

# Lake Shore Boulevard West Avenue Study – Status Report

Date: September 4, 2024

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Ward: Ward 3 – Etobicoke-Lakeshore

**Planning Application Number:** 24 131323 WPS 00 TM

## SUMMARY

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This report provides a status update on the Lake Shore Boulevard West Avenue Study and summarizes the progress of the study to date and the next steps.

The purpose of the study is to develop new by-laws and built form policies that relate to density, height, and other considerations for this *Avenue* between Brown's Line and Dwight Avenue.

A report with final recommendations is targeted for the second quarter of 2025 with a recommended Site and Area Specific Policy, Zoning By-law, and Urban Design and Streetscape Guidelines.

## RECOMMENDATIONS

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The Director, Community Planning, Etobicoke York District recommends that:

1. The Etobicoke York Community Council receive this report for information.

## FINANCIAL IMPACT

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

## EQUITY STATEMENT

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The Lake Shore Boulevard West Avenue Study provides a holistic approach to managing growth and change in the area, while considering potential impacts on equity-seeking groups and vulnerable residents. The study will provide a framework for establishing a complete community that supports overall quality of life for people of all ages, abilities, and incomes. This will be achieved through encouraging a range of housing options and creating an accessible and vibrant public realm.

In the development of an updated Site and Area Specific Policy ("SASP"), Zoning By-law, and urban design guidelines, the objective is to support complete and inclusive

communities. To this end, input from diverse individuals and groups in the development of the recommendations is important. Staff are making efforts to involve diverse voices through the consultation practices being used as outlined in this report.

## **DECISION HISTORY**

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### **Central/Western Lakeshore Area Secondary Planning Study**

The former City of Etobicoke completed the Central/Western Lakeshore Area Secondary Planning Study, which resulted in a Secondary Plan within the City of Etobicoke Official Plan in 1993. In the Central/Western Lakeshore Area Secondary Plan, the core study boundary was identified as a sub-area referred to as the Lake Shore Boulevard Commercial-Residential Corridor and many of the policies were carried forward into the consolidated Toronto Official Plan as SASP 21. The area in the current study that is identified as “Area Subject to Future Precinct Plan” on Attachment 1 was identified as the Long Branch Mixed-Use Area in the Secondary Plan, which carried forward into the consolidated Toronto Official Plan as SASP 23.

Most of the lands within the Lake Shore Boulevard Commercial-Residential Corridor were designated Commercial/Residential Strip and had a permission for a maximum height of four storeys at the build-to line. In areas to be developed with increased height (six storeys), the extra height was required to be stepped back from the street. Additional performance standards included a continuous building frontage for at least 70% of each block, net density not to exceed 2.5 times the area of the lot, and a 45-degree angular plane requirement from the rear lot line.

### **Avenues Study Implementation Report for Lake Shore Boulevard West – Long Branch**

In December 2004, City Council adopted an amendment to the Central/Western Lakeshore Area Secondary Plan to implement recommendations from the Avenues Study Implementation Report for Lake Shore Boulevard West – Long Branch. This OPA applied to lands along Lake Shore Boulevard West from Forty Second Street to Twenty Second Street in the Long Branch area, inclusive of the SASP 23 boundary.

Recommendations that came from this study in 2004 were to ensure redevelopment supported policies of the Official Plan and conformed to the existing SASP 21, which covered the entire *Avenue*.

This OPA established a new minimum height requirement of two storeys (7.5 metres) and changed the maximum building height from four to six storeys (20 metres). For lots having depths greater than 35 metres, additional height and density may be considered subject to a review on a site-by-site basis. Such recommendations reinforced built form policies of building heights that were no more than four to six storeys, unless lots were 35 metres deep or greater, a maximum net density of 3.0 times the area of the lot for non-residential and residential gross floor area. Through this study, By-law 1055-2004 under the Etobicoke Zoning Code was introduced and is still in effect today. Other recommendations encouraged better use of the public realm through redevelopment, and a priority was established that planning will not be based on the long-term accommodation of angled parking.

