



REPORT FOR ACTION

Golden Mile Secondary Plan – Proposals Report

Date: December 20, 2019

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: Ward 16 – Don Valley East, Ward 20 – Scarborough Southwest, and Ward 21 – Scarborough Centre

Planning Application Number: 17 134997 EPS 00 TM

SUMMARY

The Golden Mile Secondary Plan (“GMSP”) Study was initiated by City Planning staff in May 2016, and generally consisted of the lands located along Eglinton Avenue East, between Victoria Park Avenue and Birchmount Road. In April 2019, City Council expanded the study area boundary from 97 to 113 hectares to include additional lands east of Victoria Park Avenue within Wards 20 and 21, as well as approximately 4.3 hectares of land on the west side of Victoria Park Avenue within Ward 16 (refer to Attachment 1: Golden Mile Secondary Plan Study Area Boundary).

The Golden Mile has been influenced by agricultural, industrial and commercial eras of development. The area became known as the "Golden Mile of Industry" during the post-World War II era with the construction of large-scale manufacturing buildings along Eglinton Avenue East, between Pharmacy Avenue and Birchmount Road. Large-scale commercial construction generally occurred during the 1990's, replacing many of the former industrial buildings that fronted onto Eglinton Avenue East.

The draft Secondary Plan for the Golden Mile establishes a planning framework for future development in the Golden Mile area that sets out the long-term vision for a complete, liveable, connected, responsive, and prosperous mixed-use community. Golden Mile is intended to maintain its role as an important economic driver within the east end of Toronto and is envisioned as both a destination and a place for residents, workers, and visitors to live, work, shop, and play.

The purpose of the report is to present the "GMSP Study: Final Consultant's Report", and provide a summary of the Phase Three findings of the Study (refer to Attachment 2: GMSP Study: Final Consultant's Report - Executive Summary). The preferred development alternative identified by the consultant has the potential to accommodate approximately 24,000 residential units, 43,000 residents and 19,000 jobs over the next 20+ years, in a mix of tall, mid and low-rise buildings ranging in height from 4 to 35 storeys.

The report also presents draft Secondary Plan policies for the Golden Mile study area and recommends that City Planning staff invite comment and undertake stakeholder consultations on these policy directions (refer to Attachment 3: Draft Secondary Plan Policies for Golden Mile).

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council request that the Chief Planner and Executive Director, City Planning, invite comment and undertake stakeholder consultations on the draft plan in Attachment 3 of the report dated December 20, 2019 from the Director, Community Planning, Scarborough District to inform the final version of the policies for the Secondary Plan for the Golden Mile study area.
2. City Council direct the Chief Planner and Executive Director, City Planning, to bring forward the final Secondary Plan for the Golden Mile for a Statutory Public Meeting, generally in accordance with the draft plan outlined in Attachment 3 of the report dated December 20, 2019 from the Director, Community Planning, Scarborough District and informed by the consultations with internal divisions and external stakeholders.
3. City Council direct the General Manager, Economic Development and Culture, in consultation with the Chief Planner and Executive Director, City Planning Division, to host a Business Forum with tenants, landowners, business owners and other key stakeholders within the Golden Mile area to consult on the opportunity to establish a business association for the Golden Mile area to advocate for business needs.
4. City Council endorse the Draft Golden Mile Transportation Master Plan ("TMP"), and direct City Planning, Transportation Services and Engineering and Construction Services staff to use the TMP to advance mobility initiatives in the future Secondary Plan Area.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

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 ECLRT 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: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG32.4>

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 here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.SC21.12>

Golden Mile Secondary Plan Study

At its meeting on April 5, 2016, Scarborough Community Council received the report from the Acting Director, Community Planning, Scarborough District, on the initiating a Secondary plan study for the area known as the Golden Mile Focus Area as part of the Eglinton Connects Planning Study.

The Scarborough Community Council decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.SC13.17>

At its meeting on April 16, 2019, City Council approved the expansion of the GMSP Study boundary to expand the boundary within Scarborough District and to include lands within North York District on the west side of Victoria Park Avenue, within Ward 16 - Don Valley East (refer to Attachment No. 1: Golden Mile Secondary Plan Study Area Boundary). As a result, the GMSP study area increased from 97 to 113 hectares, of which approximately 4.3 hectares is located within the North York District. At this meeting, City Council also waived the requirements of Toronto Municipal Code Chapters 27-16.2 and 27-16.5, and directed that all reports related to the GMSP, including the statutory meeting required under the Planning Act, be directed to Scarborough Community Council.

The City Council decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH4.3>

At this meeting, City Council also received the GMSP Study - Alternatives Report for information, which summarized the findings from Phase Two of the Study. The Alternatives Report can be found here:

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

At its meeting on October 2, 2019, City Council received a Status Report regarding the GMSP Study from the Director, Community Planning, North York District and the Director, Community Planning, Scarborough District in accordance with the City Council direction April 16, 2019. City Council directed the Chief Planner and Executive Director, City Planning, and the General Manager, Transportation Services, to consider including options for any modification of Bartley Avenue and O'Connor Drive which limit vehicular access and infiltration to the existing neighbourhoods as part of the future Municipal Class Environmental Assessment ("MCEA") study.

The City Council decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.NY8.8>

ISSUE BACKGROUND

Study Purpose

Further to the direction from City Council, the GMSP Study was initiated in May 2016 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 preparation of the Study, staff consulted with other City divisions and agencies, and City Planning staff worked 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 reviewed appropriate residential and non-residential growth on lands designated *Mixed Use Areas and Apartment Neighbourhoods*, and employment uses, including office development/investment on lands designated *General Employment Areas*.

The Study also provided a high level assessment of 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 with City

staff, external stakeholders, a Local Advisory Committee (“LAC”), landowners, and members of the general public.

