

Supplementary Option – Evaluation

April 2026



City of Toronto

North York at the Centre – Supplementary Option Evaluation

Project Website: toronto.ca/nycentre

LAND ACKNOWLEDGEMENT

We acknowledge that North York Centre is located on lands within the City of Toronto that are the traditional territory of the Anishnabeg, Haudenosaunee and Wendat peoples, and now home to many diverse First Nations, Inuit and Métis peoples. The lands in Toronto where North York Centre is located are covered by Treaty 13 with the Mississaugas of the Credit First Nation.

AFRICAN ANCESTRAL ACKNOWLEDGEMENT

The City of Toronto acknowledges all Treaty peoples – including those who came here as settlers – as migrants either in this generation or in generations past – and those of us who came here involuntarily, particularly those brought to these lands as a result of the Trans-Atlantic Slave Trade and Slavery. We pay tribute to those ancestors of African origin and descent.

Prepared By:

City of Toronto

Partner Divisions:

City Planning
Development Review
Transportation Services
Parks and Recreation
Toronto Water

Table of Contents

01. Purpose	1
02. Background	1
03. Evaluation	1
Grow a Complete Community	4
Reinforce the Centre as a Vibrant Hub for Works, Art and Culture	6
Green North York Centre	9
Build Connectivity	13
Design Places for People	15
Summary of Evaluation	19
04. Next Steps	20
Appendix A: Recommended Option Maps	21

1. Purpose

This memo responds to PH28.6 Recommendation 13, which directed staff to consider changes to the Recommended Option for updating the North York Centre Secondary Plan. It evaluates a proposed alternative (herein referred to as the “Supplementary Option”) from that direction, and will inform the development of Draft Secondary Plan policies later in 2026.

2. Background

The City of Toronto is undertaking a review of the North York Centre Secondary Plan to refresh the vision for the Centre and develop new policy directions to shape the area as an inclusive, resilient, and complete community. The review is known as ‘North York at the Centre’ and includes four phases, with Phases 1 and 2 now complete (see sidebar).

In Phase 2, the North York at the Centre [Final Options and Directions Report](#) (November 2025) presented a Recommended Option for updating the Secondary Plan, which was endorsed by City Council with amendments in March 2026 ([PH28.6](#)). Council adopted 20 recommendations, including 17 Councillor motions, one of which directed staff to consider changes to the Recommended Option.

3. Evaluation

The Supplementary Option was prepared in March/April 2026 and reflects changes to the Recommended Option that staff were directed to consider as part of PH28.6 Recommendation 13. The changes address land use, building types and parks, primarily in areas along Empress Avenue, Willowdale Avenue and two blocks located northeast of the Yonge Street and Finch Avenue intersection.

Table 1 outlines changes to the Recommended Option that are considered in the Supplementary Option. The areas where changes are being considered are also illustrated in the Supplementary Option Structure Map (**Figure 1**).

North York at the Centre

Phase 1 of North York at the Centre began in Fall 2023 with a background review of existing and planned conditions and a community visioning exercise that helped identify overarching lenses and guiding principles for the Secondary Plan review.

In Phase 2, which began in Spring 2024, those guiding principles were used to develop and evaluate options for updating the Secondary Plan. In March 2026, City Council endorsed a Recommended Option as the basis for updating the Secondary Plan, subject to further engagement and refinement (PH28.6).

The Secondary Plan policies will be updated in Phase 3, which is targeted to be completed in early 2027. In Phase 4, the implementing zoning for North York Centre will be developed to reflect the new Secondary Plan policies.

Table 1: Changes to the Recommended Option Considered in the Supplementary Option