## **Lake Shore Boulevard West Corridor Review**

On January 29, 2024, the 2024 City Planning Division – Study Work Program Update was adopted by the Planning and Housing Committee ([PH9.6](#)), which included the Lake Shore Boulevard West Corridor Review. As part of the work program, City Planning and Development Review staff will study the Lake Shore Boulevard West Avenue, with a primary focus on built form policies and public realm improvements within the SASP 21 area.

## **ALIGNED INITIATIVES**

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### **Housing Action Plan: Avenues Policy Review**

On February 28, 2024, the Planning and Housing Committee adopted item [PH10.3](#) - Housing Action Plan: Avenues Policy Review – Proposals Report, with amendments. As part of the Housing Action Plan Work Plan, the Avenues Policy Review examines opportunities to enable more housing by looking at four areas of focus: update the vision and policy direction for how *Avenues* will develop, extend, and potentially introduce new *Avenues*, explore opportunities to streamline study requirements for new development along *Avenues*, and consider opportunities to create areas of transition between *Avenues and Neighbourhoods* to enable more housing.

### **Housing Action Plan: As-of-Right Zoning for Mid-rise Buildings on Avenues and Updated Rear Transition Performance Standards**

On June 13, 2024, the Planning and Housing Committee adopted item [PH13.4](#) - Housing Action Plan: As-of-Right Zoning for Mid-Rise Buildings on Avenues and Updated Rear Transition Performance Standards – Proposals Report, with amendments. City staff are to continue consultation with stakeholders and the public on the proposed draft zoning and will report back with final recommendations in the third quarter of 2024. Further, City staff are to incorporate the updated Rear Transition Performance Standards 5A and 5B for Mid-rise Buildings in the draft consolidated Mid-Rise Building Urban Design Guidelines in the fourth quarter of 2024.

## **STUDY AREA AND CONTEXT**

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City Council directed City Planning staff to conduct a corridor review of Lake Shore Boulevard West. City Planning staff have identified the need for an Avenue Study for lands that generally align with the boundary extents of SASP Number 21 between Long Branch GO Transit Station and Dwight Avenue.

The core study area focuses on lots within SASP 21 that front onto Lake Shore Boulevard West with potential for intensification through as-of-right mid-rise buildings between Brown's Line and Dwight Avenue. SASP 23 is on the north side of Lake Shore Boulevard West from Brown's Line to east of Thirty-Third Street, relating to a Transit Mobility Hub, public roads, and up to 2,200 housing units. SASP 23 has been identified as an area that will be subject to a future study. See Attachment 1 for a map of the Study Area.

SASPs 9 and 22 also include lots that front onto this portion of Lake Shore Boulevard West, however, they are excluded from this study as those site-specific policies apply to

recent developments or institutional uses. Please see Attachment 4 for a map of the Site and Area Specific Policies.

The study area is approximately four kilometres in length and includes *Mixed Use Areas* and *Apartment Neighbourhoods*. There are two Business Improvement Areas (BIAs) along this corridor. Long Branch BIA is in the western portion of the study area from Long Branch Avenue to Twenty Third Street. Lakeshore Village BIA is in the eastern portion from Thirteenth Street to Dwight Avenue. In between the two BIAs is a segment that fronts onto Humber College south campus.

The majority of the study area is occupied by two- to three-storey commercial buildings with angled or parallel on-street parking, there are also some newer townhouses and a few six- to eight-storey residential buildings along the corridor. There is an established rear laneway network along the eastern portion of the corridor, east of Twelfth Street.

The planned right-of-way width west of Kipling Avenue is 36 metres and east of Kipling Avenue is 27 metres. Painted bicycle lanes exist along the western portion of the study area, however, the 1.5-metre width is sub-standard and does not continue along the entire corridor. Additionally, the study area is served by the Toronto Transit Commission (TTC) bus network and the 508 Lake Shore TTC streetcar that operates from Long Branch GO Transit station to the Broadview Station.

