

Midtown Infrastructure Implementation Strategies – Interim Report

Date: May 28, 2021

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning Division

Wards: Eglinton-Lawrence, Toronto-St. Paul's and Don Valley West

SUMMARY

This report provides an update on the progress to date on preparing the Council-directed Infrastructure Implementation Strategies for the Midtown area (the Yonge-Eglinton Secondary Plan area) for parks and public realm, community services and facilities, transportation and municipal servicing. Attachment 1 provides a brief summary of initiatives delivered to date and the ongoing work outlined in this report.

This report also recommends the adoption of the Eglinton Green Line Landscape and Public Realm Standards (Attachment 2), developed as part of the preparation of the Parks and Public Realm Implementation Strategy. The Public Realm Standards address the north section of Eglinton Avenue East between Yonge Street and Mount Pleasant Road and are focussed on the portion of the Green Line located on private property. The Public Realm Standards will be used to inform the design of the setback located on private property, and the implementation of the Eglinton Green Line through the development review process.

RECOMMENDATIONS

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

1. City Council adopt the Eglinton Green Line Landscape and Public Realm Standards, included in Attachment 2, and direct City Staff to utilize the Standards in assessing development applications and securing public realm improvements on Eglinton Avenue East between Yonge Street and Mount Pleasant Road.
2. City Council request the Chief Planner and Executive Director to report back in the second quarter of 2022 to the Planning and Housing Committee on the status of the Midtown Zoning Review and to the Infrastructure and Environment Committee on the status the Midtown Infrastructure Implementation Strategy.

FINANCIAL IMPACT

The City Planning Division confirms that there are no financial implications resulting from the recommendations included in the report in the current budget year or in future years.

EQUITY STATEMENT

The Yonge-Eglinton Secondary Plan and Midtown Infrastructure Implementation Strategy provide a holistic approach to managing growth and change in the area while considering potential impacts on equity-seeking groups and vulnerable residents of Toronto. The Secondary Plan provides a framework for establishing a complete community in Midtown that supports overall quality of life for people of all ages, abilities and incomes. This will be achieved through improved access to a range of mobility options, community service facilities, local stores, services and employment, housing including affordable housing, an attractive and vibrant public realm and publicly-accessible parks, open spaces and recreational facilities.

Guided by the Infrastructure Assessments and Strategies that supported the Secondary Plan OPA 405, the Midtown Infrastructure Implementation Strategy will provide a roadmap for securing key complete community elements as the neighbourhood evolves.

DECISION HISTORY

Midtown Infrastructure Implementation Strategies

At its July 23, 2018 meeting, City Council adopted OPA 405 pursuant to Section 26 of the *Planning Act*. As part of its decision on the final report associated with OPA 405, City Council also endorsed the Midtown Parks and Public Realm Plan and Community Services and Facilities Strategy, and directed City Staff to coordinate and prepare Infrastructure Implementation Strategies for parks and public realm, community services and facilities, transportation and municipal servicing. City Council requested an interim report on the Infrastructure Implementation Strategies that specifically addresses:

- Priority, near-term parkland acquisitions and improvements, identification of planning and financial tools to secure the new parkland and estimated costs
- The scope of work required for the decking feasibility studies for the open-cut subway trench and Davisville Yard and progress on advancing such studies
- An initial phasing plan for new child care spaces, estimated cost and approach for securing new child care centres and/or retrofitting existing facilities
- The projected capacity of new and/or improved surface transit priority route options and initial cost estimates and capital works required to implement the options; and
- Whether any of the required infrastructure identified are projects in the current 10-year Capital Plan and/or Development Charges Background Study and process for including new infrastructure projects

City Council also directed staff to undertake a zoning review of Midtown's 22 Character Areas, and apply holding provisions, where applicable, as part of the Midtown zoning review and/or the review of development applications.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG31.7>

Minister's Decision on OPA 405

On June 5, 2019, the Minister of Municipal Affairs and Housing issued [its decision](#) on the Midtown Official Plan Amendment (OPA 405). The [Official Plan Amendment](#), as modified by the Minister, is now in force. The decision retained policy directions associated with the provision of infrastructure, Public Realm Moves, the Midtown Mobility Network, and the need for Infrastructure Implementation Strategies.

City staff reported to City Council on the Minister's modifications to OPA 405 and the Downtown Official Plan Amendment (OPA 406) at its July 16, 2019 meeting. City Council directed staff to complete the Midtown Zoning Review in coordination with the City Planning Division's Midtown Multi-Modal Access Study and the Toronto Transit Commission's Surface Transit Operational Improvement Study as part of its decision on the report, and to expedite the Midtown Zoning Review.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.MM8.16>

Midtown Multi-Modal Access Study

Cycling

On July 17, 2019, Toronto City Council approved the Cycling Network Plan Update, which consists of a longer-term proposed network, as well as a detailed three-year rolling implementation program (2019-2021) to improve road work coordination, accountability and implementation. The Cycling Network Plan identified the need for a feasibility study of Avenue Road, Yonge Street and Mount Pleasant Road, the three key corridors that link Midtown and Downtown, to identify an optimal corridor(s) for dedicated (physically separated) cycling infrastructure. Further discussion is provided in the Comments section of this report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.IE6.11>

