GOLDEN MILE SECONDARY PLAN STUDY BACKGROUND REPORT

January 22, 2018



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Cover photo:

Golden Mile (Eglinton Avenue East & Victoria Park Avenue), 1949

City of Toronto Archives













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EXECUTIVE SUMMARY

INTRODUCTION (SECTION 1)

SvN Architects + Planners was retained by the City of Toronto, City Planning, Community Planning (Scarborough District) to undertake the Golden Mile Secondary Plan Study (GMSP Study). The GMSP Study is to develop a Vision and Planning Framework for a complete community for the Golden Mile area along Eglinton Avenue East between Victoria Park Avenue and Birchmount Road. The Vision and comprehensive Planning Framework will form the foundation and recommendations for a Golden Mile Secondary Plan (GMSP), Urban Design Guidelines, Conceptual Master Plan, Community Infrastructure Strategy, Transportation Master Plan, Master Servicing Plan, Parks and Open Spaces Strategy, and other strategies and planning tools. The GMSP and associated strategies and planning tools will be used to guide growth and change in the area that is anticipated to occur as a result of the public investment in the Eglinton Crosstown Light Rail Transit (ECLRT).

SvN has identified five building blocks that are both derived from and align with the Study's objectives. The five building blocks will be used as the basis of the Study. Within each building block, existing conditions, opportunities and constraints will be assessed to inform an understanding of the Study Area. The five building blocks are as follows: (1) Land Use / Urban Design; (2) Transportation; (3) Servicing; (4) Community Infrastructure; (5) Economy. The transportation and servicing building blocks will fulfill the Municipal Class Environmental Assessment (MCEA) requirements.

This Report presents the results of the first phase of a three phase study involving background analysis, consultation and public outreach (including the MCEA component), opportunity and constraint analysis, and visioning. Four distinct sub-studies are incorporated in the Report, including a Transportation Master Plan Study, Master Servicing Plan

Study, and Community Infrastructure Strategy. The Report builds upon the recently completed Market Analysis and Economic Strategy.

CHANGING REGION (SECTION 2)

The future of the Golden Mile is one that is defined by its history, key drivers of change and current conditions. The story of the Golden Mile is not dissimilar to the story of the changing Greater Golden Horseshoe (GGH) Region - with roots in an era of major public sector investment, and ensuing rapid growth and change, followed by an era of urban disinvestment, de-industrialization and ensuing social polarity. The current era is one of urban re-investment partly in recognition of the role of urban areas as vital engines of economic growth and partly in response to the scale of growth facing urban centres in the GGH region.

Key drivers of change within this context include:

- population and employment growth and associated public sector investment in infrastructure to support growth;
- provincial and municipal policy direction on growth and development within intensification areas, including transit corridors; and
- private sector investment in response to anticipated growth and policy direction.

The GGH is expected to increase from 9 to 14 million persons in the next 25 years. The Provincial Growth Plan indicates that the City of Toronto is expected to grow by 1 million people and jobs from 2011 to 2041. In turn, Metrolinx's 'Big Move' is investing \$8.4 billion in transit in Toronto, the largest component of which is the \$5.3 billion ECLRT. The ECLRT will include five stops within the Study Area at the future O'Connor, Pharmacy, Hakimi-Lebovic, Golden Mile and Birchmount stations. Funding for the ECLRT and these future stations has been approved and construction is planned to be complete in 2021 representing the next era in the evolution of the Golden Mile.

The Provincial planing and policy framework directs and encourages growth to coincide with investment in transit. Together, the Provincial Policy Statement, Growth Plan and the Big Move support change within the Golden Mile towards the development of transit-supportive, complete communities that feature an appropriate mix and range of employment, housing and community infrastructure. Intensification of existing employment lands and introduction of residential uses in appropriate locations within the Golden Mile will be required to achieve Provincial policy direction.

Furthermore, one of the key principles of Toronto's Official Plan is the integration of land use and transportation planning and the Official Plan identifies an Urban Structure that establishes areas in which future growth is to be encouraged. These areas are locations where good transit access can be provided along regular surface and higher order transit routes, including the Golden Mile.

Directing growth to these areas will enable the efficient use of land, infrastructure and services, concentrate people and jobs in areas well served by transit, promote mixed-use development that increases opportunities for living close to work, provide opportunities for people of all means to be housed in an affordable way, and protect neighbourhoods, green spaces and natural heritage features and functions from the effects of nearby development.