GMSP Study - Phase One

Phase One occurred 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>

GMSP Study - Phase Two

Phase Two of the Study occurred 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. On June 26, 2018, a CCM and a Landowners and Business Owners Open House were held to present the three development alternatives.

The Transportation Master Plan (“TMP”) study has identified congestion on Eglinton Avenue East, limited east-west connectivity, and limited north-south capacity as main transportation constraints for the study area. Several street and block network alternatives were developed and assessed to address these constraints. As a solution, two of the proposed alternatives included the potential reconfiguration and extension of O’Connor Drive.

The presentation materials from the CCM on June 26, 2018, can be found here:

<https://www.toronto.ca/wp-content/uploads/2018/06/8fe4-city-planning-golden-mile-secondary-plan-study-community-consultation-meeting-3-presentation.pdf>

GMSP Study - Phase Three

Phase Three of the Study commenced in September 2018, to identify a draft preferred alternative based on the feedback from Phase Two. Staff have worked with partners in other divisions and agencies, as well as the consulting team to refine the preferred alternative to develop a final design and plan for the study area. Staff have also consulted with landowners on numerous occasions, with TAC and LAC members, as well as other stakeholders throughout Phase Three of the Study. This has allowed

more fulsome discussions regarding the emerging built form and public realm strategies.

On April 13, 2019, City Planning staff attended the Toronto Planning Review Panel ("TPRP") meeting to discuss the status of the GMSP Study and high-level emerging direction. The TPRP recommended that the future plan for Golden Mile should promote walkability, enhance existing and develop new community character, and include planning mechanisms to ensure long-term affordability for at least a portion of the new residential and non-residential uses.

On June 3, 2019, City Planning staff hosted a CCM primarily with residents and stakeholders from the west side of Victoria Park Avenue (former North York and East York), as well as some residents from the east side of Victoria Park Avenue. The purpose of the meeting was to discuss the status of the Study, the emerging direction for the Golden Mile and the potential reconfiguration of O'Connor Drive at Victoria Park Avenue.

The potential reconfiguration would consist of a new intersection for O'Connor Drive and Victoria Park Avenue south of the existing intersection, and the extension of O'Connor Drive east of Victoria Park Avenue. The O'Connor Drive reconfiguration and extension would allow for continuous east-west travel through the study area and improve mobility throughout the street network. Staff explained that upon completion of the TMP process, further study and public consultation would be required for the potential reconfiguration to determine the alignment and preliminary design.

The materials that were presented at the June 3, 2019, CCM can be found here: https://www.toronto.ca/wp-content/uploads/2019/06/90c1-CityPlanning_GMSP-RoadMeeting-3Jun19.pdf

On June 5, 2019, a LAC meeting was held to discuss the emerging planning framework and a potential demonstration concept for the study area and receive feedback from LAC members in advance of the CCM on June 25, 2019. Attendees included representatives from the west side of Victoria Park Avenue (former East York and North York). The North York District LAC member was added to the LAC in May 2019.

On June 25, 2019, City Planning hosted a CCM to present the emerging planning framework and a potential demonstration concept for the Golden Mile. The emerging preferred street and block network presented at the CCM included a conceptual reconfiguration of O'Connor Drive.

The presentation materials from the CCM on June 25, 2019, can be found here: https://www.toronto.ca/wp-content/uploads/2019/07/97be-CityPlanning_GoldenMile_Presentation.pdf

Feedback from the attendees indicated their general support for the concept and enhanced street network, including the potential reconfiguration and extension of O'Connor Drive. Questions were received regarding the potential implications for

landowners and businesses, timing, and construction. These questions will be addressed through a future MCEA Study.

A summary of the feedback received from residents and other stakeholders regarding the materials presented at the CCM on June 25, 2019, can be found here:

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

The final report regarding the GMSP Study is expected to be considered by City Council in Q2 2020.

SUMMARY OF GMSP STUDY FINDINGS (CONSULTANT'S REPORT)

GMSP Final Consultant's Report (SvN Architects + Planners Inc.)

The GMSP Final Consultant's Report provides a summary of the work that was completed both in Phase Three and throughout the Study, recommending a preferred development alternative to achieve the vision for a complete, connected, accessible and diverse mixed-use community. The report includes recommended Secondary Plan directions, a TMP, a Master Servicing Plan ("MSP"), a Community Service and Facility Study, and recommended Urban Design Guidelines.

Refer to Attachment 2 for the Executive Summary of the GMSP Final Consultant's 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/information-reports/>

The consultant's findings resulted in an emerging planning framework and a potential demonstration plan that was presented at the CCM on June 25, 2019. The demonstration plan would generate approximately 24,000 residential units, 43,000 residents and 19,000 jobs over the next 20+ years, in a mix of tall, mid- and low-rise buildings ranging in height from 4 to 35 storeys.

The demonstration plan can be found at:

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

The consultant's report is organized as follows and described in more detail below:

- Introduction;
- Area Structure;
- Land Use;
- Public Realm;
- Built Form;
- Cultural Heritage;
- Design Excellence and Sustainability;
- Mobility;

- Servicing;
- Housing and Community Services & Facilities;
- Economic Development; and
- Implementation.

Introduction

The GMSP Final Consultant's Report summarizes the work completed in Phases One and Two of the Study, and includes a summary of the analysis undertaken as part of Phase Three.