Surface Transit Prioritization

In 2018 the Transportation Services Division, City Planning Division and the Toronto Transit Commission (TTC) jointly initiated the Surface Transit Network Implementation Study (STNIS). The study aims to provide a roadmap of policies, governance, evaluation and prioritization along with an actionable implementation plan - the Surface Transit Network Plan (STNP) - for enhancing surface transit priority across Toronto. A number of reports address the status of this initiative:

- At its meeting of December 12, 2019, the TTC Board at its meeting adopted, as amended, Item 16 entitled "5-Year Service Plan & 10-Year Outlook".
[https://www.ttc.ca/About the TTC/Commission reports and information/Commission on meetings/2019/December 12/Reports/Attachment%201%20TTC 5 year SP web accessible R3.pdf](https://www.ttc.ca/About%20the%20TTC/Commission%20reports%20and%20information/Commission%20meetings/2019/December%2012/Reports/Attachment%201%20TTC%205%20year%20SP%20web%20accessible%20R3.pdf)

- At its meeting of July 14, 2020, the TTC Board adopted, as amended, Item 5 entitled "Bus Lane Implementation Plan" which presented the prioritization of five priority bus corridors, an accelerated integrated work plan and an implementation plan for Eglinton East.
https://www.ttc.ca/About_the_TTC/Commission_reports_and_information/Commission_on_meetings/2020/July_14/Reports/5_Bus_Lane_Implementation_Plan.pdf
- At its meeting of November 25, 2020, City Council adopted the Surface Transit Network Plan Update report and directed staff to use the draft Surface Transit Network Plan to consult with the public, and to prepare a consultation plan for Council's consideration in the first quarter of 2021.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EX18.1>
- At its meeting of April 7-8, 2021, City Council adopted the Surface Transit Network Plan – Consultation Plan Report and directed staff to report back to City Council on the outcome of the consultation and final Surface Transit Network Plan program in the fourth quarter of 2021.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.EX22.3>

Through this ongoing Surface Transit Network Plan work, staff will present the findings of preliminary studies of the Midtown corridors and gather input from the public to understand the needs of the community and develop an implementation plan in response.

Legislative Changes

Over the past few years the Province has continued to enact legislative reforms including:

- Bill 197 - replacement of Section 37 of the *Planning Act* with a new Community Benefits Charge (CBC);
- Revisions to Section 42 and 51 of the *Planning Act* with respect to the conveyance of land for parkland as part of development; and
- Revisions to the *Development Charges Act*.

City staff are advancing a work program to support the preparation of a development charges background study, development charges by-law, community benefits charge by-law, alternative parkland dedication rate study and by-law, and associated Official Plan amendment(s). The work program will assess the potential impacts of the new legislation on the delivery of community benefits, as the impact of the changes are not yet known; and will review the language in the secondary plan policies to make sure that it properly aligns with the new legislation and the City's implementation framework for the new Community Benefit Charge. Executive Committee will consider the work program at its meeting of June 11, 2021. Staff are targeting a report to Council for consideration in May 2022, with a new by-law framework to be in place by September 2022 with respect to these three financial tools.

COMMENTS

The Yonge-Eglinton Secondary Plan (OPA 405) area continues to be a focus for growth and new development activity within a complex, urbanized context. As of April 2021 there are 32 sites with development applications under review within the Character Areas of the Yonge-Eglinton Secondary Plan, of which 18 were received or resubmitted following the Provincial approval of the Secondary Plan through OPA 405 in June 2019. Cross-Divisional efforts to coordinate implementing zoning, public realm improvements and infrastructure strategies remain an ongoing priority to inform development application review and ensure that growth is appropriately managed.

Background

Policy 5.3.2.1 of the Official Plan recognizes the importance of detailed Council-adopted action-oriented plans, strategies and guidelines to implement the vision and policy directions of the Official Plan. The Official Plan identifies implementation strategies as critical to the City's success in managing growth as they assist in setting priorities over time and aligning corporate and community priorities. The in-progress Midtown Infrastructure Implementation Strategies, and the completion of the Eglinton Green Line Landscape and Public Realm Standards support the achievement of these objectives.

The Yonge-Eglinton Secondary Plan builds on the Official Plan's policy foundation for detailed plans, strategies and guidelines. The Secondary Plan recognizes that as the Midtown neighbourhood continues to grow and change, the provision of infrastructure needs to keep pace with growth (Policies 2.2 and 8.3). Policy 9.2 of the Secondary Plan likewise requires the preparation of Infrastructure Implementation Strategies to address the provision of infrastructure taking into account budgeting and program availability, and also requires the development of a monitoring framework to track the City's successes and potential for changing circumstances.

Implementation Strategies are being prepared for:

- the Council-endorsed Midtown Parks and Public Realm Plan;
- the Council-endorsed Midtown Community Services and Facilities Strategy;
- municipal servicing (water, wastewater and stormwater) capital upgrades in coordination with improvements required to the public street network; and
- local transportation-related infrastructure upgrades required to support continued growth and intensification in Midtown in coordination with the need for servicing upgrades.