A number of recent development applications have been submitted and are under review by the City within the Golden Mile (see 2.5 Driver of Change #3: Private Sector Investment) which reflect private sector interest and potential investment, including:

• 1) 1 Eglinton Square: consisting of a proposed Official Plan Amendment (OPA) and Zoning By-law Amendment to redevelop

- a portion of 1 Eglinton Square with a mix of uses, including approximately 1,800 residential units, spread over five development blocks while retaining the existing mall.
- 2) 1880-1890 Eglinton Avenue East (Golden Mile Shopping Centre) consisting of a proposed OPA that would add new site specific policies to the Official Plan to guide the redevelopment of the Golden Mile Shopping Centre into a new mixed-use, transitoriented neighbourhood with approximately 2,500 residential units.
- 3) 1966-2050 Eglinton Avenue East: consists of a proposed Site and Area Specific Policy (SASP) to maintain the existing *Mixed-Use Area* designation and add development parameters and principles that would guide the phased development of the lands, featuring approximately 3,000 residential units.

PLANNING AND DESIGN ANALYSIS (SECTION 3)

A planning and design analysis focusing on existing conditions, opportunities and constraints resulted in the following summary of key findings (see Section 3 for existing conditions, opportunities and constraints and Section 6 for summary of key findings):

- Improve built form through appropriate scale and orientation of buildings that align with transit investment, public realm improvements and relationships within existing uses;
- Better reflect the history and identity of the Golden Mile and prominence of Eglinton Avenue East as the "Golden Mile" corridor;
- Improve the relationship and transitions between uses and integration of open space within the Golden Mile;
- Improve the health, safety and security of the Golden Mile for current and future residents;
- Improve the balance of employment, residential, commercial, open space and community uses to accommodate future growth in the Golden Mile;

- Ensure housing and amenities remain accessible within the Golden Mile and ensure the type and level of services are consistent with needs of current and future residents;
- Improve the connectivity of the street and block network and provide better access and circulation for all transportation modes;
- Improve the relationship of frontages to the public realm through appropriate set backs and edge treatments;
- Limit hardscaping, increase green system of parks and tree canopy and improve wayfinding;
- Better balance all modes of travel within the transportation network and improve connectivity including from future ECLRT to periphery of the Golden Mile; and
- Retain a range of businesses and jobs through transit, service and amenity improvements.

PRECEDENTS (SECTION 4)

Four precedent case studies were undertaken to examine planning processes and change in contexts similar to the Golden Mile (i.e. low-rise, predominantly retail-focused employment uses along a future transit corridor with policies that are supportive of intensification).

Lessons learned from these case studies include:

- Supporting intensification with a new street and block network, new parks and open spaces and new community infrastructure
- Utilizing new connections to provide new frontages and consolidate site access.
- Phasing change with new transit-supportive uses existing side-byside with pre-existing auto-oriented uses.
- Transitioning a portion of existing uses from employment to mixed use while providing opportunities for intensification of employment

uses where these uses are to be maintained.

PUBLIC AND STAKEHOLDER ENGAGEMENT (SECTION 5)

The engagement process for Phase 1 of the GMSP Study focused on presenting and seeking feedback on existing conditions, opportunities and constraints and Guiding Principles, building towards the creation of the vision for the future of the Golden Mile. Phase 1 ran from June - December 2017 and involved a series of different meetings, including in sequence:

- Community Consultation Meeting 1 Study Launch (June 28, 2017)
- Summer Pop Up Events (July-August 2017)
- Moving Conversations Walking Tour (September 25, 2017)
- Local Advisory Committee (LAC) Meeting 1 (September 28, 2017)
- Community Consultation Meeting 2 Visioning Workshop (October 14, 2017)

Many participants were engaged through these meetings (see below table for a detailed breakdown).

Events	Number of Participants
Community Consultation Meeting #1 & Study Launch	140 +
Moving Conversation #1 (with LAC members)	12
Local Advisory Committee Meeting #1	25
Pop-up Events (3)	100 +
Travel Survey	143
Community Consultation Meeting #2 Visioning Workshop	35 +

VISION AND PRINCIPLES (SECTION 6)

The development of a Vision for the Golden Mile ultimately starts with the drivers of change and the analysis of existing conditions, opportunities and constraints organized by the five building blocks. This analysis was informed by and tested with stakeholders and members of the public through engagement sessions. This analysis, shaped by participant input, was then distilled into what is working well, what could be improved, and what does this mean for the future of the Golden Mile. These key findings formed the basis of the Draft Guiding Principles, which seek to promote what is working well and establish a base for improvements. Lastly, the Draft Vision synthesizes the Draft Guiding Principles into a statement that can serve as a touchstone around which planning and development decisions can be made with respect to the Golden Mile.