## **POLICY CONTEXT**

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### **Provincial Land-use Policies**

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement (2020) ("PPS"), and shall conform to applicable Provincial plans, including A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) ("Growth Plan").

### **Official Plan Policies and Planning Studies**

The Official Plan Urban Structure Map 2 identifies the study area along Lake Shore Boulevard West as an *Avenue* (see Attachment 2 for the Avenues Map). The land use designation for majority of the lands within the study area is *Mixed Use Areas*. With a few areas designated *Apartment Neighbourhoods*. See Attachment 3 of this report for the Land Use Map.

Section 2.2.3 of the Official Plan provides a framework to guide the preparation of *Avenue* studies.

The Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making. The Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

## Major Transit Station Area

The Growth Plan (2020), as amended, contains policies pertaining to population and employment densities that should be planned for in major transit station areas (“MTSAs”) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500- to 800-metre radius of a transit station, representing about a 10-minute walk.

On July 19, 2022, City Council amended and adopted Official Plan Amendment (“OPA”) 570 (By-law 889-2022), which created SASPs for 57 new Protected Major Transit Station Areas (“PMTSA”), including SASP 646 for Long Branch Station. The SASP indicates that Long Branch Station is planned for a minimum population and employment target of 150 residents and jobs per hectare. The lots that front onto Lake Shore Boulevard West also have with a minimum density of 1.5 times the area of the lot. OPA 570 is currently awaiting approval by the Minister of Municipal Affairs and Housing. See Attachment 5 for the boundary of the PMTSA.

## Zoning By-law

The sites within the study area west of Twenty Third Street are subject to By-law 1055-2004 under the former City of Etobicoke Zoning Code. This by-law permits buildings with a maximum height up to six storeys (20 metres) to fit within a 45-degree angular plane measured from any lot line of an adjacent low-scale residential property or public open space.. All vehicular access shall be restricted to the flanking street or laneway, where possible.

The sites within the study area located east of Twenty Third Street are mostly subject to the city-wide Zoning By-law 569-2013. These sites are mostly designated Commercial Residential (CR) with a height permission of up to 14 metres and maximum floor space index of three times the lot area. The sites are also mostly subject to Development Standard Set 2 (SS2) which applies to *Avenues* with street-related non-residential uses within a mid-rise built form that is subject to 45-degree angular planes.

## Development Activity

Compared to other *Avenues* with access to higher-order-transit, this segment of Lake Shore Boulevard West has seen a low amount of development activity throughout the previous decades since the 2004 Avenue Study recommendations were adopted.

Historically, development applications have been in the form of three- to four-storey townhouse blocks, one of which was implemented by SASP 9. Further, more recent three- to four-storey mixed use townhouse development has occurred within the SASP 23 lands. Both SASP 9 and SASP 23 can be found on Attachment 4.

More recent development application approvals sought increases to the height limit along the *Avenue* and increases to the permitted densities and projections into rear angular planes to the *Neighbourhoods*.

In recent years, City Council approved two six-storey mixed-use buildings fronting the *Avenue*, including 3471 Lake shore Boulevard West Zoning By-law Amendment, and

3353-3359 Lake Shore Boulevard West Official Plan Amendment and Zoning By-law Amendment.

One development application remains active across the entire *Avenue* at 3807-3815 Lake Shore Boulevard West for a 11-storey mid-rise mixed-use building. One development application is dormant with an outstanding appeal at the Ontario Land Tribunal ("OLT") for a five-storey mixed-use building at 3418 Lake Shore Boulevard West. Another dormant development application recently had their appeal closed by the OLT which proposed a nine-storey mixed-use building at 2950 and 2970 Lake Shore Boulevard West.