Location	Recommended Option (Nov 2025)		Supplementary Option (Apr 2026)	
	Land Use	Building Types and Heights	Land Use	Building Types and Heights
Lands bound by Bishop Avenue, Pemberton Avenue, Kenneth Avenue and Willowdale Avenue	Neighbourhoods	Low-rise Building Area (4 storeys max.)	Mixed Use Area 2	Tall Building Area 4 (15-25 storeys)
Willowdale Avenue from Finch Avenue to Empress Avenue	Mixed Use Area 3 Secondary Retail Street (except for Priority Retail Street at the Finch Avenue and Willowdale Avenue intersections)	Mid-rise Building Area	Neighbourhoods No retail	Low-rise Building Area (4 storeys max.)
Willowdale Avenue from Empress Avenue to Spring Garden Avenue	Secondary Retail Street (except for Priority Retail Street at the Empress Avenue intersection)		Priority Retail Street	
Empress Avenue from Doris Avenue to Willowdale Avenue	Mixed Use Area 3 Secondary Retail Street (except for Priority Retail Street at the Willowdale Avenue intersection)	Tall Building Area 4 (15 to 25 storeys) from Doris Avenue to Kenneth Avenue (including the lots fronting Kenneth Avenue, and Mid-Rise Building Area (6 to 11 storeys) to Willowdale Avenue	Neighbourhoods No retail	Low-rise Building Area (4 storeys max.)
Lots fronting Doris Avenue at Empress Avenue	Mixed Use Area 3	Tall Building Area 4 (15-25 storeys)	Neighbourhoods	Major Streets Mid-rise Building Area (6 storeys max.)

