

City-Initiated Official Plan and Zoning By-law Amendments to Support the ReNew Golden Mile Municipal Class Environmental Assessment – Decision Report - Approval

Date: January 9, 2025

To: Planning and Housing Committee

From: Executive Director, Development Review

Wards: 16 - Don Valley East and 20 - Scarborough Southwest

Planning Application Numbers: 16 230579 ESC 35 OZ; 17 242390 ESC 35 OZ; and 24 128612 ESC 20 OZ

SUMMARY

This Report recommends approval of the City-initiated Official Plan and Zoning By-law Amendments in support of the ReNew Golden Mile Municipal Class Environmental Assessment (MCEA).

The ReNew Golden Mile MCEA was undertaken by the City to complete Phases 3 and 4 of the Environmental Assessment process that will determine the design of new or existing major streets that were identified in the Golden Mile Transportation Master Plan (TMP) in 2020. The conclusion of the ReNew Golden Mile MCEA advances the preferred alignments these new or reconfigured major streets. The Final Report on the ReNew Golden Mile MCEA is anticipated to be considered by Executive Committee on January 28, 2025, and City Council on February 5, 2025.

One of the preferred alternatives to be advanced is the O'Connor Drive Reconfiguration at Victoria Park Avenue, south of Eglinton Avenue East. As described in greater detail in the MCEA report, O'Connor Drive is proposed to be reconfigured to cross Victoria Park Avenue south of its current intersection and continue east towards Pharmacy Avenue generally parallel to Eglinton Avenue East. To support the implementation of the recommended alignment, amendments are required to Site and Areas Specific Policies (SASPs) for lands along the reconfigured right-of-way on both sides of Victoria Park Avenue, and a minor Zoning By-law Amendment is required for lands east of Victoria Park Avenue.

Lands west of Victoria Park Avenue (1871, 1875, 1880, 1885, and 1888 O'Connor Drive, and 1460, 1464 and 1474 Victoria Park Avenue) are subject to SASP 400. The proposed Official Plan Amendment adjusts SASP 400 and provides policy direction to protect for the lands required for the future O'Connor Drive Reconfiguration by

encouraging consolidation and comprehensive mixed-use intensification of the subject lands. SASP 400 would be amended by requiring a Block Context Plan as part of a complete application. The Block Context Plan would need to demonstrate how the future O'Connor Drive right of way could be delivered through consolidation and comprehensive redevelopment of the subject lands. Through this redevelopment process, the recommended OPA provides City Council the opportunity to authorize the existing O'Connor Drive right of way lands to be included in future consolidation if the lands required for the road reconfiguration are appropriately protected for.

Lands east of Victoria Park Avenue (1 to 70 Eglinton Square, 1431 and 1437 Victoria Park Avenue, and 14, 18, 22, and 26 Engelhart Crescent) are subject to a site-specific Official Plan Amendment (SASP 582) and Zoning By-law Amendment (By-law 1282-2022(OLT)) to facilitate comprehensive redevelopment of the existing mall. The lands are also subject to the Golden Mile Secondary Plan (GMSP). The proposed Official Plan Amendment recommended for approval makes refinements to SASP 582 to facilitate the preferred O'Connor Drive alignment and makes adjustments to the approved built form map accordingly. The overall development permission (gross floor area and gross site density from SASP 582) are unchanged. Similar adjustments to the site-specific Zoning By-law are recommended, along with the lifting of the Holding (H) symbol. The holding provision was originally put in place to ensure development did not proceed until the completion of the MCEA and is no longer required.

City staff recommend the proposed amendments to the Official Plan and the Zoning By-law Amendment to support and implement the ReNew Golden Mile MCEA. The proposed amendments have regard to matters of provincial interest under section 2 of the *Planning Act*, are consistent with the Provincial Planning Statement (2024), and are consistent with the general intent of the Official Plan. The proposed Zoning By-law Amendment for the lands east of Victoria Park Avenue will conform with the Official Plan, as amended by proposed OPA.