The Implementation Strategies are in process. Aspects have been delayed in part due to the recent changes to the *Planning Act* and *Development Charges Act* and the potential impacts to the funding and implementation tools used to secure infrastructure improvements. City staff have been focussing on advancing more detailed analysis associated with Midtown's eleven Public Realm Moves, and the Parks and Open Space Network Plan. City staff are also actively securing parkland dedications and infrastructure through the development review process.

The Eglinton Green Line is one of the Public Realm Moves identified in the Yonge-Eglinton Secondary Plan. The Eglinton Green Line is envisioned as a significant, publicly accessible linear open green space with high-branching tree canopies and flexible open areas to allow for community gatherings, outdoor dining and public art. The Council-adopted OPA 405 and the associated previous detailed study identified a 12.0-metre landscaped setback along the north side of Eglinton Avenue West between Yonge Street and Mount Pleasant Road to realize the Public Realm Move. This setback has been secured as part of the recent approvals of a number of developments in the area.

Given the significance of this Public Realm Move and policy direction in the Secondary Plan to achieve a wide, continuous, consistent, high-quality pedestrian and landscaped open space along the north side of Eglinton Avenue West from Yonge Street to Mount Pleasant Road, City staff identified the need to develop more detailed landscape and urban design standards as part of the preparation of the Parks and Public Realm Implementation Strategy. The City retained a consultant team to advance the detailed standards to inform the review of Site Plan Control and other development applications.

Midtown Infrastructure Implementation Strategies Approach and Status Update

General Approach

The Midtown Infrastructure Implementation Strategies are focused on local area infrastructure rather than more city-serving infrastructure (e.g. Yonge Street). Their objectives are to:

- enable the City to be "CBC and DC ready" for the Yonge-Eglinton area and use the Strategies for the required Community Benefit Charge Strategy under the *Planning Act*;
- flag the infrastructure projects that will be delivered as part of development versus what is a City capital project or a combination thereof;
- ensure the coordination of infrastructure improvements;
- identify a phasing plan consisting of near-term priorities, a 10-year outlook and a long-term strategy for the infrastructure needed in the area;
- provide high-level order of magnitude costs for the infrastructure and a funding strategy based on the tools at the City's disposal, including the potential to use land owner agreements;
- support the identification of any holding provisions and approach (e.g. by Character Area or zone);
- develop a monitoring approach to monitor successes and flag emerging needs; and
- provide direction (guidelines and/or standards) for improvements to be secured through the redevelopment of sites particularly as it relates to Midtown's Public Realm Moves.

The Infrastructure Assessments prepared in support of the Yonge-Eglinton Secondary Plan reviewed the public realm, park, community facility, transportation and municipal servicing needs in Midtown to support growth using population and employment estimates for the area. The population and employment estimates used were generally

based on building heights and anticipated development intensity generated through the staff recommended OPA 405 and active applications at the time. Population and employment growth from 2016 to 2051 was estimated as follows:

- Yonge-Eglinton Centre: from 19,000 residents to approximately 49,000 residents;
- Yonge-Eglinton Centre: from approximately 18,000 employees to approximately 23,000 employees;
- Secondary Plan area: from over 62,000 residents to approximately 123,000 residents;
- Secondary Plan area: from approximately 34,000 employees to approximately 45,000 employees.

With the Minister of Municipal Affairs and Housing's decision on OPA 405 and modifications to various policies, there is the potential need for additional infrastructure in the area than was previously identified. As a result, the Midtown Infrastructure Implementation Strategy is also being used to assess whether additional infrastructure needs are required to support the potential additional growth.

Public Realm Update

The Parks and Public Realm Implementation Strategy will provide an outline of processes, directions, recommendations and standards that are relevant and applicable to the implementation of public realm improvements in the Midtown area. This Strategy will be used when proposing new developments, updating major infrastructure, undertaking street and public realm improvements and securing parkland. The final document will include conceptual diagrams illustrating final and, in some cases, an interim condition for each public realm move and recommendations relating to priorities, responsibilities, phasing and funding.

As part of the development review process, improvements to the public realm have already been secured along Broadway Avenue and Roehampton Avenue for the future Park Street Loop. Additionally, City Planning staff have been coordinating with other City Divisions regarding the potential for future streetscape improvements to be aligned with scheduled infrastructure upgrades.

New Parks and Improvements to Existing Parks Update

The implementation of the Midtown Parks and Public Realm (PPR) Plan includes the ongoing expansion and improvement of Midtown's parks and open space network, in accordance with the direction set by the PPR Plan and OPA 405. In particular, implementation efforts are focused on improvements to existing parks, the securing of parkland through development both on- and off-site, and exploring transformative opportunities for City-owned assets.

Improvements to area parks have also been recently completed, such as in June Rowlands Park and Kay Gardner Beltline Park. Other capital projects are planned in the area in the near term including in Eglinton Park, as informed by the recent Eglinton Park Master Plan. City Planning staff also started the process to redesignate part of 20

Castlefield Avenue and 567 Duplex Avenue to *Parks and Open Space* for the redevelopment of the current parking lot to be reconfigured as a City park.