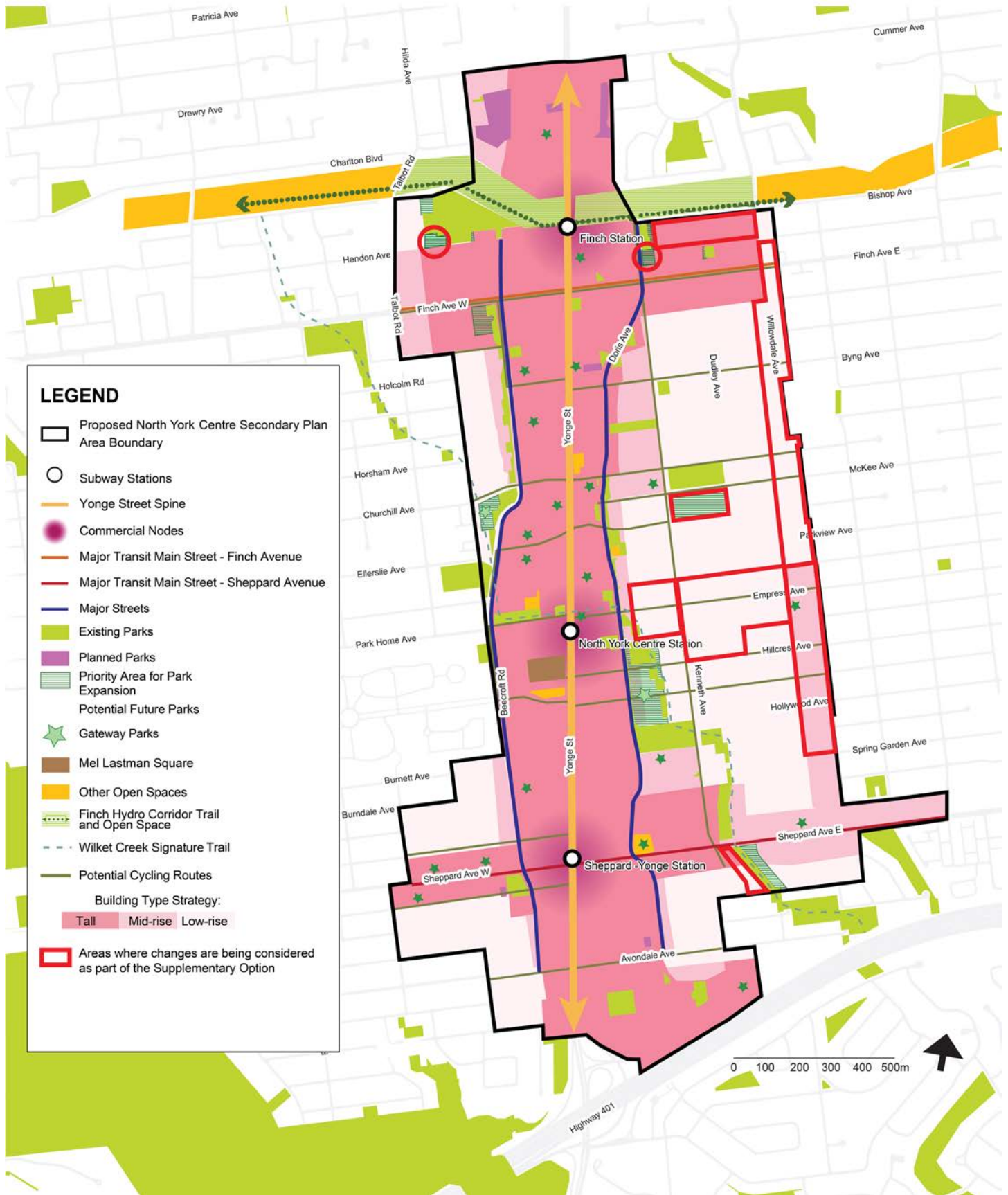


Figure 1: Supplementary Option Structure Map (April 2026)

The Supplementary Option is evaluated using the same criteria used in Phase 2 of North York at the Centre, which is based on five guiding principles and associated objectives:

1. Grow a Complete Community,
2. Reinforce the Centre as a Vibrant Hub for Work, Arts and Culture,
3. Green North York Centre,
4. Build Connectivity, and
5. Design Places for People.

Refer to Chapters 2 and 3 of the North York at the Centre [Final Options and Directions Report](#) for more information on the guiding principles, objectives and evaluation criteria.

The Option that performed more strongly in the evaluation received a checkmark. Where the two Options perform the same, both were given checkmarks.

Grow a Complete Community

The Supplementary Option land use permissions were evaluated in comparison to the Recommended Option for their potential to provide a complete community, balancing housing and population growth with jobs and infrastructure. The Land Use Map for the Supplementary Option is illustrated in **Figure 2**. The Land Use Map for the Recommended Option is provided in **Appendix 1**.

Housing

The Supplementary Option includes more low-rise building areas (and fewer tall and mid-rise building areas) east of Doris Avenue, which results in 3,995 fewer new residential units than the Recommended Option. The number of potential new housing units provided by each option is shown in **Table 2**.

While the Recommended Option provides for slightly more new housing units than the Supplementary Option, the difference is not significant, and the options perform similarly in the evaluation.

