase One;
- based on the initial alternatives, prepare and assess street and block development alternatives and parks and open space alternatives;
- identify the emerging preferred street and block networks, which were used as the base for the three development alternatives; and
- evaluate the three development alternatives against the vision and guiding principles for the Golden Mile area to identify an emerging preferred alternative.

GMSP Alternatives Report - Emerging Street and Block Networks

In order to further develop the emerging street and block network from the three initial alternatives, three main factors were considered:

- improving movement for all modes of travel throughout the GMSP study area;
- providing flexible block sizes; and
- consideration of the location of existing property lines and buildings.

The three street and block network alternatives had varying degrees of change to existing conditions to respond to these the above-noted factors, with all three featuring a continuous east-west connection north of Eglinton Avenue East between Victoria Park Avenue and Birchmount Road (generally referred to as "Golden Mile Boulevard"):

- Alternative 1 included minimal changes to existing conditions;
- Alternative 2 included a moderate level of change to existing conditions, including an east-west connection south of Eglinton Avenue East that would reconfigure O'Connor Drive, which would extend east of Victoria Park to Warden Avenue; and
- Alternative 3 included more substantial changes to the existing conditions, including the potential reconfiguration of O'Connor Dr.

A modified version of Alternative 3 was selected as the emerging preferred street and block network as it achieved a greater number of total blocks, a wider variety of block sizes, minimized impacts on existing buildings, increased capacity, and provided a more equitable distribution of new public streets between adjacent property owners.

GMSP Alternatives Report - Emerging Parks and Open Space Networks

In order to further develop the emerging parks and open space network from the three initial alternatives, the following factors were considered:

- connections to/between existing and planned open spaces;
- parkland dedications rates; and
- emerging principles and big moves for parks and open space in the Golden Mile.

The three parks and open space network alternatives considered a total of 10-13 hectares of new parkland. Each alternative identified large parks as community focal points for new residential districts, connections between Eglinton Avenue East and Ashtonbee Reservoir Park, east-west connectivity between the large parks via a new east-west street north of Eglinton Avenue East (referred to as "Golden Mile Boulevard").

Alternative B was selected as the emerging preferred parks and open space network as it addressed most of the emerging principles and big moves regarding parks and open space in the Golden Mile.

GMSP Alternatives Report - Three Development Alternatives

In consultation with City staff, the consultants selected the emerging preferred street and block, and parks and open space networks. These networks were used as the basis for a series of three development alternatives, which were informed by four factors:

- maintaining existing Official Plan land use designations;
- exploring the potential for a finer-grain mix of uses in *Mixed Use Areas*;
- applying existing urban design built form policies and guidelines; and
- applying potential Golden Mile-specific built form parameters.

GMSP Alternatives Report - Evaluation of Alternatives

The three development alternatives were presented to the public at the CCM on June 26, 2018. Based on the feedback received during and following the CCM, as well as further discussion with City staff and commenting partners, the three development alternatives were evaluated against an evaluation framework based on the guiding principles of the GMSP Study. As a result of the evaluation, an emerging preferred development alternative was identified.

GMSP Alternatives Report - Preferred Alternative

The emerging preferred alternative consists of the following seven structuring elements that define the characters of each district:

- Eglinton Avenue East as a multi-modal transit corridor;
- "Golden Mile Boulevard" as a multi-modal street with a green streetscape;
- a reconfigured/extended O'Connor Drive as a key additional east-west connection;
- seven major parks (2 existing and 5 proposed);
- five transit nodes and three green nodes; and
- enhances streetscaping along the existing north-south arterial streets.

COMMENTS

Proposed Boundary Expansion

The reconfiguration of O'Connor Drive and associated closure of Eglinton Square would create opportunities for improvements to the transportation and public realm networks within the Golden Mile. As well, the reconfiguration and extension of O'Connor Drive may improve the broader transportation network. This is being reviewed through the TMP Study.

The impacted lands on the west side of Victoria Park Avenue, between Eglinton Avenue East and the proposed realignment of O'Connor Drive are designated *Mixed Use Areas*. The lands generally consist of low-rise non-residential uses including commercial and automotive-related uses.