## **LAKE SHORE BOULEVARD WEST AVENUE STUDY DETAILS**

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### **Reasons for the Study**

City Planning and Development Review staff are undertaking the Lake Shore Boulevard West Avenue Study as a result of the Lake Shore Boulevard West Corridor Review being identified on the 2024 work program adopted by Planning and Housing Committee (PH9.6) on January 29, 2024.

Since City Council adopted amendments to the Secondary Plan and SASP 21 in 2004, this area has not seen significant growth.

The current policies have very restrictive permissions for new developments, limiting them to no more than four to six storeys and a maximum net density of three times the area of the lot. These policies and performance standards pre-date the more recent policy documents and initiatives such as the PPS, the Growth Plan and the Housing Action Plan.

Various City initiatives have been launched, including updating the Zoning By-law permissions for *Avenues*, to allow as-of-right mid-rise buildings with heights that correspond to the right-of-way widths. Based on the Proposals Report adopted by Planning and Housing Committee on June 13, 2024 (2024.PH13.4), along *Avenues* with planned right-of-way widths of 27 metres, such as Lake Shore Boulevard West east of Kipling Avenue, mid-rise buildings of up to eight storeys are proposed to be permitted. For planned right-of-way widths of 36 metres, such as Lake Shore Boulevard West, west of Kipling Avenue, mid-rise buildings of up to 11 storeys are proposed to be permitted. As part of this work, staff are also updating the rear transition performance standards for mid-rise buildings. The scope of work under the Housing Action Plan does not include updating existing SASPs to reflect the above described changes.

In order to attract investment to this community and incentivize development that would contribute to the vibrancy of the study area, the Lake Shore Boulevard Avenue West Avenue Study seeks to update the built form policies in SASP 21 to align with the city-wide approach for other *Avenues* through the Housing Action Plan. This would streamline the development application process for proposals that are able to meet the new performance standards for mid-rise buildings.

Through development applications, the City is also able to secure boulevard improvements at the Site Plan Control stage. By developing a vision for public realm

improvements for the study area, staff will be able to secure improvements to the public realm that is attractive and vibrant to support the local businesses on a site-by-site basis.

The study area is part of an *Avenues* that is served by higher-order transit including the Long Branch GO Transit station with planned all-day two-way GO train service at a 15-minute frequency, including the TTC 501 streetcars and various TTC bus routes.

The study aims to establish contextual as-of-right mid-rise permissions along the *Avenue* in alignment with the city-wide updates and establish a framework to guide appropriate type and scale of built form and public realm improvements to create a better urban environment and stimulate investment.

## **Scope of Work**

The Lake Shore Boulevard West Avenue Study reviews the existing site and area context, existing and emerging policy framework, and facilitates various stakeholder consultations to provide recommendations on the built form and public realm.

### **Built Form**

A technical review of the existing lot fabric for lots fronting on Lake Shore Boulevard West is being undertaken to evaluate feasibility of as-of-right mid-rise buildings within the core study area that reflects the city-wide approach to *Avenues*. The analysis will indicate if current lot dimensions are sufficient to facilitate eight to 11 storeys as-of-right mid-rise development, proportionate to the right-of-way width that also responds to the emerging rear transition performance standards, including adequate rear transition to low-rise neighbourhoods.

For the sites within the core study area that are within the PMTSA, staff will review the feasibility for those sites to support taller than mid-rise buildings.

The analysis will include a review of the existing lot pattern, area context, and policy framework with respect to density, heights, and other development standards. This review will determine if any refinements to the city-wide *Avenues* framework is required to respond to specific local conditions.

Further, staff are reviewing the concept of areas of transition, which would consist of the properties that directly abut the rear of lots fronting the *Avenue*. The areas of transition may be deemed necessary in certain locations where lot dimensions are not sufficient to facilitate as-of-right mid-rise development, adequate rear transition to low-rise neighbourhoods, and protect for a rear laneway network to provide service and vehicular access.

### **Public Realm**

This study seeks to evaluate opportunities to improve the public realm to better support, facilitate, and accommodate the expanding population of south Etobicoke and the local economy.