City staff are continually working to secure parkland both as part of the development review process and through City-initiated acquisitions. Examples include recently secured parkland at 40-44, 66, 100 and 174-180 Broadway Avenue, 55 Erskine Avenue, 174 Soudan Avenue and Cudmore Creek Park at 250 Manor Road East. Staff are in the process of securing additional parkland dedications and acquisitions that will be publicized when agreements have been finalized.

The Parks and Public Realm Implementation Strategy will include recommendations related to the scope, priority, timing and funding of future parkland acquisition and improvement projects. Staff have developed criteria to prioritize where and when parkland acquisition and improvement funds should be allocated. As part of this process, staff have created smaller geographic areas called Park Districts that consist of a local network of parks, streets and other open spaces centered on one or more significant community parks that serve the surrounding neighbourhoods. The priority of each Park District in terms of acquisitions and improvements has been assessed with consideration to parkland provision per person, walkability, climate resilience, demographics, equity, condition of existing parks, and alignment with the implementation of the Council-approved Parks and Recreation Facilities Master Plan. The Park Districts and priorities will be subject to review with stakeholders as part of ongoing consultation on the Midtown Implementation Strategies.

The prioritization criteria help to identify a sequence of priority projects that will guide acquisition initiatives and capital projects over the next 25 years. Parkland dedication secured through development will also be directed to further the acquisition priorities and complement City-led acquisitions.

Community Services and Facilities Update

The Midtown Community Services and Facilities (CS&F) Strategy was endorsed by Council with the adoption of OPA 405 in July 2018. The Strategy identified space and facility needs, and set out priorities and key directions to support growth for five CS&F sectors (Recreation, Child Care, Library, Public Schools and Human Services). The Strategy was based on extensive consultation with various City Divisions and public agencies, existing service standards and capital planning exercises, and estimated growth as anticipated in the staff recommended Yonge-Eglinton Secondary Plan.

a) Child Care

Based on the City's current service delivery model the Strategy identified the need for between 930 and 1,390 new child care spaces to support anticipated growth through 2041. This equates to approximately three to five new facilities every five years over the next 25 years. Since endorsement of the Strategy, 170 net new child care spaces have been secured or constructed in Midtown in the form of two new and one replacement child care centre. Through the development review process staff are continuing to identify opportunities for additional child care facilities on a site-by-site basis.

b) Toronto Public Library

Improvements to the Northern District Library and Mount Pleasant Neighbourhood Library were identified as a key priority to ensure that library capacity in Midtown keeps pace with growth. In 2019, Toronto Public Library (TPL) identified both facilities as branch expansion projects in their Facilities Master Plan. In 2021, TPL will be advancing public realm improvements and begin scoping interior upgrades and renovations at Northern District Library. The Board also recently completed the design for interior renovations at Mount Pleasant Library that will expand available public space within the existing building. This work is scheduled to commence this spring.

c) Community Recreation

The CS&F Strategy acknowledged high demand for recreation facilities in Midtown and identified that additional recreation facilities will be required to service growth and maintain the City's service delivery standards over the long-term. Advancing the design and development of the Davisville Community Aquatic and Recreation Centre was recognized as a key priority to meet near-term growth related demand. In October 2019, City Council adopted the Parks and Recreation Facilities Master Plan Implementation Strategy 2019-2038, and identified this project as an important growth-related project. The facility is currently in design with an estimated construction start date of 2022.

In addition, Parks, Forestry and Recreation (PFR) recently completed state of good repair and interior renovations at North Toronto Memorial Community Centre, where there are also plans to rehabilitate the existing arena in the near-term. Given the magnitude of future growth anticipated for Midtown, the CS&F Strategy identified the need to monitor Midtown recreation facility needs with the release of the next census as part of PFR's Facilities Master Plan five-year review. It calls for this process to explore the future retrofit and/or expansion of the North Toronto Memorial Community Centre to help meet growth-related needs over the long-term.

d) Schools

The CS&F Strategy recognized ongoing accommodation issues faced by the Toronto District School Board (TDSB) and Toronto Catholic District School Board (TCDSB) at the elementary level. Specifically, the TDSB identified the need for an additional 800 pupil spaces, or a new elementary school, to serve the estimated population of the Council-adopted Secondary Plan. The TCDSB indicated it will be looking at opportunities to expand capacity to serve the area through long-term accommodation planning, including the potential replacement options for St. Monica's elementary school.

In August 2020, the Province approved funding to expand a previously-approved addition to Hodgson MS (276 pupil spaces) for a net increase of 472 pupil spaces. However, the TDSB's request to the Province to increase the planned replacement school at Davisville Jr PS by an additional 118 pupil spaces has not yet received funding.