RECOMMENDATIONS

The Executive Director, Development Review recommend that:

1. City Council amend the Official Plan for the lands municipally known as 1871, 1875, 1880, 1885, and 1888 O'Connor Drive, and 1460, 1468 and 1474 Victoria Park Avenue substantially in accordance with the draft Official Plan Amendment 788 included as Attachment 1 to this Report.
2. City Council amend the Site and Area Specific Policy of the Official Plan for the lands municipally known as 1 to 70 Eglinton Square, 1431 and 1437 Victoria Park Avenue, and 14, 18, 22, and 26 Engelhart Crescent substantially in accordance with the draft Official Plan Amendment 789 included as Attachment 2 to this Report.
3. City Council amend Site-Specific Zoning By-law 1282-2022(OLT) for the lands municipally known as 1 to 70 Eglinton Square, 1431 and 1437 Victoria Park Avenue, and 14, 18, 22, and 26 Engelhart Crescent substantially in accordance with the draft Zoning By-law Amendment included as Attachment 3 to this Report.

4. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendments and Zoning By-law Amendment, as may be required.

5. City Council authorize the City Solicitor and appropriate City staff to take all necessary actions to implement City Council's decision.

FINANCIAL IMPACT

Subject to City Council's decision on the Report from Executive Committee on the ReNew Golden Mile MCEA, 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.

DECISION HISTORY

O'Connor Drive Avenue Study

On November 27, 2012, City Council adopted the O'Connor Drive Avenue Study, including an Official Plan Amendment (SASP 400) and the O'Connor Drive Urban Design Guidelines, for the lands along O'Connor Drive between St. Clair Avenue East/Sandra Road and Victoria Park Avenue. SASP 400 and the related Urban Design Guidelines provide direction to guide public realm improvements and assess future development proposals. The City Council decisions can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2012.PG19.2>

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 EglintonConnects Planning Study, including the Golden Mile. Further information regarding the EglintonConnects Planning Study can be found here:

<https://www.toronto.ca/legdocs/mmis/2014/pg/bgrd/backgroundfile68062.pdf>

Golden Mile Secondary Plan

The Golden Mile Secondary Plan Study (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 and guidelines/strategies. The GMSP Study included a TMP, which followed Phases 1 and 2 of the MCEA process. The GMSP Study process involved several public consultation events, discussions with landowners, key stakeholders and interested persons, and concluded in November 2019.

On October 27, 28 and 30, 2020, City Council adopted Official Plan Amendment 499, which contains the GMSP. City Council also adopted the Golden Mile Urban Design Guidelines. City Council's decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.SC18.1>

By-law 911-2020 adopting OPA 499 can be found here:

<https://www.toronto.ca/legdocs/bylaws/2020/law0911.pdf>

The Secondary Plan was appealed multiple times to the Ontario Lands Tribunal (OLT). On March 9, 2022, and March 29, 2023, City Council adopted a report from the City Solicitor regarding modifications to OPA 499. City Council decisions can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2022.CC41.9>;

and here: <https://secure.toronto.ca/council/agenda-item.do?item=2023.CC5.21>

On December 13, 2024, the Ontario Land Tribunal brought into effect substantial portions of OPA 499 and with certain parts remaining under appeal before the Ontario Lands Tribunal (OLT).

KingSett Lands (Official Plan and Zoning By-law Amendment Applications)

On December 15, 2021, City Council adopted a settlement offer from KingSett for the Official Plan and Zoning By-law Amendment applications (16 230579 ESC 35 OZ and 17 242390 ESC 35 OZ) related to 1-70 Eglinton Square, 1431 and 1437 Victoria Park Avenue, 14, 18, 22, and 26 Engelhart Crescent, and 64 and 68 Harris Park Drive (KingSett Lands). The settlement permits a mixed-use development with building heights that range from eight (8) to 46 storeys, public parkland and new public streets, including an east-west street (the O'Connor Drive Reconfiguration). The City Council decision can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2021.CC38.9>

The OLT approved the settlement of the Official Plan Amendment, creating SASP 582 and the Zoning By-law Amendment for the KingSett Lands, being Site Specific Zoning By-law 1282-2022(OLT).

By-law 1282-2022(OLT) is subject to a Holding (H) provision under Section 36 of the *Planning Act*, restricting the proposed use of Block 1 until the ReNew Golden Mile MCEA is substantially complete and identifies a preferred alignment for the O'Connor Drive Reconfiguration.