Staff have documented the existing public realm conditions within the core study area and noted that there are areas with sub-standard sidewalk widths, lack of street trees, angled, perpendicular or parallel on-street parking, and lack of street furniture such as benches, waste bins, bicycle post and lock up rings.

The vision for the *Avenue* is to provide a widened sidewalk zone that is ideally six metres between curb to building face to achieve a balance of sidewalk improvements, tree planting and furniture zones. This may include the addition of street furniture, bike parking, widening of the pedestrian clearway to meet current standards, and patio and marketing space. In certain sections of the study area, a reconfiguration and reduction of commercial boulevard parking may be required to facilitate these improvements.

## Study Outcomes and Implementing Tools

Upon completion of the research, analysis, consultation, and workshops, staff will present recommendations to Council in the second quarter of 2025. The goal of these recommendations will be the creation of a new Site and Area Specific Policy to replace the existing SASP 21 and manage growth along the Avenue. Further, City staff plan to also recommend a Zoning By-law to implement the new SASP. Urban Design and Streetscape Guidelines to guide built form and public realm improvements that would be secured through future developments will be developed.

## Guiding Principles

Based on the identified scope of work, the following guiding principles were developed to guide the study process:

- Built form that is contextual, supports transit, and promotes a healthy *Avenue*;
- Placemaking and integrating green infrastructure along the *Avenue*;
- Public realm that is safe, attractive, and vibrant to support the local businesses;
- Streetscape that is accessible and sustainable;
- Connections to surrounding neighbourhood, parks, and open space; and
- Cultural identity and heritage reinforced.

## Study Process

The Lake Shore Boulevard West Avenue Study will be carried out in three phases.

The first phase is initial consultation with the Technical Advisory Committee (“TAC”), which includes various City Planning and Development Review teams, the local stakeholders in the Local Advisory Committee (“LAC”), and through a community consultation meeting (“CCM”). An online survey was also launched to collect additional feedback on the study scope of work and vision. In the first phase, staff conducted initial analysis as described in the scope of work.

Currently, the study is in phase two of drafting recommendations. Staff are consolidating the feedback collected to date to develop draft recommendations before presenting it to the LAC at the next meeting.

In phase three of the study, staff will refine the draft recommendations based on feedback received from the TAC and the LAC meetings, and the second CCM. The final recommendations will then be considered by Etobicoke York Community Council in the second quarter of 2025. Please see Figure 1: Study Process and Timeline.

The Technical Advisory Committee is comprised of staff from City divisions including Development Review, City Planning, Transportation Services, Engineering and Construction Services, Parks, Forestry and Recreation, and Economic Development and Culture.

In addition, staff have initiated conversations with the school boards and Toronto Transit Commission. Population forecasts will be shared with these agencies so the full scope of service impact will be reviewed prior to final recommendations being made.

The LAC is made up of 20 key stakeholders within the study area as well as local residents that expressed interest in participating in a more in-depth discussion for the study. The stakeholders that are participating in the LAC include representatives from Humber College, Long Branch BIA, Long Branch Neighbourhood Association, South Etobicoke Community Land Trust, New Toronto Lakeshore Village Resident's Association, Lakeshore Village BIA, Etobicoke South Cycling Committee, and South Etobicoke Transit Action Committee.

## **COMMUNITY AND STAKEHOLDER CONSULTATIONS**

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### **Community Consultation Meeting**

A CCM in an open house format was held on May 23, 2024 at Lakeshore Collegiate, to introduce the study to the community and other key stakeholders in and around the study area. City staff presented the study, and displayed information boards around the room for the public to read and engage with. The main purpose was to seek initial feedback on the study's guiding principles, strengths, challenges and opportunities with respect to built form, public realm, and open space within the study area. Over 100 community members and stakeholders attended the open house in person.