The TDSB's Long Term Program and Accommodation Strategy 2020-2029 (LTPAS) released in November 2020, indicates that the Board will resume Phase 2 of its Yonge-Eglinton Program Area Review in 2020-2021. This work will focus on options to balance enrollment within local elementary schools and TDSB properties in and around Midtown. The third phase of this Review will consider longer-term accommodation pressures that would allow for alignment with the findings of its Secondary Program Review in the area. The LTPAS also indicates opportunities to secure space for up to 800 elementary pupil spaces within the Yonge-Eglinton area as a capital priority project.

At its meeting of March 8, 2021, the CreateTO Board of Directors considered a report on the Midtown Toronto Storm Sewer Relief Project – Strategic Partnership to Advance City Building with the Toronto District School Board. The Board directed staff to advance the City's acquisition of Memorial Park, and explore opportunities for the TDSB to align a major capital project to serve the area. The Board also directed staff to review publicly owned property in the vicinity of Memorial Park which could be leveraged to maximize city-building opportunities in the adjacent neighbourhoods.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.RA21.1>

In the Yonge and Eglinton area, there are a number of such sites that could support the Midtown Infrastructure Implementation Strategies to ensure that capacity not only keeps pace with development but also supports quality of life in Midtown. These sites include Police Division 53; Northern District Library/Stanley Knowles Complex; Fire Hall 134; Anne Johnston Health Centre; TPA/future park site at 20 Castlefield Avenue; and Canada Square. As the report states, the potential partnership between the City of Toronto and the TDSB demonstrates the continued evolution of both organizations toward a collaborative approach to the activation of public property.

As work continues on the Midtown Infrastructure Implementation Strategies, staff will engage with both school boards to provide updates on the anticipated growth to inform their ongoing accommodation planning work.

e) Human Services

The Midtown CS&F Strategy identified a significant number of human service and community agencies operating in Midtown and several agencies occupying City-owned spaces or holding leases through the City. These agencies benefit from the transportation connections and relative affordability of office spaces in Midtown. In November 2019, Council adopted a Zoning By-law Amendment for 140 Merton Street as part of the City's Housing Now Initiative. As part of the redevelopment, approximately 2,150 square metres of community space was secured to replace and expand the on-site community agency space.

Staff continue to identify and pursue opportunities to secure new affordable and accessible spaces to maintain important human and community services and programs in Midtown through the development review process and redevelopment of City-owned lands.

Local Transportation and Municipal Servicing Update

Infrastructure assessments for transportation and watermain and sewer servicing were completed in 2018 to understand the potential capital upgrades required to support continued growth in the area consistent with the staff-recommended Secondary Plan. As the Provincially-approved Plan (OPA 405) creates the potential for additional building heights in the area, staff are re-evaluating population and employment growth estimates to determine whether updates to the assessments may be required. These changes may result in reprioritization of various infrastructure projects or particular areas identified in both assessments.

The Yonge-Eglinton Secondary Plan identifies existing and potential local streets, laneways, midblock connections and multi-use trails to expand the Midtown mobility network. The laneway network is primarily adjacent to Major Streets and includes extensions to existing laneway systems in the Midtown Villages. Laneways enable vehicular and servicing access at the rear of buildings to reduce the need for driveways directly on Major Streets, reducing conflicts with pedestrians and cyclists. Since the adoption of OPA 405, several development applications have been received on sites where an opportunity to contribute to the system of new laneways has been identified. Staff continue to pursue these connections in discussion with applicants.

The Municipal Servicing Assessment completed in 2018 assessed the existing conditions of Midtown's network of watermains and sewers using flow-monitoring analysis and hydraulic models, as well as the City's Design Criteria for Sewers and Watermains and the Wet Weather Flow Management Guidelines. It also assessed the future capacity of the watermains and sewers using the long-term population and employment estimates to understand the potential capital upgrades required to support continued growth in the area. The assessment found that capital upgrades to sewers, watermains and associated infrastructure are required both in the near and longer terms. The timing of the upgrades will be determined as part of the municipal servicing implementation strategy and will be coordinated with other capital upgrades needed in the area, such as road reconstruction. Each individual development application will continue to be reviewed to determine whether a specific upgrade is required to accommodate the development as needs vary throughout the area.

The Midtown Infrastructure Implementation Strategies present opportunities to identify priorities not currently included, fully or partially, within the approved 10-year Capital Plans and the service plans of operational divisions involved. These priorities can also inform the background reports to support updates to the development charges by-law. The strategies will link capacity improvements or upgrades with growth and ensure necessary capital projects are incorporated in future capital planning. Opportunities for alignment of projects will be identified to ensure coordination and synchronization of capital investments across divisions and agencies.

Transportation Network

At its meeting of April 7, 2021, in adopting Item IE20.12, City Council requested staff to collaborate on this update report to include how the ActiveTO Midtown Yonge Complete Street Pilot may inform other local transportation aspects, such as potential Bus Rapid Transit Routes to relieve subway over-crowding.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.IE20.12>

As identified in the City Council-adopted 2019 Cycling Network Plan, Transportation Services was preparing to undertake a corridor comparison analysis of the three parallel Midtown corridors in 2021. On October 21, 2020 City Council requested, through IE15.11, that the study include a review of the feasibility of delivering a complete street pilot in 2021 as part of the ActiveTO program and COVID-19 pandemic response.