Area Structure

The final design and plan for the GMSP study area is guided by a series of structuring elements that are identified on the Structure Plan. These elements balance numerous objectives to ensure that Golden Mile area will develop in a manner consistent with the established Vision and Guiding Principles and include the following:

- Re-configured/widened/improved existing streets including Eglinton Avenue East, O'Connor Drive, Ashtonbee Road/Craigton Drive, Victoria Park Avenue, and Warden Avenue;
- New streets including a new east-west street north of Eglinton Avenue East (referred to as Golden Mile Boulevard) and numerous new north-south streets;
- Eglinton/Victoria Park gateway and the five (5) transit nodes/ECLRT stops;
- New parks and open spaces, and green nodes connected by enhanced streetscapes to create a public realm network that integrates existing parks;
- Four (4) distinct districts with unique characters (West, Central, East, and Employment);
- Eight (8) character areas with defining traits to guide the development of future communities within the respective character areas; and
- Density that is distributed in a hierarchical manner to achieve key public realm and built form objectives.

Land Use

The land use strategy identified in the GMSP Final Consultant's Report supports a diverse mixed-use community with a balance of residential, commercial and employment uses. The report recommends that the land uses should be anchored by community services and facilities, and connected through a network of streets, parks and open spaces. The land use designations proposed by the GMSP consultant's for the Golden Mile are the same as the existing land uses in the Official Plan.

An analysis of the public realm, built form and transportation components of the Study supported an overall increase in density. Additional consultation and testing of the preferred alternative was carried out, including additional testing of the parks and public realm strategy against higher densities. It was identified that a higher-density built form could support a vibrant and diverse public realm through measures such as variation in building height, type, stepbacks and setbacks. Additionally, it was shown that updates

to TMP would allow for additional density without compromising the transportation network.

Public Realm

The consultant's public realm strategy proposes to create a network of parks and publicly-accessible open spaces that can be enjoyed by all users. Parks are an essential element of complete and liveable communities. The public realm strategy includes:

- Nine (9) new parks are strategically located to achieve an even distribution and integration with the overall public realm network. If more growth than anticipated occurs, additional parks will be required;
- At least one Community Park, as well as Local Parks and Parkettes in the West, Central and East Districts, to ensure a range of park sizes and functions. The Employment District will have at least one park to provide open space amenity for workers;
- Parks and open spaces are to be seamlessly designed with the street network to improve connectivity and accessibility;
- Connections to the existing communities and parks and open spaces such as the Meadoway and Ashtonbee Reservoir Park;
- Enhanced existing parks including Victoria Park - Eglinton Parkette;
- Privately-Owned Publicly-Accessible Spaces ("POPS");
- Streetscape enhancements including street trees and green boulevards;
- Active uses at grade required in key locations and encouraged in others;
- Green nodes;
- New pedestrian and cycling infrastructure;
- Potential public art locations at key new parks, POPS and ECLRT stops; and
- Potential locations for heritage expression to commemorate the area's history.

Built Form

The GMSP Final Consultant's Report identifies a built form strategy that promotes high-quality urban design, accommodates transit-supportive densities, and contributes to the creation of distinct districts and character areas. The built form strategy encourages a range of building types and heights.

The built form strategy is structured around the following four (4) principles:

- Supporting the public realm and character areas through appropriate building types, heights, massing, and design;
- Encouraging a variety and variation in building and site design, both across the study area and on larger sites, including along Eglinton Avenue East;
- Providing appropriate transitions to new and existing parks and open spaces, as well as lower scale development; and
- Minimizing shadow and wind impact on existing and new streets, parks and open spaces through appropriate building forms, heights and separation distances.

Cultural Heritage

The Golden Mile has been influenced by agricultural, industrial and commercial eras of development. The area received its namesake during the post-World War II construction of large-scale manufacturing buildings along Eglinton Avenue East, between Pharmacy Avenue and Birchmount Road, becoming the "Golden Mile of Industry". As part of the most recent commercial development of large-scale retail uses, which generally occurred during the 1990's, many of the signage features and local landmarks were removed. In order to incorporate and celebrate the local history of the Golden Mile, the recommendations of the GMSP Final Consultant's Report include:

- Further study of the properties at 1940 Eglinton Avenue East (the Volkswagen Building) and 75 Thermos Road for their potential cultural heritage value and/or interest to warrant designation and listing on the Heritage Register under the *Ontario Heritage Act*;
- Proposed development will include a review of potential heritage resources to determine whether any conservation is warranted; and
- Public realm treatments on lands with ties to the eras of development, including landscape, lighting, signage, interpretation, and art installations.

Design Excellence and Sustainability

The Report recommends that all development within the Golden Mile will incorporate sustainability principles, while demonstrating the highest levels of design excellence. Development can achieve design excellence through built form, landscaping and public realm, general sustainability practices, etc., including the following:

- The use of high-quality materials in the base of buildings, façade articulation, and lighter materials for higher floors to reduce the perceived massing of buildings;
- The use of high-quality, durable and diverse landscape elements;
- The use of low-impact design approaches, on-site infiltration and stormwater control; and strategies to reduce the urban heat island effect of development;
- Incorporating a high level of ecological sustainability and resiliency, creating natural habitats through planting treatments, installing biodiverse green roofs, and integrating stormwater management techniques;
- Including green infrastructure initiatives in parks and open spaces, as well as part of private development and public realm improvements;
- Incorporating heat recovery of low-carbon energy from infrastructure sources to reduce emissions; and
- Developing/ or incorporating a connection to any existing or planned thermal energy networks and targeting near-zero emissions for the new buildings.

Mobility

The mobility recommendations in the GMSP Final Consultant's Report are based on the TMP, which recommends transportation infrastructure improvements in the Golden Mile area that will provide for the efficient movement of people and goods within and around

the Secondary Plan Area, with an emphasis on transit use, walking and cycling in the long term.