### **Planners in Public Spaces**

A Planners in Public Spaces ("PIPS") consultation event was held on June 8, 2024, at the Lakeshore Village BIA Annual Grilled Cheese Festival. City staff arranged for a table for the day to raise awareness about the study for members of the community, local businesses, and other interested parties. City staff were at the event from 10:00 a.m. to 8:00 p.m. and engaged with approximately 50 residents.

### **Stakeholder Engagement**

A BIA focused workshop was conducted on June 26, 2024, in person, at the Etobicoke Civic Centre in two segments. The first segment was a meeting between City staff and the Long Branch BIA, the second was with the Lakeshore Village BIA. The BIAs provided insights on the unique needs of their BIA and provided more detailed feedback on the study scope.

## Local Advisory Committee

The first LAC Meeting was held in person the evening of July 3, 2024, at the Royal Canadian Legion. City staff received 30 applications for the LAC from people with a range of technical expertise, demographics, and knowledge of the areas. A total of 20 members were selected to form the LAC.

## Online Survey

An online survey was created and posted to the study's webpage. The survey received a total of 272 respondents, all of which either lived in the area or had an affiliation to the *Avenue*. The survey consisted of multiple-choice responses, ranking responses, and open forum responses as well.

There will be further consultation with the community, LAC, and other stakeholders.

The detailed consultation summaries can be found on the [study website](#). Key highlights of feedback received to date include:

### Guiding Principles:

- Residents and community stakeholders are in support of the proposed guiding principles, project vision, scope, and process.

### Built Form:

- Most residents agreed with the built form approach of introducing as-of-right permissions for eight- to 11-storey mid-rise buildings to align with the city-wide *Avenues* initiatives. Some residents felt that the proposed heights are too tall and would not be able to be supported by the hard and soft infrastructure.
- Most residents agreed that the study area within the PMTSA boundary can support heights that are taller than mid-rise buildings.

### Public Realm:

- Participants want to prioritize road safety for vulnerable road users, wider sidewalks and greening the streets.
- Tree planting along the *Avenue* is something all residents would like to see. There is a desire to see a variety of tree species line the boulevards, not only to beautify the street, but to also encourage sustainability by expanding the tree canopy.
- Retaining the commercial use at grade is important.
- Residents of the community, stakeholders within study area, and visitors to this main street all support retaining a strong presence of non-residential uses at-grade along the *Avenue*. Providing non-residential uses at-grade is a way to activate the frontage of buildings and create vibrant public space along the *Avenue*.

### Other:

- Many residents discussed the importance of introducing a cycle track along this portion of Lake Shore Boulevard West. This area has been identified by Transportation Services to have a future study for a cycle track. Given that this work is already planned for some time after 2027, the introduction of any new cycle tracks is currently not in the scope of this study.

- Transit improvements were a concern for many residents. Staff have contacted TTC regarding this study and will continue to involve them as the study progresses. Initial comments from the TTC indicate that the current service levels can support intensification along the *Avenue*. When population density reaches certain levels, ridership increases, and service level will increase to match demand.

## **NEXT STEPS**

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The next phase of the study will focus on developing and refining draft recommendations based on a technical review of the corridor, a policy review of current legislation and study work, initial feedback from the community and stakeholders, and key interdivisional comments provided to the core study team. The draft recommendations will be presented to the LAC and community for further comments.

Following the further consultation efforts in phase three of the study, final recommendations are targeted to be presented to the Etobicoke York Community Council in the second quarter of 2025.

## **CONTACT**

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## **SIGNATURE**

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Michael Mizzi, MCIP, RPP  
Director, Community Planning  
Etobicoke York District