A comparison analysis of Avenue Road, Yonge Street, and Mount Pleasant Avenue between Bloor Street and Lawrence Avenue, evaluated the corridors across five categories of indicators for potential benefits and impacts of implementing a bikeway and other complete street features along each corridor. The indicators included context and role of the corridor in the transportation network road user safety, business benefits, curb lane potential, cycling connectivity and impact.

While there are similar benefits and impacts of a complete streets implementation on each of the corridors, the evaluation found that Yonge Street presented the strongest benefits and least impacts across several factors.

After the comparison analysis was complete, Transportation Services received authority from City Council to consult, design and implement a complete streets pilot on Yonge Street between Bloor Street and Davisville Avenue (IE20.12). Through the design process, the right-of-way design is being developed and refined based on stakeholder input and ongoing traffic and safety analysis. Staff continues to work with the TTC to ensure the proposed design accommodates TTC bus stops, minimizes the impact to transit, and improves the street environment for transit users. Wheel-Trans and accessibility needs are also key considerations in the proposed design. The design will be monitored and iterated over time, including throughout the pilot period (post-installation). Staff anticipate reporting back to Council in Q1 2022.

Transportation Services will continue to consider changes to all three key Midtown corridors to accommodate the growth and the evolving transportation needs. In 2021, Transportation Services is anticipating launching a safety review on Avenue Road, as directed in TE19.49.

The TTC is currently implementing Line 1 signal upgrades and has advanced the Bloor-Yonge Platform Expansion Project to 30% design. The City is also currently reviewing the implications of the Provincial transit network improvement projects, and this includes the Yonge Subway capacity. The Provincial projects include the Ontario Line, the Scarborough Subway extension, the Yonge North Subway Extension and the Eglinton West LRT Extension.

The Eglinton Crosstown LRT project is continuing through its construction phase. Major technical engineering issues have been encountered in constructing the station at Yonge and Eglinton, resulting in project delays. Other stations are proceeding toward completion in 2022, at which time finishing work including streetscaping and installation of portions of the Eglinton cycle track will be completed.

Davisville Yard and McBrien Site Study

In October 2019, City Council unanimously adopted the staff report ModernTO: City-Wide Real Estate Strategy and Office Portfolio Optimization, setting out a plan for CreateTO to optimize the City-wide office portfolio and unlock certain City-owned properties for city-building opportunities and redevelopment.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX9.2>

One of the sites being unlocked is the William McBrien Building at 1900 Yonge Street, at Davisville Avenue (“the McBrien Site”), identified as having potential cultural heritage value. The McBrien Site contains the TTC’s head offices and is adjacent to the TTC’s Davisville Yard, an active facility that includes Davisville Station. The McBrien Site is identified in the Yonge-Eglinton Secondary Plan as a potential mixed-use office district with a new signature park. To achieve this, Council directed CreateTO and City Planning staff to undertake a comprehensive study for potential decking and redevelopment, evaluating technical and financial feasibility while prioritizing office space, mid-block connections and parkland, and considering other public priorities such as conservation and adaptive re-use of significant heritage resources, affordable housing and community service facilities.

While the ModernTO work program has been impacted due to shifting priorities to address the COVID-19 response, the Davisville Yard study is expected to commence later this year. CreateTO will lead the consultant procurement and study processes in collaboration with City Planning, TTC, PFR and other City Divisions.

Midtown Zoning Review

Staff are advancing the development of an updated area-wide zoning by-law for the Yonge-Eglinton area to reflect and provide clarity on the growth anticipated through the Provincially-approved Secondary Plan. A consultant-led study is underway to review appropriate built form standards that respond to area characteristics and height guidance in the Secondary Plan policies, while considering site-specific conditions. Further consultation on recommended built form will inform the zoning regulations, while ongoing re-assessment of required infrastructure upgrades will help determine the use of holding provisions to manage growth.

Eglinton Green Line Landscape and Public Realm Standards

To support one of the first Public Realm Moves, City Planning has developed the Eglinton Green Line Landscape and Public Realm Standards (“the Eglinton Green Line Standards”), which provide direction for high quality design of the secured 12.0 metre setback including a tree planting strategy to create a continuous, seamless, publicly-accessible open space, fully integrated with future Eglinton Connects. The Standards are provided in Attachment 2 of this report.

The purpose of the Eglinton Green Line Standards is to provide design and implementation direction to the development community, including architects, landscape architects, planners and developers, for projects on the north side of Eglinton Avenue East between Yonge Street and Mount Pleasant Road.

Provincial Policies and Plans

The Provincial Policy Statement, 2020 (PPS), which came into effect on May 1, 2020, provides policy direction on matters of provincial interest related to land use planning and development. Policy 1.5.1 speaks to promoting healthy and active communities by "planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity". The same policy calls for the planning and provision of a full range, and equitable distribution, of publicly accessible open spaces and linkages.