ReNew Golden Mile MCEA

In 2022, City staff initiated the ReNew Golden Mile MCEA to build on the recommended infrastructure improvements identified in the GMSP and the TMP. The ReNew Golden Mile MCEA will complete Phases 3 and 4 of the MCEA process. In November 2024, City staff and their consultants presented the preferred alignments for the streets that were studied, including O'Connor Drive. The preferred alignment for the O'Connor Drive Reconfiguration (from O'Connor Drive to Pharmacy Avenue), has implications for the SASP 400 lands and the KingSett Lands. Further information regarding the background on the ReNew Golden Mile MCEA can be found here:

<https://www.toronto.ca/community-people/get-involved/public-consultations/infrastructure-projects/golden-mile-area-street-network-environmental-assessment-study/>

On June 26, 2024, City Council considered an Interim Report regarding the ReNew Golden Mile MCEA, and endorsed the preliminary recommended street alignments and designs for the purposes of completing Phase 3 of the MCEA process. The City Council decision can be found here:

<https://www.toronto.ca/legdocs/mmis/2024/ie/bgrd/backgroundfile-245665.pdf>

The Final Report on the ReNew Golden Mile MCEA is anticipated to be considered by Executive Committee on January 28, 2025, and City Council on February 5, 2025.

KingSett Lands (Lifting of Holding Provision Application)

On March 22, 2024, KingSett submitted an application to lift the H symbol from By-law 1282-2022(OLT) for Block 1 of the KingSett Lands (Application No. 24 128612 ESC 20 OZ). The application has been deemed incomplete, pending the submission of a Draft R-Plan showing all land conveyances for road widening purposes, as well as the preferred alignment for the O'Connor Drive Reconfiguration between Victoria Park Avenue and Pharmacy Avenue, in accordance with the ReNew Golden Mile MCEA. This application will no longer be required, as a result of the proposed amendments from this Report.

PROPOSED CITY-INITIATED AMENDMENTS

Two Official Plan Amendments and a Zoning By-law Amendment are being recommended for approval to support the implementation of the ReNew Golden Mile Municipal Class Environmental Assessment (MCEA).

West of Victoria Park Avenue: The proposed Official Plan Amendment adjusts SASP 400 and provides policy direction to protect for the lands required for the future O'Connor Drive Reconfiguration by encouraging consolidation and comprehensive mixed-use intensification of the subject lands. SASP 400 would be amended by requiring a Block Context Plan as part of a complete application. The Block Context Plan would need to demonstrate how the future O'Connor Drive right of way would be delivered through consolidation and comprehensive redevelopment of the subject lands. Through this redevelopment process, the recommended OPA provides for City Council to authorize the existing O'Connor Drive right of way lands to be included in future consolidation if the lands required for the reconfiguration are appropriately protected for.

East of Victoria Park Avenue: The proposed Official Plan Amendment recommended for approval makes refinements to SASP 582 to facilitate the preferred O'Connor Drive alignment and makes adjustments to the approved built form map accordingly. The overall development permission (gross floor area and gross site density from SASP 582) are unchanged, however policies that duplicate those in the Golden Mile Secondary Plan are refined or removed. Similar adjustments to the site specific Zoning By-law are recommended along with the lifting of the Holding (H) symbol. The holding

provision was originally put in place to ensure development did not proceed until the completion of the MCEA and is no longer required.

POLICY & REGULATION CONSIDERATIONS

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 Planning Statement (2024), and shall conform to provincial plans, including the Greenbelt Plan (2017), and others.

Official Plan

The lands subject to the recommended OPA east of Victoria Park Avenue are designated *Mixed Use Areas*, while the lands west of Victoria Park are designated *Mixed Use Areas* and *Parks* on Map 20 of the Official Plan. 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.

Secondary Plan

The subject land are all subject to the Golden Mile Secondary Plan.

SASP 400

The lands along O'Connor Drive between St. Clair Avenue East/Sandra Road and Victoria Park Avenue are subject to SASP 400. The lands generally located at the southwest intersection of O'Connor Drive and Victoria Park Avenue are within the Victoria Park/O'Connor Drive Key Intersection identified on Schedule 2 of SASP 400. SASP 400 generally requires development to contribute to the vision of the desired urban structure of the area; support a range of permitted uses; enhance the public realm; provide appropriate relationships between buildings and the public realm; provide high quality architecture and landscape design; and provide active at grade uses. Further direction to guide public realm improvements and assess future development proposals is provided in the O'Connor Drive Urban Design Guidelines.