Table 2: Potential New Housing Units

	Recommended Option	Supplementary Option
Total New Units	96,009	92,014

Table 3: Scoring for Housing Units

	Recommended Option	Supplementary Option
Housing Units	✓	✓

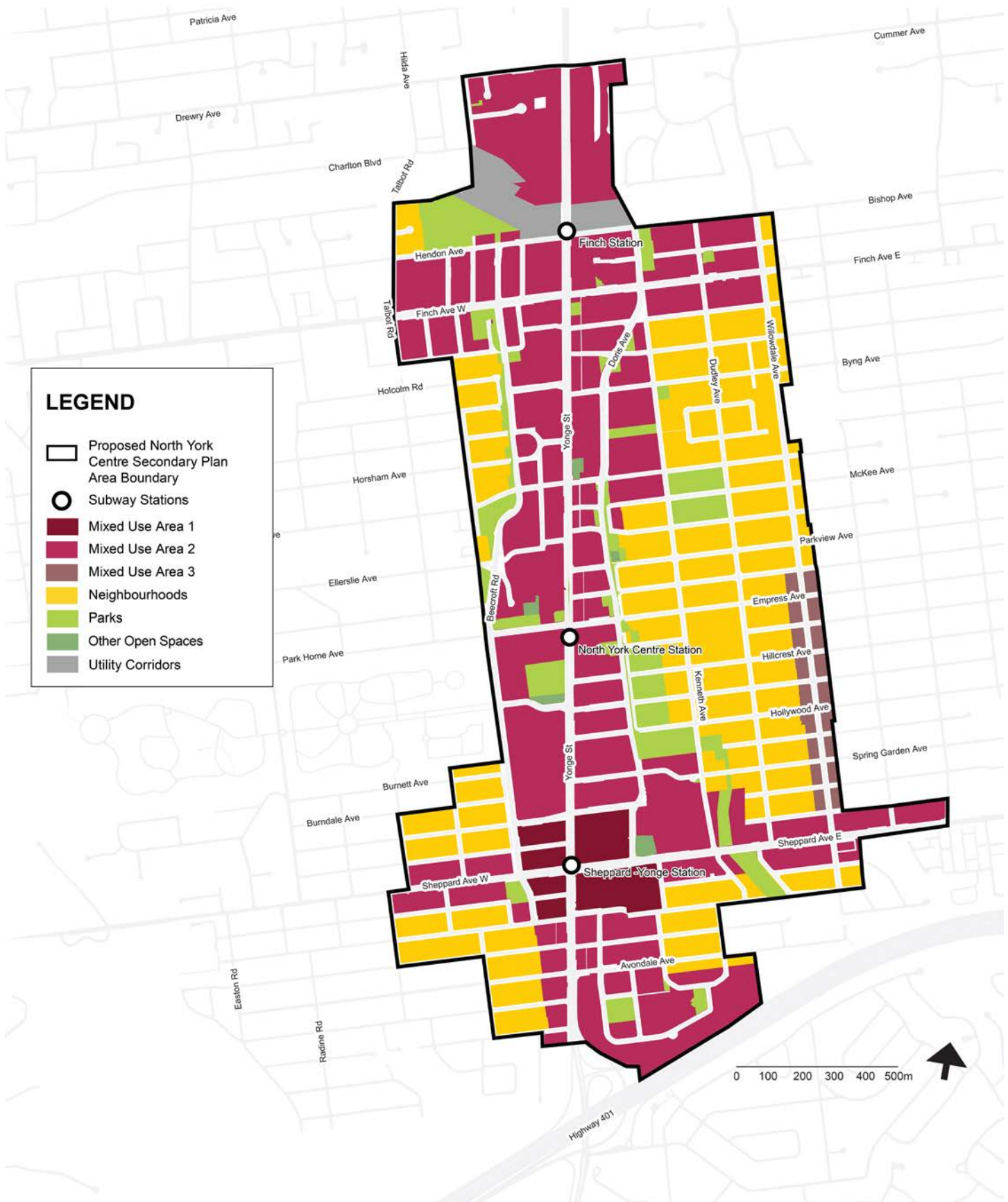


Figure 2: Supplementary Option Land Use Map (April 2026)

Transit-Supportive Development

Along with lower building heights, the Supplementary Option changes the proposed land use designation for Empress Avenue and parts of Willowdale Avenue from Mixed Use Area 3 to Neighbourhoods, which results in 6,565 fewer people and 460 fewer jobs than the Recommended Option (**Table 4**). With an estimated density of 514 people and jobs per hectare, the Supplementary Option supports 18 fewer people and jobs per hectare than the Recommended Option (**Table 4**).¹

Both options satisfy the minimum density requirements for Major Transit Station Areas (MTSAs) and succeed in optimizing density within MTSAs by increasing population and jobs surrounding higher order transit stations (**Table 5**).

Table 4: Population and Jobs Estimates

	Recommended Option	Supplementary Option	(-) Difference
Total Population	170,374	163,809	6,565
Total Jobs	43,698	43,238	460
Population + Jobs/Hectare	532	514	18

Table 5: Scoring for Density in MTSAs

	Recommended Option	Supplementary Option
Density in MTSAs	✓	✓

Reinforce the Centre as a Vibrant Hub for Works, Art and Culture

The Supplementary Option land use permissions were evaluated in comparison to the Recommended Option for their potential to maintain the Centre’s vibrant non-residential character and support the Centre’s role as an office hub by meeting market demand for office and other non-residential uses. The extent to which the ratio of jobs to population within the current Secondary Plan area remained healthy was also evaluated.

¹ After the growth estimate for the Recommended Option was prepared, the Option continued to be refined. Had these refinements been incorporated into the growth estimates, the estimated density of the Recommended Option would have decreased. Thus, the change from the Recommended Option to the Supplementary Option is likely less than 18 fewer people and jobs per hectare.

Office Employment

The options provide the same amount of office space and the same ratio of people to jobs (**Table 6**). Since the office use permissions are the same in both options, they perform the same in the evaluation (**Table 7**).