A Place to Grow: The Growth Plan for the Greater Golden Horseshoe, 2020 (the Growth Plan) provides a framework for managing growth in the Greater Golden Horseshoe. Policy 2.2.1.4 speaks to applying the policies of the Plan to support the achievement of complete communities that support social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes; and provide access to publicly-accessible open spaces, parks and trails, while creating a vibrant public realm. Additionally, Policy 4.2.5 encourages municipalities to develop a system of publicly-accessible parkland, open space, and trails that allows for a variety of programming opportunities.

Both the PPS and Growth Plan recognize the importance of climate change, low impact development, stormwater management and the benefits of vegetation and green infrastructure under policies 1.6.2, 1.6.6.7 and 1.8.1 in the PPS and 2.2.1.4, 3.2.7.1, 4.2.10.2 in the Growth Plan.

The Eglinton Green Line Standards support policy direction from the PPS and Growth Plan and recognize the importance of safe, green, publicly accessible open spaces that promote green infrastructure and minimize the impacts of climate change. The Standards speak directly to prioritizing trees, promoting diverse ecologies and creating a resilient and absorptive landscape, while providing specific details for tree species and arrangement, and soil volume strategies to support tree growth. Additionally, the Standards provide direction on special organization and materiality to support retail, provide opportunities for outdoor dining to achieve complete communities and vibrant streets.

Consultation and Outreach

The Eglinton Green Line Standards were developed with staff across multiple divisions and a consultant team. The City's core team was supported by a Technical Advisory Committee (TAC) including City Planning, Engineering Services, Urban Forestry, and Transportation Services. TAC members provided feedback regarding technical issues, as well as utilities access and location. The comments were incorporated into these final recommendations contained in this report.

Design Review Panel

The preliminary design for the Eglinton Green Line was presented to the City's Design Review Panel (DRP) in September 2018 and February 2020. The presentation in 2018 focused on three individual development applications along Eglinton Avenue East. General commentary from the DRP members in 2018 suggested the development of a

stronger overarching identity as one continuous space and to establish clear guidelines for the Eglinton Green Line. In 2019 the City hired a consultant to address the Panel's comments and to prepare Landscape and Public Realm Standards. City staff, together with the consultant team, presented Objectives, Vision and Design and Programming Standards to the DRP in 2020.

For the February 2020 meeting, the Panel showed full support for the study and bold conceptual ideas. Many members thought that the implementation of the project would provide great benefit to re-establishing the identity of such a key street and the neighbourhood.

Midtown Planning Group

In June 2020, City staff provided an update to the Midtown Planning Group (MPG), comprised of local resident and business stakeholders, on the overall Parks and Public Realm Implementation Strategy and presented progress visuals and design ideas for the Eglinton Green Line. Members of the group asked questions about programming of the setback space to ensure public use as well as materiality and maintenance. The MPG was generally in support of the design ideas and looked forward to seeing them gradually implemented.

Landowner Engagement

In January 2020, City staff held a meeting with the landowner and their engineering and design team for the existing applications along Eglinton Green Line. The landowner's team provided feedback on ensuring health and longevity of trees planted over a structural slab and location and access of proposed utilities to support green infrastructure. These comments have been taken into consideration.

Objectives

The Landscape and Public Realm Standards report lists objectives to support the vision established in the 2018 Midtown Parks and Public Realm Plan to create a connected, green, lush and resilient network of open spaces, establish long term green infrastructure practices, support commerce and celebrate vibrant street life. The Standards are intended to achieve the following objectives:

- Midtown Green Where We Need It Most
- Prioritize Great Trees
- Diverse Ecologies
- A Resilient and Absorptive Landscape
- Celebrate Four Seasons
- Viable Development Set in a Compelling Public Realm

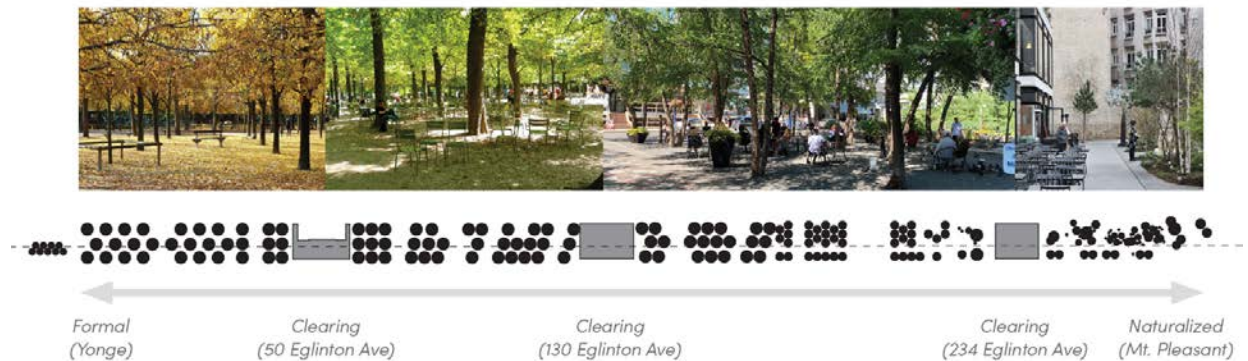
Vision

The experience of the Eglinton Green Line is expressed through four key elements: The Canopy, the Ground Plane, The Building Façade, and the Book Ends. They make up the spatial experience of the Eglinton Green Line and equip it for use in multiple ways.