The lands on the east side of Victoria Park Avenue, south of the existing GMSP Study area consist of a low-rise non-residential building at 1421 Victoria Park Avenue (Bell).

City Planning staff also recommend that the GMSP Study area boundaries east of Victoria Park, south of Eglinton Avenue East be amended by adding:

- the lands designated *Employment Areas* between Pharmacy and Warden Avenues to create a consistent block depth from Eglinton Avenue East for this portion of the study area;
- the lands designated *Neighbourhoods* at 2-10 Engelhart Crescent, and the lands at 19-23 Engelhart Crescent and 64-68 Harris Park Drive.

For all lands impacted by the boundary adjustment, refer to Attachment 2. The proposed boundary expansion as shown in Attachment 2 would increase the GMSP study area from 97 to 113 hectares.

Consultation with Affected Landowners

As part of the community consultation for Phase Two of the GMSP Study, City Planning staff presented the three street and block alternatives at the CCM on June 26, 2018. Landowners and business owners/operators were notified of the Open House. They were also notified about the CCM, as were residents and interested parties.

With regard to the properties that would be affected by the proposed boundary expansion west of Victoria Park Avenue, there are currently two development applications that are under review by City staff: 1460 Victoria Park Avenue (17 277574 NYY 34 OZ and 1861 O'Connor Drive (18 269227 NNY 16 OZ).

With regard to the property at 1460 Victoria Park Avenue, on December 20, 2017, a Zoning Amendment Application was submitted for the subject property to permit a nine-storey residential building containing 106 residential units.

On July 4, 2018, North York Community Council considered a Preliminary Report dated June 15, 2018, from the Director, Community Planning, North District regarding the application at 1460 Victoria Park Avenue. The report indicated that the GMSP Study was on-going and that the study area boundaries could be extended in order to secure the necessary improvements to the transportation network. The report can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.NY32.26>

With regard to the property at 1861 O'Connor Drive, a Pre-Application meeting was held on May 24, 2018, to discuss a potential redevelopment concept for the site. City Planning staff advised the landowner and their consultants of the on-going GMSP Study and the emerging street and block network, which would include the potential reconfiguration of O'Connor Drive. City staff corresponded with consultants representing the landowner regarding the subject site in the context of the GMSP Study from June to November 2018.

On December 17, 2018, the applicant submitted a Zoning Amendment Application for the subject site to permit a 10-storey mixed-use building containing commercial uses at grade and 222 residential units above.

On February 14, 2019, North York Community Council considered a Preliminary Report dated January 28, 2019, from the Director, Community Planning, North District regarding the subject application. The report indicates that the application will be reviewed in conjunction with the emerging policy direction for the GMSP Study. The report can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.NY3.8>

City Planning staff continue to have discussions with landowners and stakeholders within the current GMSP study area boundaries. Staff have advised the landowners with active development applications in the Golden Mile area, including those affected by the proposed boundary expansion of this report before the Planning and Housing Committee. City Planning staff will continue to coordinate internally regarding emerging policy direction, development applications and preliminary proposals within the broader Golden Mile area.

Conclusion

This report recommends that City Council expand the boundaries of the GMSP study area in accordance with Attachment 2 of the report from the Chief Planner and Executive Director, City Planning Division, dated March 8, 2019, to include the following lands:

- 1460, 1468, 1474, 1492 and 1496 Victoria Park Avenue;
- 1861, 1871-1875, 1885 and 1900 O'Connor Drive;
- 1880 and 1888 O'Connor Dr;
- Additional lands designated *Employment Areas* between Pharmacy and Warden Avenues;
- 1421 Victoria Park Avenue;
- 2-10 Engelhart Crescent; and
- the lands at 19-23 Engelhart Crescent and 64-68 Harris Park Drive.

A final report regarding Phase Three of the Study addressing the lands in this expanded area is targeted for Q3 2019.