Table 6: Estimated Office Space (GFA) and Ratio of Jobs to Residents in each Option

	Recommended Option	Supplementary Option
Office GFA Provided (square feet)	1,253,909	1,253,909
Jobs to Population Ratio within the Current Secondary Plan Area (2051)	40,587: 115,865 (1: 2.9)	40,587: 115,765 (1: 2.9)

Table 7: Scoring for Office GFA and Ratio of Jobs to Residents

	Recommended Option	Supplementary Option
Office GFA	✓	✓
Jobs to Population Ratio	✓	✓

Retail

The Retail Map for the Supplementary Option is shown in **Figure 3** and for the Recommended Option in **Appendix 1**. The Supplementary Option removes retail permissions from Empress Avenue and from a large portion of Willowdale Avenue north of Empress Avenue. In addition, two blocks bound by Pemberton, Bishop, Kenneth and Willowdale Avenue are changed from *Neighbourhoods* to *Mixed Use Area 3*, as shown on the Land Use Map for the Supplementary Option (**Figure 2**).

Overall, the Supplementary Option performs similar to the Recommended Option in that both provide nearly the same amount of retail gross floor area (**Table 8**). However, the Recommended Option offers a greater diversity of locations for new retail and broader distribution throughout the area to support walkable access to daily amenities. It should be noted that with low-rise Neighbourhoods retained along Willowdale Avenue and Empress Avenue in the Supplementary Option, the demand for retail is expected to be somewhat lower than in the Recommended Option.

Table 8: Estimated Retail Space in each Option

	Recommended Option	Supplementary Option
Retail GFA Provided (square feet)	1,264,791	1,264,877

Table 9: Scoring for Estimated Retail Space in each Option

	Recommended Option	Supplementary Option
Retail GFA	✓	✓

Green North York Centre

The Supplementary Option was evaluated in comparison to the Recommended Option for how well it achieves opportunities for new and better connected parkland, programming improvements and resource optimization. It was also evaluated based on opportunities to preserve and enhance tree canopy cover and increase permeable surfaces.

Parks

There are notable differences between the Long-term Parks and Open Space Map for the Supplementary Option (**Figure 4**) and the Recommended Option (**Appendix 1**). The Supplementary Option:

- introduces additional Priority Areas for Parkland Expansion adjacent to Hendon Park, Bishop Park and a large area south of Mitchell Field Park, and
- removes the Priority Area for Park Expansion adjacent to Glendora Park, west of the Wilket Creek Signature Trail.

The Supplementary Option generally provides more opportunities to create larger parks in the North York Centre. However, the programming opportunities and feasibility of implementing additional Priority Areas for Parkland Expansion in the Supplementary Option vary depending on the park (**Tables 10 and 11**).

Bishop Park

Although the proposed expansion of Bishop Park overlaps potential redevelopment sites, it is relatively feasible to implement. Key benefits of the proposed expansion include increasing parkland supply in an area with low parkland provision and helping to achieve a more regular shape for the existing park by leveraging a potential right-of-way transfer. A more regular park shape would improve programming opportunities.