A key objective of the TMP was to identify a multi-modal transportation network to support intensification in a manner that encourages a shift of travel behaviour towards active transportation and transit. The analysis included a review of various scenarios representing different levels of development in the study area, based on policy compliance, impact on transportation capacity, cost, and impacts on socio-economic and natural environments. The TMP examined and identified new transit priority measures, pedestrian connections, and a cycling network to improve connectivity as the study area redevelops and incorporates Travel Demand Management ("TDM") measures, to reduce dependency on single occupancy vehicles.

The transportation improvements will be supported by recommended policies that:

- Ensures land use patterns and a mix of uses that reduce trip generation;
- Implements a fine-grain street network to expand the number of routes to and through the Golden Mile;
- Expands, enhances and introduces new surface transit priority measures in and around the Golden Mile area to support the ECLRT and planned higher order transit.
- Encourages the integration of pedestrian and cycling transportation infrastructure with improvements to the public realm;
- Prioritizes pedestrians, cyclists and public transit users in the design of new streets to create complete streets; and
- Manages trip demand and travel behaviour through the implementation of TDM measures.

The TMP is the foundation identifying the transportation infrastructure improvements required to service and accommodate the growth provided for through this study. The work undertaken for the TMP in the GMSP Study has followed Phases 1 and 2 of the EA process. The TMP outlined the implementation plan for the preferred transportation improvements. This includes amendments to the Official Plan, The Cycling Network Plan and the initiation of future MCEA and Transit studies.

The TMP recommends that the City initiate Phases 3 and 4 of the MCEA process to determine the precise alignment and preliminary design of certain infrastructure projects. During the next phase of the MCEA process, community stakeholders would have an opportunity to participate in the consultation process and provide feedback to City staff and the MCEA consultants regarding the potential reconfiguration and future alignments of O'Connor Drive and other transportation infrastructure improvements, if required.

Servicing

The servicing recommendations in the GMSP Final Consultant's Report are based on the Master Servicing Plan ("MSP"), which recommends that development must adhere to the Toronto Green Standard ("TGS"), Wet Weather Flow Management Guidelines

and MECP Procedure F-5-5, and to use low-impact development measures to minimize stormwater runoff and recharge groundwater. The MSP identifies the following:

- There is insufficient capacity in the sanitary sewer in extreme (wet weather) conditions and improvements to the system are required in order to service future growth;
- The MSP recommendations related to sanitary servicing will be superseded by the details of the MCEA for the Basement Flooding Protection Area 34 and 47, once completed;
- Development will be required to control runoff, to limit any impact to storm sewers; and
- Construction of new development should be sequenced/phased to ensure that developments have sufficient and reliable water supply.

Housing and Community Services & Facilities

The Report indicates that housing and community services & facilities ("CS&F") are essential components for a complete and livable community and need to be provided in alignment with growth. The housing and CS&F recommendations include the following:

- A balanced mix of housing in terms of unit size, tenure and affordability will be provided;
- The large-site policies in the Official Plan would apply for the provision of affordable housing in accordance with the policies in Section 3.2.1 in the Official Plan;
- Development containing more than 80 residential units will include larger units at the following rate:
 - A minimum of 25 per cent of the total number of units as 2-bedroom units; and
 - A minimum of 10 per cent of the total number of units as 3-bedroom units.
- The minimum larger-unit requirement may be reduced upon approval of the City where the development provides social or other publicly-funded housing, or specialized housing such as a student residence or health care institution; and
- New CS&F will be established and existing facilities will be renovated, expanded and/or replaced to serve the existing and future residents in the Golden Mile area.

The GMSP Final Consultant's Report identifies conceptual locations, priorities and delivery requirements for new CS&F within the Golden Mile.

Economic Development

The Report recommends protecting and encouraging new employment and office uses given the growth opportunities associated with the public investment in higher-order transit along Eglinton Avenue East and the five (5) ECLRT stops within the Golden Mile. The economic development recommendations are as follows:

- The development of a Community Improvement Plan for the Golden Mile to promote the intensification of employment generating uses;
- Encourage the formation of a Business Improvement Area ("BIA");

- Incentivize the creation of additional employment uses by offering tax increment grants, fast tracking of development application approvals, and/or reduced fees or charges to qualifying development within *General Employment Areas* or *Core Employment Areas*;
- Promote the retention of existing office uses;
- Major office development is encouraged to occur in *Mixed Use Areas* and *General Employment Areas*, with the majority of office space located in proximity to the ECLRT; and
- The office replacement policies of the Official Plan would apply.

Implementation

The recommendations in the above-noted sections of the GMSP Final Consultant's Report are proposed to be implemented in a sequenced/phased manner to manage the anticipated growth in the Golden Mile. The report includes directions on the following:

- Development shall be sequenced to ensure appropriate transportation, municipal servicing, parkland and CS&F are available to service development;
- The implementation approach of the Preferred TMP solution within the Secondary Plan;
- The block-by-block development phasing that contributes to the overall Preferred TMP solution within the Secondary Plan; and
- That City Council may use a Holding ("H") symbol for proposed residential uses on lands designated *Mixed Use Areas* to provide for the orderly sequencing of development and the required provision of infrastructure and services.

DRAFT SECONDARY PLAN POLICIES FOR GOLDEN MILE

Draft Secondary Plan Policies for Golden Mile (City of Toronto)

The draft Secondary Plan policies for the Golden Mile have been informed by the recommendations of the GMSP Final Consultant's Report and consultation with other City divisions and agencies, residents, stakeholder groups, and landowners (refer to Attachment 3: Draft Secondary Plan Policies for Golden Mile).

The 113-hectare Golden Mile area falls within 800-metre radii of the five ECLRT stops. The level of density proposed for the Golden Mile will help achieve a transit-supportive environment, increasing transit ridership and optimizing the significant public investment in the ECLRT.