The four Draft Guiding Principles are as follows:

1. Towards a Complete Community

Golden Mile will be a liveable, vibrant neighbourhood with a balance of development and open spaces, diverse mix of housing types, different scales of retail, and a range of employment uses while retaining its historical identity as a commercial retail centre in the region.

2. Towards a Connected Community

Golden Mile will offer improved connections for all modes of travel, providing enhanced travelling experience as well as safety for all users of the street. It will be an accessible, green and pedestrian-friendly area for residents, businesses, and visitors.

3. Towards a Responsive Community

Golden Mile will be flexible, responsive, and resilient to the changing needs of the community. It will have the basis to provide wide range of

facilities, services, and programs that suits the diverse neighbourhood while anticipating and accommodating change over time.

4. Towards a Prosperous Community

Golden Mile will provide an opportunity for prosperity for all. It will have enhanced competitiveness of the existing employment, while providing opportunity for new types of businesses to grow and flourish.

These Draft Guiding Principles were then synthesized into a Draft Vision statement that can serve as a touchstone around which planning and development decisions can be made with respect to the Golden Mile.

The Draft Vision for the Golden Mile is as follows:

The Vision for the Golden Mile is for a connected, accessible and diverse mixed-use community that is a place of economic and social activity throughout the day. A balance of residential, commercial and employment uses is anchored by community services and an improved network of parks and open spaces that invites residents, workers and visitors to explore and interact within its neighbourhoods. Immediately identifiable as a distinct place, the Golden Mile is both a community and a destination, providing for the daily needs of all its residents while also attracting business where people can work and shop, maintaining its role as an important economic driver within the east end of Toronto.

NEXT STEPS (SECTION 6)

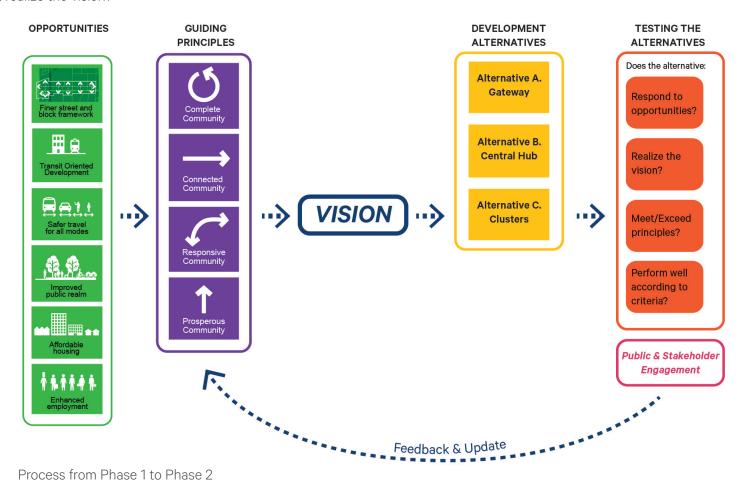
During Phase 1 of the Golden Mile Secondary Plan Study, the following elements were defined and analyzed: building blocks, drivers of change, existing conditions, and constraints and opportunities. These helped to form the Draft Guiding Principles and Vision. In conjunction with public

and stakeholder feedback, the Vision and Principles will help create and differentiate development alternatives to be prepared in Phase 2 of the GMSP Study (see graphic below). Phase 2 will also provide an opportunity to examine and potentially refine the GMSP Study Area. Each development alternative will follow the Guiding Principles, but highlight or focus on different mix of opportunities to provide a variety of development alternatives. They will be assessed in terms of:

- Does it respond to opportunities?
- Does it realize the vision?

- Does it meet or exceed the Guiding Principles?
- Does it perform well according to the criteria?

In addition to the above, a set of qualitative and quantitative criteria will be developed to measure the performance of each alternative. The public and stakeholder groups will provide feedback on these criteria and alternatives, which will then be used to refine the alternatives and establish the final recommended alternative.



1.0 INTRODUCTION

1.1 Report Structure

This Report presents Phase 1 findings of the Golden Mile Secondary Plan (GMSP) Study. The Report includes the following sections:

- Section 1: Provides an introduction to the Study, the Study Team, the Study Area and the Study Approach;
- Section 2: Provides an overview of what is driving change in the region and within the Golden Mile;
- Section 3: Describes opportunities and constraints within the Golden Mile and their importance to the future of Golden Mile;
- Section 4: Includes a summary review of different precedents that are experiencing similar drivers of change to the Golden Mile;
- Section 5: Provides an overview and summary of feedback from the engagement process to date;
- Section 6: Identifies the emerging Vision and Principles formulated through engagement and analysis to date;

Four separate sub-studies inform the findings of the Report and are included as Appendices:

- A. Transportation Master Plan Existing Conditions Report
- B. Master Servicing Plan Study Existing Conditions Assessment Technical Memo
- C. Community Infrastructure Strategy Existing Conditions Report
- D. Community Infrastructure Strategy Focus Group Summary
- E. Market Analysis & Economic Strategy
- F. Engagement Summaries

1.2 Introduction to the Study

SvN Architects + Planners was retained by City of Toronto City Planning, Community Planning (Scarborough District) to undertake the Golden Mile Secondary Plan Study (GMSP Study). The GMSP Study is to develop **a vision and planning framework** for a complete community for the Golden Mile area along Eglinton Avenue East between Victoria Park Avenue and Birchmount Road. The vision and comprehensive planning framework will form the foundation of and recommendations for a Golden Mile Secondary Plan, Urban Design Guidelines, Conceptual Master Plan, Community Infrastructure Strategy, Transportation Master Plan, Master Servicing Plan, Parks, Open Space and Public Realm Strategy and other strategies and planning tools.

The vision and planning framework will demonstrate how the area can be redeveloped to allow for the creation of a finer grain of public streets and blocks to support, improve and expand the public realm, and provide amenities including parks and open spaces for employees and residents within the Study Area. Furthermore the vision and planning framework will demonstrate opportunities for mixed use development and encourage new employment and office development as well as amenities within the Study Area to support the planned Eglinton Crosstown Light Rail Transit (ECLRT).

The Study will provide direction on appropriate built form and densities that respect and do not negatively impact adjacent *Neighbourhoods*, and *Apartment Neighbourhoods* and *Parks and Open Space* areas. The Study will review community infrastructure, servicing, transportation, built form and public realm relationships and synergies across all users and uses within the Study Area. Four distinct sub-studies will be incorporated in the development of the planning framework, including a Transportation Master Plan Study, Master Servicing Plan

Study, Community Infrastructure Strategy, and Market Analysis & Economic Strategy. The planning framework will build upon the recently completed Market Analysis and Economic Strategy.

The consultant team is lead by SvN Architects + Planners along with HDR, Canadian Urban Institute, Cole Engineering, Workshop Architecture, and Swerhun Facilitation. The consultant team along with the City of Toronto Project Management Team reviews technical analysis and findings through the City of Toronto Technical Advisory Committee (TAC) and the community representative Local Advisory Committee (LAC) (see Figure 1).

The Study is to be conducted over three phases as follows:

- Phase 1: Background Analysis, Consultation and Visioning which involves Study Commencement (including Municipal Environmental Assessment (EA) requirements), Public Outreach, Opportunity and Constraint Analysis, and Visioning;
- Phase 2: Design Analysis and Alternative Solutions involves identification, analysis and testing of design alternatives, selection of a preferred alternative and public outreach of the same (including Municipal Class EA requirements); and
- Phase 3: Final Design and Plan Development involving refinement of the preferred alternative, preparation of the final design and plan, and completion of the final Secondary Plan Study Report.

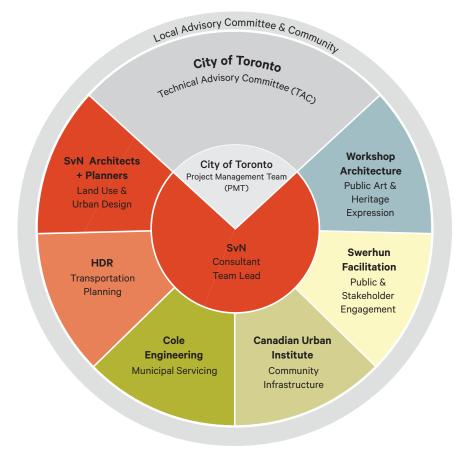


Figure 1 Project team

1.3 Study Area

The GMSP Study Area comprises 102 hectares of land and is generally defined by Ashtonbee Road to the north, Birchmount Road to the east, Civic Road / Alvinston Road to the south, and Victoria Park Avenue to the east (see Figure 2).

The area of Transportation Master Plan (TMP) Study is 2,067 hectares, bounded by Lawrence Avenue East to the north, Midland Avenue / Eglinton Avenue East / the CNR corridor / Danforth Road to the east, St. Clair Avenue East to the south, and the East Don Valley to the west.

The area of Community Infrastructure Strategy (CIS) Study is 1,589 hectares, with its Boundary generally aligning with the TMP Boundary, with the exception of areas east of Kennedy Road and west of Victoria Park Avenue being removed.



- Transportation Master Plan (TMP) Boundary
- Community Infrastructure Strategy (CIS) Boundary
- Golden Mile Secondary Plan (GMSP) Study Area

Figure 2 Study boundaries

The three boundaries are shown in Figure 2, with the TMP Boundary and CIS Boundary being significantly broader than the GMSP Study Area.