SASP 582

The KingSett Lands are subject to SASP 582, which provide for mixed-use development with building heights that range from eight (8) to 46 storeys, new public parkland and new public streets, including the O'Connor Drive Reconfiguration.

Zoning

The KingSett Lands are zoned Commercial Residential (CR) 0.1 (c0.1; r0.0) SS3 (x791) under Zoning By-law 569-2013, as amended. This site-specific zoning permits a mixed-use development with building heights that range from eight (8) to 46 storeys.

O'Connor Drive Urban Design Guidelines

The O'Connor Drive Urban Design Guidelines provide detailed direction regarding the vision for the desired urban structure of the lands along Connor Drive between St. Clair Avenue East/Sandra Road and Victoria Park Avenue. The envisioned built form for the Victoria Park/O'Connor Drive Key Intersection consists of mid-rise, mixed-use buildings with active uses at grade and development that provides a transition downward in density, height and scale to the low rise and *Apartment Neighbourhoods* lands to the south.

PUBLIC ENGAGEMENT

Community Consultation

The ReNew Golden Mile MCEA consisted of various consultation activities from December 2022 to May 2023 (Phase 1 of the consultation process), including a virtual public event held on April 17, 2023. The Phase 1 consultation provided an opportunity for stakeholders, including local residents, to comment on the street alignment alternatives and design options, and identify priorities for the new and reconfigured streets.

Additional consultation activities were undertaken in 2024 (Phase 2 of the consultation process), including a virtual public event held on November 21, 2024, and an in-person public event held on November 26, 2024. The Phase 2 consultation provided an opportunity for stakeholders, including local residents, to comment on the preferred alignments and street designs. The presentation for the public events in November 2024, identified that the preferred alignment for the O'Connor Drive Reconfiguration would impact the lands west of Victoria Park Avenue (SASP 400 lands) and east of Victoria Park Avenue (KingSett Lands). As a result of the preferred alignment, the presentation also identified that draft amendments to the Official Plan for both areas and the site-specific Zoning By-law for the KingSett Lands, were being prepared by staff for consideration by Planning and Housing Committee, and City Council, in Q1 2025.

Proposed OPA 788 and OPA 789 have been made available to the public for consultation purposes, in accordance with the notification requirements under the *Planning Act*. Further information regarding the ReNew Golden Mile MCEA, the consultation events, and proposed OPA 788 and OPA 789 can be found here: <https://www.toronto.ca/community-people/get-involved/public-consultations/infrastructure-projects/golden-mile-area-street-network-environmental-assessment-study/>

Statutory Public Meeting Comments

In making their decision with regard to the proposed amendments, Council members have an opportunity to hear the oral submissions made at the statutory public meeting held by the Planning and Housing Committee, as these submissions are broadcast live over the internet and recorded for review.

COMMENTS

Provincial Planning Statement

The recommended Official Plan and Zoning By-law Amendments have regard for the relevant matters of provincial interest set out in the *Planning Act*. Staff have reviewed the proposed amendments for consistency with the PPS (2024). Staff are of the opinion that the proposed amendments are consistent with the PPS (2024).

Consistent with the PPS the proposed Official Plan Amendments and Zoning By-law Amendment will provide the necessary refinements to the existing frameworks to ensure development will protect for the transportation network and not preclude or negatively impact the use of planned transportation corridors.

The enhanced street network identified in OPA 499 included several streets whose exact location and alignment were to be determined through Phases 3 and 4 of the MCEA process. The conclusion of the ReNew Golden Mile MCEA has determined the preferred alignments for the new and reconfigured major streets. The proposed Official Plan Amendments, as well as the proposed amendment to the site-specific Zoning By-law Amendment for the KingSett Lands, protect for the O'Connor Drive Reconfiguration while facilitating comprehensive redevelopment that will support and implement the ReNew Golden Mile MCEA.

For lands west of Victoria Park Avenue, the recommended Official Plan Amendment adds new Policy c) to SASP 400 that provides for comprehensive development of the lands subject of Policy c) while ensuring the planned corridor is protected for. Development that does not implement Policy c) would revert to the requirements in Policy a) and/or b), as applicable, but will still be required under the PPS (2024) to protect for the planned corridor. To provide for clarity in the planning process, while also addressing requirements arising from the *Environmental Assessment Act*, the recommended OPA protects for the planned corridor (PPS Policy 3.3.3) and ensures that comprehensive and integrated development of the lands can occur.