The Plan establishes a vision for the Plan Area as a connected, accessible, diverse, complete, and livable mixed-use community. A balance of residential, commercial and employment uses will be supported by community services. An improved network of parks and open spaces will invite residents, workers and visitors to explore and interact within its neighbourhoods. Immediately identifiable as a distinct place, the Plan Area will be both a community and a destination, providing for the daily needs of all its residents

where people can live, work, shop and play while maintaining its role as an important economic driver within the east end of Toronto.

Infrastructure elements essential to building a complete and liveable community will be secured as growth occurs. These elements include community service facilities, parkland, green infrastructure and physical infrastructure required to support the health of residents, workers and visitors to the Golden Mile area.

The draft Secondary Plan is organized into the following sections, which are described in more detail below:

- Area Structure;
- Land Use and Density;
- Economic Development;
- Public Realm;
- Built Form;
- Natural Environment and Sustainability;
- Housing;
- Community Services & Facilities;
- Mobility;
- Servicing; and
- Implementation, Phasing & Monitoring.

Area Structure

The draft Secondary Plan for Golden Mile is guided by a Structure Plan, which identifies a series of elements including key streets, transit nodes/stops, a gateway, parks and open spaces, and green nodes that provide a framework that balances numerous objectives to ensure a comprehensive approach to future development.

The area structure includes a series of Districts and Character Areas, which define the identity of different areas including specific land use, public realm, and built form objectives. The Structure Plan will ensure that the Golden Mile will develop in a manner consistent with the Vision and Guiding Principles.

Land Use and Density

The proposed land use strategy for the Golden Mile will maintain the existing land use designations in the Official Plan. The land uses will provide a diverse, mixed-use community with a balance of residential, institutional, commercial and employment uses, community service facilities that are all connected through a network of streets, parks and open spaces to create a complete and liveable community and a destination. The draft policies of the Secondary Plan provide for further directions on the existing land use designations.

Non-residential development will be promoted through policies including the requirement for commercial uses at grade in certain locations, the encouragement of major office development on lands designated *Mixed Use Areas*, and the requirement to

provide a minimum amount of non-residential gross floor area for development located within the Commercial Gateway, Mixed Use Transit Nodes and the East Park Mid-Rise and Tall Building Community.

Development density in the Golden Mile will be consistent with the overall objectives of the draft Secondary Plan, which was developed comprehensively to accommodate the redevelopment potential of all lands. Development will create a transit-supportive environment that optimizes the infrastructure investment made in the ECLRT.

Development density will be appropriately distributed in a hierarchical manner across the Golden Mile to create a complete and liveable community with areas of distinctive character, with a higher intensity of uses in proximity to ECLRT stops, while achieving public realm and built form objectives such as a mix of building types and minimizing shadow impacts.

The density strategy was informed by an analysis of the public realm, built form and transportation components of the Study. The preferred alternative was revised following additional consultation and testing, including additional testing of the parks and public realm strategy against higher densities. It was identified that a higher-density built form could support a vibrant and diverse public realm through measures such as variation in building height, type, setbacks and setbacks.

Economic Development

The economic revitalization strategy for the Golden Mile provides area-specific policies that are intended to attract new investment and retain existing businesses. Business growth will be supported through infrastructure and transportation improvements, and public realm enhancements identified in the draft Secondary Plan policies, including the implementation of the ECLRT, the potential reconfiguration and extension of O'Connor Drive, other new and realigned streets, and TDM measures, as well as a complete network of parks and open spaces, public streets, pedestrian connections and multi-use paths.

New employment and major office development will be encouraged in *Mixed Use Areas* and *General Employment Areas*, particularly in close proximity to the five (5) ECLRT stops. There will be a review of incentives to create of new employment uses, where appropriate, including office uses. The City will also work to support local businesses to establish a business association or Business Improvement Area ("BIA") and will offer incentives to encourage the construction of office and other commercial uses that are not retail based.

Public Realm

The public realm consists of the streets, parks and open spaces, and pedestrian and cycling connections that provide structure for development and contribute to Golden Mile's distinctive identity and value. These elements are essential to complete and liveable communities. The draft public realm policies provide directions on creating an interconnected network of open and inviting spaces that all users can enjoy. New development in the Golden Mile will build on and enhance the existing streets, parks

and open spaces, and create a new pedestrian and cycling friendly public realm to support a growing residential and employment population by:

- Adding new streets with high quality streetscape;
- Reconfiguring and/or widening existing streets to support improved pedestrian and cycling movement and enhanced streetscape;
- Providing streetscape improvements such as street tree planting to existing streets;
- Providing nine (9) new parks to support the planned growth. The parks are strategically located to achieve an even distribution and integration with the overall public realm network. If more growth than anticipated occurs, additional parks will be required;
- The West, Central and East Districts will each have at least one Community Park and Local Parks and Parkettes to ensure a range of park sizes and functions. The Employment District will have a least one park to provide open space amenity for workers;
- Designing parks and open spaces to be seamless with the street network to improve connectivity and accessibility;
- Ensuring high-quality park and public realm experience by promoting design considerations such as prominence and visibility, identity and character, user experience, as well as physical characteristics and thermal comfort;
- Incorporating POPS to complement the parks and open space system, including generous urban plazas at the ECLRT stops;
- Creating Green Nodes in areas where streets terminate or intersect with parks, to serve as centres of community and cultural activities;
- Providing public art that will reflect, commemorate, and celebrate the cultural and natural heritage of the Golden Mile; and
- Creating high quality pedestrian and cycling routes throughout the Golden Mile, with connections to the existing communities and parks and open spaces such as the Meadoway and Ashtonbee Reservoir Park.

The draft public realm policies will be further articulated through the Golden Mile Urban Design Guidelines, which will be presented to City Council along with the Final Secondary Plan.