CONTACT

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SIGNATURE

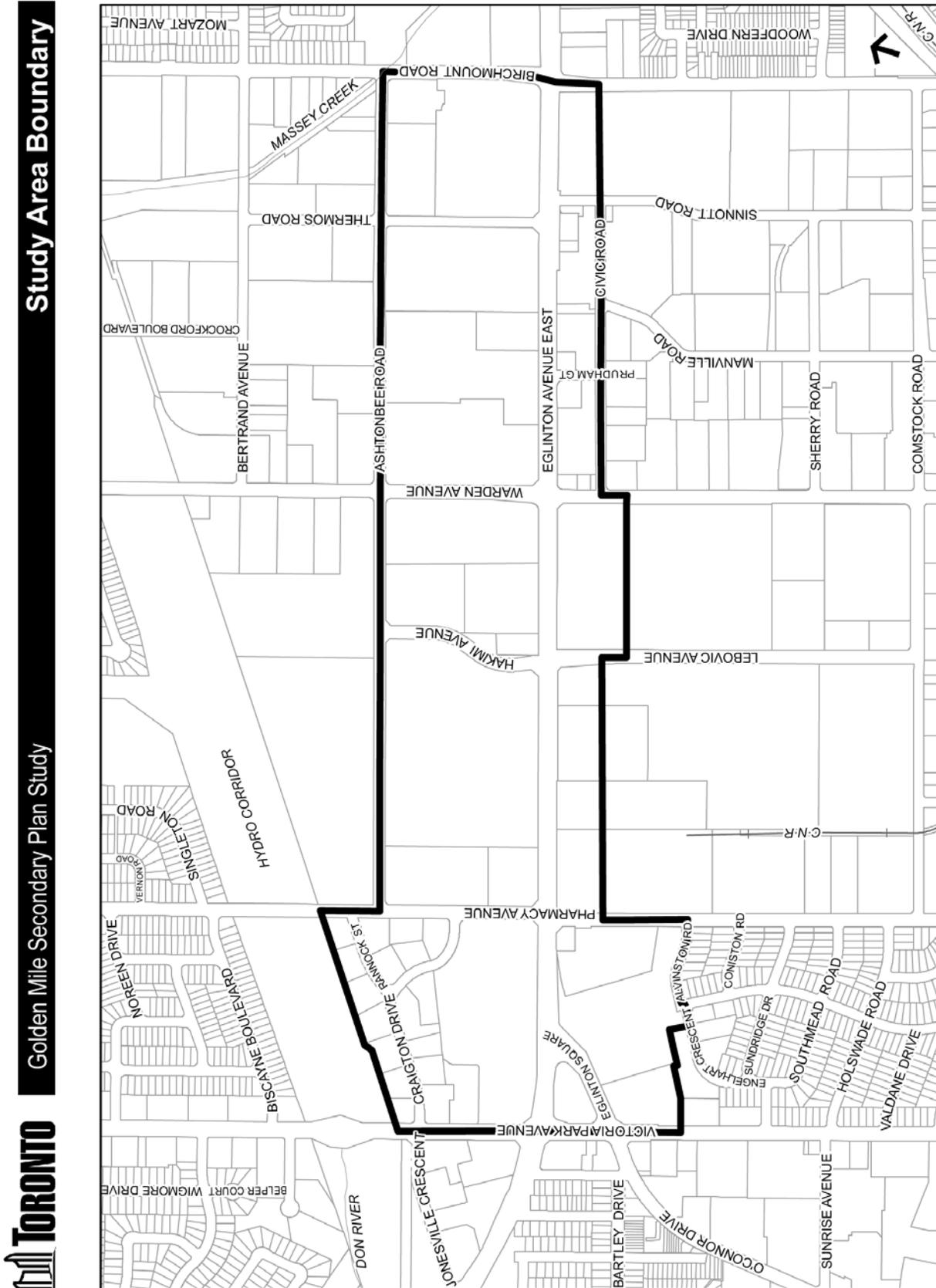
Gregg Lintern, MCIP RPP
Chief Planner and Executive Director
City Planning Division

ATTACHMENTS

City of Toronto Drawings

- Attachment 1: Existing Golden Mile Secondary Plan Study Area Boundaries
- Attachment 2: Proposed Golden Mile Secondary Plan Study Area Boundaries
- Attachment 3: Alternatives
- Attachment 4: Golden Mile Secondary Plan Study Alternatives Report - Executive Summary

Attachment 1: Existing Golden Mile Secondary Plan Study Area Boundaries



Attachment 4: Golden Mile Secondary Plan Study Alternatives Report
Executive Summary