Policy 6.1.8 of the PPS (2024) requires, where possible and practical, integration between land use approvals under the *Planning Act* and infrastructure improvements that are subject to other legislation and regulations. The proposed Official Plan and Zoning By-law amendments reflect the preferred alignment for the O'Connor Drive Reconfiguration, as identified in the ReNew Golden Mile MCEA. To ensure continued coordination, both the proposed OPAs and the Final Report on the ReNew Golden Mile MCEA are anticipated to be considered at the City Council meeting on February 5, 2025.

Official Plan Policies and Design Guidelines

The proposed Official Plan and Zoning By-law Amendments have been reviewed against the Official Plan policies, Secondary Plan policies, planning studies, and design guidelines described in the Policy and Regulation Considerations Section of this Report.

Density, Height, Massing

The proposed OPA 788 for lands west of Victoria Park Avenue protects for the O'Connor Drive Reconfiguration through the SASP 400 lands, and provides policy direction for consolidated development and additional intensification. In the event that a development application is submitted under the *Planning Act* that does not include the consolidation of adjacent lands, the application would be subject to the existing policies in SASP 400 and the built form direction in the O'Connor Drive Urban Design Guidelines, but will still be required under the PPS (2024) to protect for the planned corridor for the O'Connor Drive Reconfiguration.

The proposed OPA 789 for lands east of Victoria Park Avenue reflects the preferred alignment for the O'Connor Drive Reconfiguration through the KingSett Lands; deletes policies that are no longer required as a result of the conclusion of the ReNew Golden Mile MCEA; provides policy clarification, where required to implement the O'Connor Drive Reconfiguration; and replaces the SASP 582 maps accordingly. The preferred alignment of the O'Connor Drive Reconfiguration resulted in some adjustments to the built form, generally along Victoria Park Avenue, north and south of its intersection with the future O'Connor Drive Reconfiguration. The proposed OPA and Zoning By-law Amendment would maintain the maximum gross floor area and density from SASP 582 for the KingSett Lands.

Holding Provision

This report recommends the removal of the H provision under Section 36 of the *Planning Act* from the site-specific Zoning By-law Amendment (By-law 1282-2022(OLT)) for the KingSett Lands at 1-70 Eglinton Square, 1431 and 1437 Victoria Park Avenue, and 14, 18, 22, and 26 Engelhart Crescent. The conclusion of the ReNew Golden Mile MCEA and the determination of the preferred alignment of the O'Connor Drive Reconfiguration satisfy the condition to lift the H provision.

The Executive Director, Development Review and their designate have the authority to make decisions on applications to remove holding provisions, which do not contain financial implications not previously authorized by Council. Chapter 415-18.2 F. of the Municipal Code also authorizes the Chief Planner and Executive Director, City Planning to make recommendations to Council regarding any by-law delegated in the Municipal Code through the appropriate Committee of Council. Given the coordination required for Council's decision on the ReNew Golden Mile MCEA and potential financial implications that may arise, City staff determined that it was appropriate for Council to make a comprehensive decision on all matters.

Conclusion

The Official Plan and Zoning By-law Amendments discussed and included in this Report are consistent with the PPS (2024), have regard for matters of provincial interest and are consistent with the Official Plan. The amendments will protect for the preferred alignment of the O'Connor Drive Reconfiguration identified in the ReNew Golden Mile MCEA regarding new and reconfigured major streets. The proposed amendment to the SASP 400 lands provides policy direction for consolidated development and additional intensification. The proposed amendments to the KingSett Lands adjust the built form and revises some of the policies and performance standards to reflect the preferred alignment.

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SIGNATURES

Valesa Faria
Executive Director, Development Review
Development Review Division

ATTACHMENTS

Attachment 1: Draft Official Plan Amendment 788 (to SASP 400)
Attachment 2: Draft Official Plan Amendment 789 (to SASP 582)
Attachment 3: Draft Zoning By-law Amendment to By-law 1282-2022(OLT)

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(Attached separately as a PDF)

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