Built Form

To achieve the long-term vision for a complete, liveable, connected, responsive, and prosperous mixed-use community, built form policies for the Plan are structured around several key principles, including promoting contextually appropriate and transit-supportive development, defining and contributing to the public realm and Character Areas, implementing appropriate transitions, and supporting a comfortable pedestrian and cycling environment. Development will be of a high quality design throughout the Golden Mile Secondary Plan Area, with the greatest emphasis on the areas surrounding the key structuring elements such as the Eglinton/Victoria Park Gateway, the Transit Nodes at the ECLRT stops, the new parks, and the existing and new streets.

Development within the Golden Mile will achieve the built form principles by:

- Providing appropriate building setbacks to support a generous, cohesive, and green public realm across the Golden Mile;
- Providing active at-grade commercial, residential, community, and institutional uses at appropriate locations, to foster a human-scaled and pedestrian-oriented environment by encouraging activities in the public realm and promoting eyes on the streets, parks, and open spaces;
- Creating at-grade outdoor amenity spaces such as courtyards and gardens to provide opportunities for a variety of activities and social interaction among neighbours in a green setting;
- Limiting and screening surface parking and above grade parking structures to mitigate their impact and promote active uses above grade to animate the Golden Mile;
- Providing lower to modest streetwall/base building conditions to promote an overall pedestrian-friendly scale throughout the Golden Mile;
- Providing variety and variation in site configuration, building type, tall building height and tower placement to promote visually interesting streetscapes, diverse pedestrian experiences, and a strong sense of place along the streets, in the Character Areas, and across the Golden Mile;
- Implementing appropriate transition in scale through variation in building form and stepping down of tall building height and base building height, within and between Character Areas;
- Locating buildings under the angular planes from lands designated *Neighbourhoods* and the existing parks and open spaces, to limit their impact on these spaces, and create an appropriate fit between the new Golden Mile community and its existing lower scale surroundings, which in general are not expected to change significantly;
- Limiting the shadow and wind impact on streets, parks and open spaces to encourage the usage of these spaces and contribute to a pedestrian and cycling friendly environment, through strategic deployment of density and built form as well as detailed building and landscape design; and
- Providing high quality building and landscape design throughout the Golden Mile, with the greatest emphasis on the areas surrounding the key structuring elements such as the Eglinton/Victoria Park Gateway, the Transit Nodes at the ECLRT stops, the new parks, and the existing and new streets, such as Eglinton Avenue East and the new east-west street north of Eglinton Avenue East.

Natural Environment and Sustainability

All development within the Secondary Plan Area will incorporate sustainability principles and sustainable design to minimize environmental impact, reduce GHG emissions, and mitigate the effects of climate change. At the broadest level, the creation of a transit-supportive, mixed-use community with new parks and open space, and a well-connected public realm will provide an environment that encourages pedestrian and cyclist movement for local trips, and transit ridership for longer distance trips. Sustainability and climate resilience will be integrated into the design of new buildings, landscapes, surface parking, parks and open spaces, streets, and sidewalks to manage stormwater, reduce urban heat island and improve biodiversity. Other climate change

adaption and mitigation directions are recommended including, the incorporation of low-carbon/renewable thermal energy technologies, heat recovery and on-site renewable energy and electricity onsite, as well as backup power resilience.

Housing

New residential development in the Golden Mile will result in a complete and inclusive community through a range of housing opportunities. The draft housing policies will complement the affordable housing policies in Section 3.2.1 of the Official Plan and the on-going Inclusionary Zoning Policy review that is being undertaken by City Planning staff.

The draft housing policies recommend that residential development will include the following:

- A range of tenure, including purpose-built rental housing, building types, unit types and sizes to accommodate a variety of households and achieve a balanced mix of housing;
- A minimum of 10 per cent of the total number of units will be 3-bedroom units and a minimum of 25 per cent of the total number of units will be 2-bedroom units for development containing more than 80 new residential units; and
- The minimum requirements for larger units may be reduced for development that includes social housing or other publicly-funded housing, or specialized housing.

Community Services & Facilities (CS&F)

The draft CS&F policies acknowledge the role that CS&F have in building communities, contributing to the quality of life and acting as neighbourhood focal points where people gather, learn, socialize and access services. CS&F are an essential component of complete and liveable communities.

The CS&F priorities and conceptual locations for new CS&F for the Golden Mile area include:

- Revitalization and expansion of existing facilities and community agency spaces that serve the area;
- Revitalization and expansion of existing community centres that serve the area; including O'Connor Community Centre and Don Montgomery Community Centre and/or the potential provision of a new community recreation centre within the Golden Mile area. Community recreation provision will be evaluated on growth patterns, participation and program needs, or new opportunities that emerge;
- New child care facilities located near ECLRT stops and within future elementary schools;
- New school(s) within the Central District; and
- Development on parcels with existing on-site community service facilities should generally replace the total gross floor of the community service facility on site.

Mobility

A TMP has been completed to inform the draft Secondary Plan policies for Golden Mile and identifies the required transportation infrastructure to support the anticipated growth in the Golden Mile, focusing on improving access and balancing modes of transportation to ensure a range of travel choices and encourage sustainable travel behaviour.

Key components of the TMP have been incorporated into the draft Secondary Plan policies for Golden Mile, including:

- Implementing a fine-grained street network to expand the number of routes to and through the community, establishing important connections to surrounding neighbourhoods;
- Integrating pedestrian and cycling transportation infrastructure with improvements to the public realm, particularly around transit stops and intersections;
- Designing developments and civic infrastructure to ensure seamless mobility across all modes of transportation;
- Expanding, enhancing, and introducing new surface transit priority measures or potential future higher order transit in and around the Secondary Plan Area;
- Managing trip demand and travel behaviour through the implementation of travel demand management programs with development;
- Increasing the planned right-of-way widths to support the multi-modal transportation network and complete streets objectives; and
- The exact location, alignment and design of streets, potential mid-block pedestrian connections, and other transportation infrastructure will be refined through the development application review process, subsequent MCEA studies, where appropriate, or other implementation mechanisms at the discretion of the City.