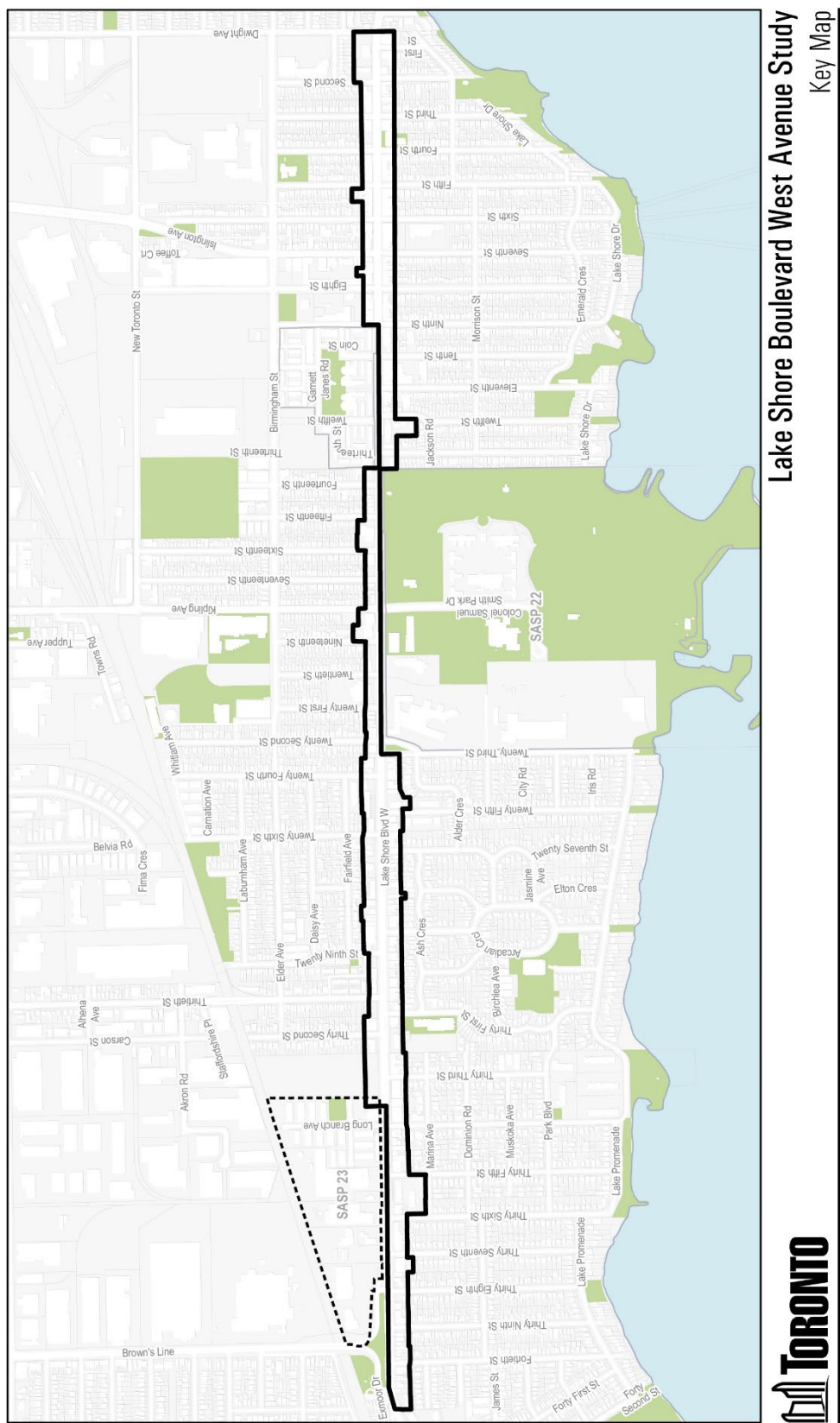
## **ATTACHMENTS**

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### **City of Toronto Data/Drawings**

Attachment 1: Study Area  
Attachment 2: Avenues  
Attachment 3: Official Plan  
Attachment 4: Site and Area Specific Policies  
Attachment 5: Protected Major Transit Station Areas  
Attachment 6: Zoning By-law

Attachment 1: Study Area



Draft map  
Not to Scale  
Date Exported: 04/15/2024

Core Study Area  
Area Subject to Future Precinct Plan

## Attachment 2: Avenues