1.4 Study Approach

The GMSP Study will result in the development of a vision and planning framework that is based upon an analysis of land use, the development of a Conceptual Master Plan, Transportation Master Plan, Master Servicing Plan and the development of strategies respecting: parks and open space; streets and blocks; built form; streetscape and pedestrian amenities; public art/heritage expression; and community infrastructure. To develop this comprehensive vision and planning framework, SvN has identified five building blocks that are both derived from and align with the Study's objectives. The five building blocks will be used as the basis of the Study. Within each building block, existing conditions, opportunities and constraints will be assessed to inform an understanding of the Study Area. The transportation and servicing building blocks will fulfill the Municipal Class EA requirements. Furthermore, the Study brings forward a number of interrelated points of analysis and synthesis, including projected future growth and growth policy, opportunities and constraints, and a series of Guiding Principles that combined inform a Vision for Change (see Figure 3). The Vision and Guiding Principles will inform an evaluation framework which in turn will be used to assess alternative future scenarios. The Vision and Guiding Principles will also ultimately drive the preparation of the Secondary Plan, based on the selection of a Preferred Alternative. Feedback from the public, including residents, landowners, business owners, employees and consumers of the Golden Mile, will be a key part throughout the entire process, shaping and refining the Vision, Guiding Principles, and the Preferred Alternative.

The five Building Blocks are as follows:



Land Use / Urban Design

- Land use and density
- Built form and streetscapes
- Parks, open space and public realm

- Public art and heritage
- Assess redevelopment potential and examine highest and best use
- Identify a conceptual master plan, policy and planning tools



Transportation

- Pedestrian, bicycle, transit and automobile networks
- Streets and blocks
- Assess transportation network alternatives, proposed streets and blocks
- Identify a preferred network (and satisfy phases 1 and 2 of the Municipal Class EA)



Servicing

- Comprised of water, stormwater, wastewater infrastructure networks
- Assess bottlenecks and constraints within the network
- Identify network improvements



Community Infrastructure

- Schools, libraries, community recreation centres, child care centres, etc. and human service agencies
- Assess neighbourhood demand and constraints for facilities and human service agencies
- Identify community infrastructure needs and opportunities to support future growth



Economy

- Economic and employment conditions
- Current building stock and employment uses
- Land holdings and lease information
- Determine viability of the area as an employment generator
- Identify economic strategy to enhance / attract employment

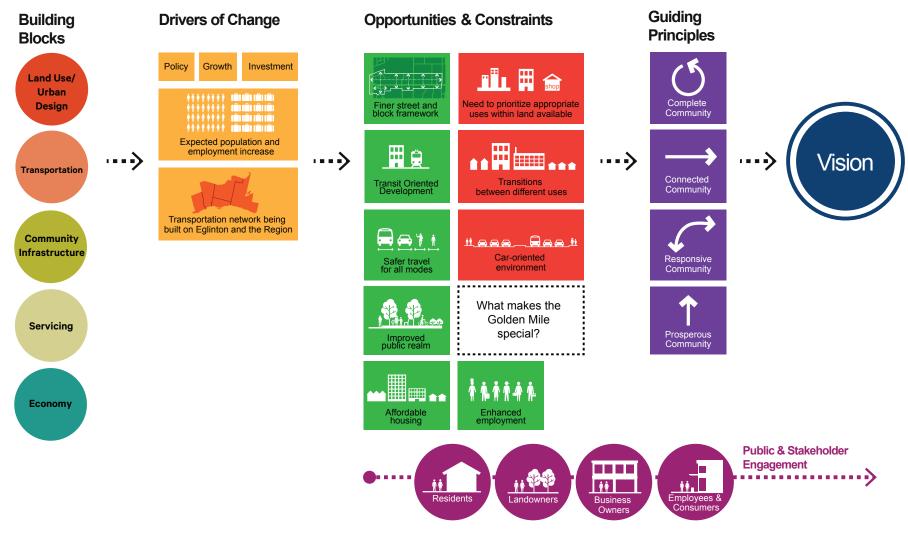


Figure 3 Process towards a vision

The five building blocks are derived from the different disciplinary ares of the GMSP Study and are used to organize the analysis of existing conditions. Once the conditions have been identified, various Drivers of Change are studied - these include changes in both municipal and provincial policies, current and projected growth, and investment. Using the results of the existing conditions analysis and review of drivers of change, opportunities and constraints unique to the Golden Mile were discerned. These form the Guiding Principles and the Vision, which will feed into the development alternatives.