Servicing

The draft servicing policies for the Golden Mile were informed by the MSP. The MSP will serve as a strategic document to support the draft Secondary Plan policies and will be utilized as a technical resource to assist in the review of development proposals in the Golden Mile area. New development will not exceed the capacity of municipal servicing infrastructure. Where infrastructure capacity is inadequate to support proposed and planned growth, upgrades and improvements to infrastructure will be required to provide adequate capacity.

The draft servicing policies for the Golden Mile include the following:

- Development will not exceed the capacity of existing municipal servicing infrastructure within the Golden Mile area, and any required improvements and/or upgrades will be coordinated and phased;
- Where infrastructure capacity is inadequate to support proposed and planned growth, development will be required to provide upgrades and/or improvements to municipal servicing infrastructure; and

- Upgrades and/or improvements to municipal servicing infrastructure may be secured in a Core Servicing Agreement in a form and content satisfactory to the City.

Implementation, Phasing & Monitoring

The draft Secondary Plan policies reflect the long-term Vision for the Golden Mile, which is anticipated to develop incrementally over 20+ years. As such, implementation, phasing and monitoring policies are key components to the longevity and adaptability of the Plan. Managing growth and monitoring its impact on the transportation, servicing, parkland, and CS&F systems are important elements in the growth management strategy necessary to implement the Vision for the Golden Mile.

Incremental growth via new development will need to be reviewed in the context of the available transportation network capacity until such time as the implementation of the transportation network is complete, including the ECLRT, north-south transit priority routes, and new and reconfigured streets as identified in the TMP.

The draft implementation, phasing and monitoring policies include the following:

- Development applications will demonstrate that there is adequate transportation, servicing, parkland and community infrastructure capacity within the broader Golden Mile area to accommodate the proposed level of intensification;
- The City will monitor development activity in the Golden Mile area on an-ongoing basis to evaluate the evolving needs of the area's population and inform the delivery of new and enhanced community services and facilities;
- The expansion of the street network into a finer grid of streets will occur incrementally with development through the direct construction and conveyance of new streets on development sites or contributions towards the acquisition of land and construction of transportation infrastructure off-site;
- Development will be sequenced to ensure appropriate infrastructure is available and a Holding ("H") provision may be placed on lands, where appropriate, for additional matters beyond those in the Official Plan; and
- Landowners are encouraged to enter into landowner agreements addressing their respective responsibilities regarding coordination, provision, financing, cost-sharing, front-ending and/or phasing of infrastructure.

Development Applications Under Appeal

There are currently nine development applications within the GMSP study area that are under review by City staff, of which the following three Official Plan Amendment applications are under appeal at the LPAT (under the former Ontario Municipal Board ("OMB") regulations):

- 1966-2050 Eglinton Avenue East and 50 Thermos Road (Application No. 15 258686 ESC 37 OZ);

- 1-70 Eglinton Square, 1431 and 1437 Victoria Park Avenue, 14-26 and 19-23 Engelhart Crescent, and 64-68 Harris Park Drive (Application No. 16 230579 ESC 35 OZ); and
- 1880-1890 Eglinton Avenue East and 1523-1545 Victoria Park Avenue (Application No. 16 269853 ESC 37 OZ).

The above-noted development applications that are under appeal are scheduled for their third Pre-Hearing Conferences at the LPAT on February 25 and 26, 2020. As part of the requirements for the Pre-Hearing Conferences, the LPAT has directed City staff to prepare a draft procedural order in consultation with representatives for the respective applicants. The procedural order is required to identify any outstanding issues to be resolved, which would include any issues of consistency with the emerging policy direction for the draft Secondary Plan policies for the Golden Mile.

A Request for Directions Report for each of the three applications that are under appeal will be considered by Scarborough Community Council at its meeting on January 8, 2020.

COMMENTS

The proposed land use, height and density policies for the Golden Mile would result in approximately 24,000 residential units, 43,000 residents and 19,000 jobs. The draft policies conform with the Growth Plan (2019) and would exceed the target of 160 people and jobs per hectare for each ECLRT stop.

The completion of Phase Three of the Study marks the conclusion of a detailed and thorough consultation process for the Golden Mile. The findings of the Study and the recommended policies would allow for greater density than what was envisioned through the Eglinton Connects Planning Study. The draft policies support the creation of a complete and liveable community in the Golden Mile that would benefit existing and future residents, workers and visitors.

Infrastructure Financing Strategy

Significant investment in City infrastructure and community facilities will be required to accommodate the substantial redevelopment proposed and anticipated for the Golden Mile area over the next 20+ years. It is anticipated that a preliminary infrastructure financing strategy and the Secondary Plan for Golden Mile will be reported to Council at the same time. However, due to the long-term nature of the plan, unpredictability of development applications, timing of the subsequent MCEA processes and studies, and current unavailability of the Province's Community Benefits Charge (through Bill 108), and impending changes to the Development Charges Act framework, the preliminary infrastructure financing strategy may be reported to Council at a later date, and follow the Secondary Plan.

The preliminary strategy, once adopted by Council, including the completion of the required MCEAs, where appropriate, will inform the final infrastructure financing strategy

that will address the costs and sources of funds in greater detail. The final strategy is intended to recommend a financial framework to phase-in infrastructure project elements associated with the GMSP into the City's Capital Plan and Operating Budget in an orderly and sustainable manner.