Each presents a unique opportunity that – in tandem with others – can be designed to encourage vibrant public life along Midtown’s main avenue.

Design and Programming Standards

The Eglinton Green Line Standards provide clear direction for specific elements such as the overall spatial organization; tree arrangement and species; ground plane materials including paving and planting; type and placement of furniture, including lighting and vertical rigging system; and potential locations for public art.



The Standards will also provide direction on soil depth requirements to support full growing tree canopies, coordination opportunities for consolidated driveways to minimize curb cuts on Eglinton Avenue East and underground utility placement to allow for easy access by the utility companies and City Divisions, while minimizing impacts on major pedestrian circulation. Additionally, the Standards provide suggestions for potential programming opportunities to support commercial activity at grade.

Implementation

Planning and implementation of the Eglinton Green Line will occur through a range of development review processes, including Official Plan Amendments, Zoning By-law Amendments and Site Plan Control applications. City Planning will continue to engage other City Divisions for coordination through site-specific applications, as required.

The portion of the Eglinton Green Line Public Realm Move within private property (12 metre setback) will be realized as sites redevelop and the setback is secured. Improvements to Eglinton Avenue itself will occur through the implementation of Eglinton Connects. Metrolinx is implementing a portion of the Eglinton Connects improvements between Yonge Street and Holly Street as part of the construction of the Eglinton LRT. Transportation Services staff are developing an overall strategy for implementing the improvements for the balance of Eglinton Avenue. Where possible, City staff are securing improvements to Eglinton Avenue as part of Site Plan Control approvals.

This report recommends that City Council adopt the Eglinton Green Line Landscape and Public Realm Standards, and direct City staff to utilize the Standards in assessing

development applications and securing public realm improvements on Eglinton Avenue East between Yonge Street and Mount Pleasant Road.

Next Steps

City Planning, together with partner divisions and agencies, continue to advance the Midtown Infrastructure Implementation Strategies through a series of concurrent initiatives:

- ongoing concept design for the Public Realm Moves, for review and refinement with City Divisions and utilities to identify potential timing, funding and coordination opportunities;
- updating population and employment estimates and assumptions for infrastructure assessments to reflect Provincial modifications to OPA 405 and identify potential holding provisions for new development;
- advancing the Yonge-Eglinton Built Form Study to inform the implementing zoning by-law; and
- coordinating with Community Planning in the review of current development applications to implement the policy directions of the Yonge-Eglinton Secondary Plan.

Staff are targeting Q4 2021 to report on a draft zoning by-law for consultation. The final recommended Midtown Infrastructure Implementation Strategies and area-wide zoning by-law are anticipated to be completed in Q2 2022.

CONTACT

Melanie Melnyk, Project Manager, Strategic Initiatives, Policy & Analysis, City Planning Division, 416-392-4524, Melanie.Melnyk@toronto.ca

SIGNATURE

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

ATTACHMENTS

Attachment 1: Summary - Midtown Infrastructure Implementation Strategies Updates
Attachment 2: Eglinton Green Line Landscape and Public Realm Standards

Attachment 1: Summary - Midtown Infrastructure Implementation Strategies Updates

Table 1: Summary - Midtown Infrastructure Implementation Strategies Updates

Component	Delivered	Ongoing / Anticipated Timing
Community Recreation	√ North Toronto Memorial CC SOGR/interior renovations	+ Davisville Aquatic Centre in design phase (construction scheduled to start 2022)
Community Services & Facilities	√ 170 net new child care spaces √ Community space through 140 Merton application	+ Northern District Library – scoping interior upgrades and renovations (2021) + Mount Pleasant Library – interior design renovations (Spring 2021)
Cycling	√ Review of key corridors linking Midtown and Downtown for dedicated cycling infrastructure	+ ActiveTO Pilot on Yonge - Davisville to Bloor (installation scheduled to start June 2021)
Parks	√ Improvements to June Rowlands Park and Kay Gardner Beltline Park √ Parkland acquisition at 40-44, 66, 100, 174-180 Broadway Ave; 55 Erskine Ave; 174 Soudan Ave; Cudmore Creek Park	+ Ongoing parkland acquisition + Planned capital projects including Eglinton Park + Redesignation of Castlefield/ Duplex parking lot to Parks and Open Space
Public Realm	√ Eglinton Green Line Landscape & Public Realm Standards √ Park Street Loop improvements secured	+ Concept designs for Public Realm Moves (Q2-Q3 2021)
Schools		+ TCDSB reviewing long-term accommodation planning + TDSB resuming Phase 2 of Program Area Review (2020-21)
Transit	√ Bloor-Yonge Platform Expansion at 30% design √ Line 1 signal upgrades (in progress)	+ Surface Transit Prioritization Consultation (Spring 2021; report Q4 2021) + Review of transit expansion projected benefits
Zoning By-law	√ Consultant work on potential development scenarios	+ Consultation on draft by-law (Q4 2021) + Final recommended by-law (Q2 2022)