Both the preliminary and final infrastructure financing strategies will be developed with representatives from all key programs, such as: Transportation Services, Toronto Water, Parks Forestry and Recreation, Children's Services, Technical Services, Social Development, Finance and Administration, Corporate Finance, Financial Planning, City Planning, the City Manager's Office, the Toronto Transit Commission, and the Toronto Public Library.

City staff will continue to work with the divisions noted above to refine the order of magnitude costs to inform the preliminary strategy. The final strategy will be developed following Council's decision on the GMSP and the preliminary strategy, including the completion of subsequent MCEAs.

Next Steps

City Planning staff recommend that City Council request City Planning staff to invite comments on the draft and undertake stakeholder consultations on the draft Secondary Plan policies, and direct City Planning staff to bring forward the final Secondary Plan for the Golden Mile generally in accordance with the draft policies outlined in Attachment 3: Draft Secondary Plan Policies for Golden Mile, and to bring forward any required amendments to Schedules 1 and 2, and Maps 3 and 5 of the Official Plan.

City Planning staff also advises that staff are considering the potential delineation of the five (5) ECLRT stops within the Golden Mile Secondary Plan study area as Protected Major Transit Station Areas ("PMTSA") and are preparing the required documentation to be forwarded to the Minister of Municipal Affairs and Housing.

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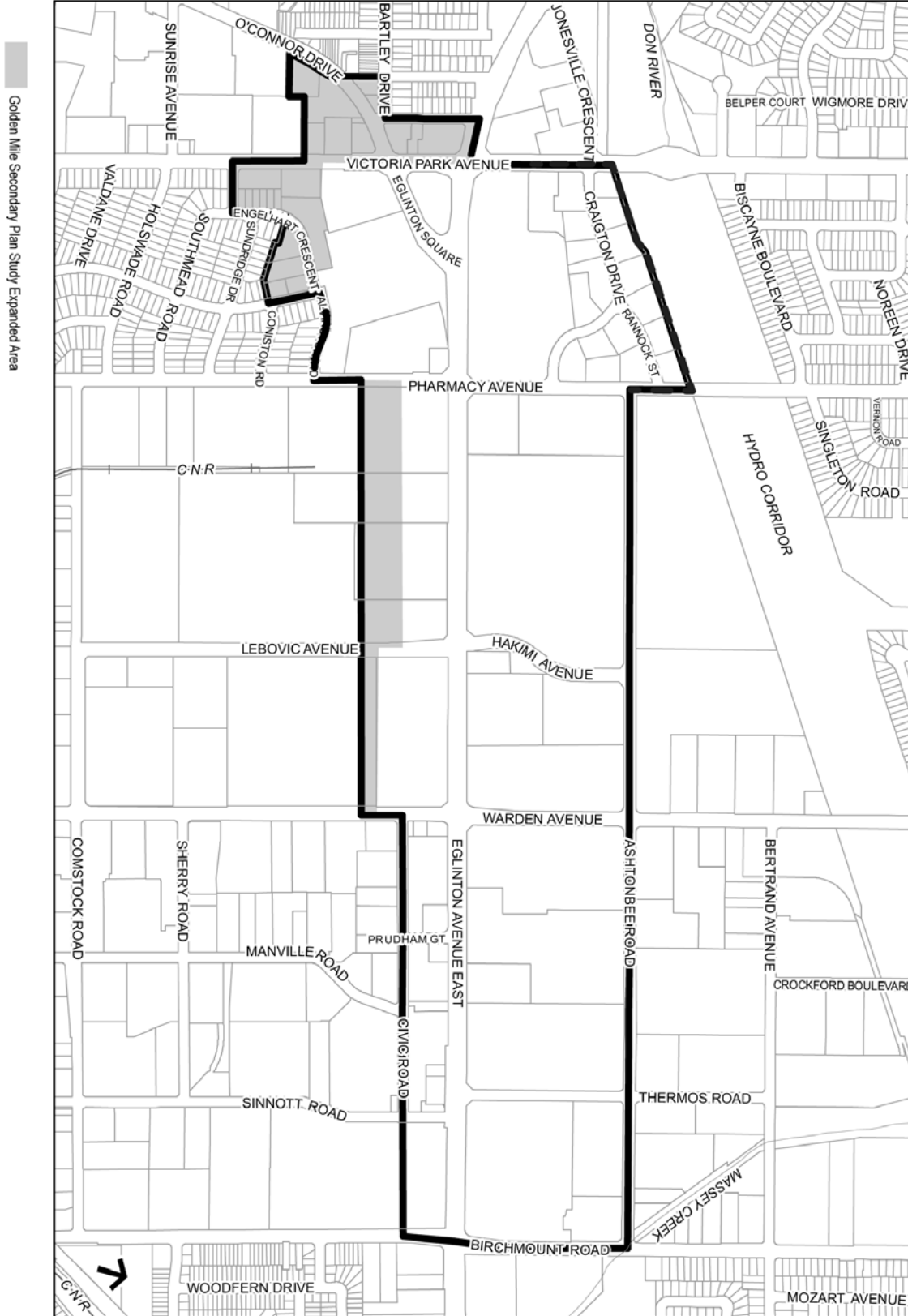
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Paul Zuliani, Director, RPP, MBA
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ATTACHMENTS

Attachment 1: Golden Mile Secondary Plan Study Area Boundary
Attachment 2: Golden Mile Secondary Plan Study Final Consultant's Report
- Executive Summary
Attachment 3: Draft Secondary Plan Policies for Golden Mile

Attachment 1: Golden Mile Secondary Plan Study Area Boundary



**Attachment 2: Golden Mile Secondary Plan Study Final Consultant's Report
- Executive Summary**

(Attached separately as a PDF)

Attachment 3: Draft Secondary Plan Policies for Golden Mile

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