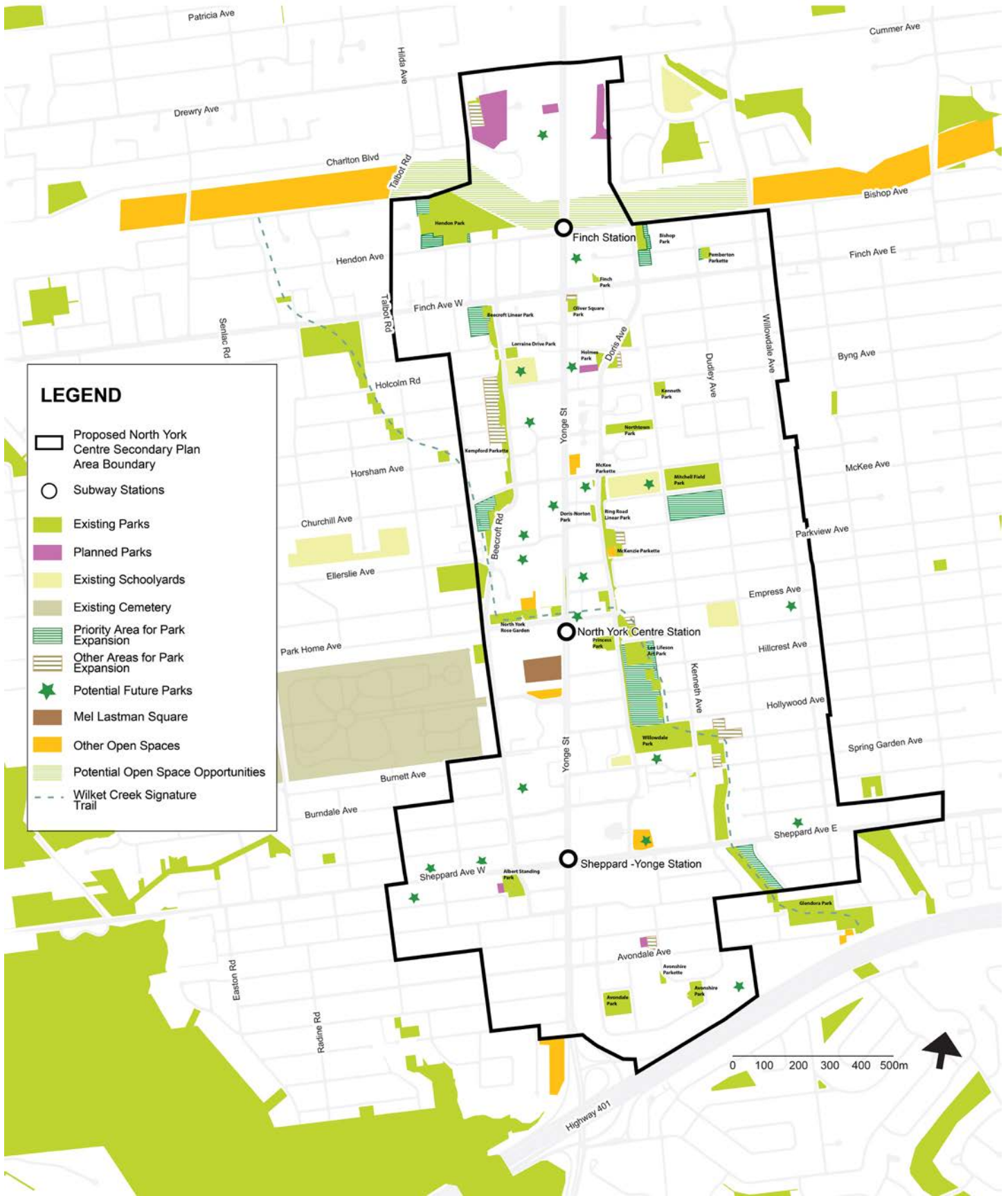


Figure 4: Supplementary Option Long-term Parks and Open Space Map (April 2026)

Hendon Park

The proposed expansion of Hendon Park also allows for assembling a more regular shaped park, however, Hendon Park is already a heavily programmed park with current access and visibility from both Hendon and Blake Avenues. The proposed expansion overlaps stable residential neighbourhoods where redevelopment is not anticipated, has limited programming opportunities, and is within an area where the parkland provision is higher than the City average.

Mitchell Field Park

Expanding parkland in the block south of Mitchell Field Park and Community Centre would create a large park in an area of low parkland provision, with greater opportunities to improve programming. The adjacency to the existing elementary school and community recreation centre would allow for potential coordination and optimal use of facilities and outdoor recreational resources. However, assembling parcels to achieve a programable-sized park in a stable residential neighbourhood, in a residential land use block with no existing parkland or open space that could support expansion, is complex and challenging in terms of both logistics and resources. Further study would be needed to identify strategies and opportunities to expand Mitchell Field Park and integrate potential new facilities.

Glendora Park

The proposed removal of the Priority Area for Parkland Expansion near Glendora Park, on the west side of Wilket Creek Trail, impacts opportunities to improve connectivity, accessibility and visibility to the parkland system for neighbourhoods southeast of the Yonge Street and Sheppard Avenue intersection, as well as opportunities for ecologically appropriate recreational programming in the Avondale neighbourhood. Areas adjacent to Wilket Creek are ecologically sensitive and the existing parcels, both east and west of Wilket Creek Trail between Sheppard Avenue and Glendora Park, are shallow with limited development potential.

Table 10. Scoring for Changes to Parks in the Supplementary Option

	Bishop Park	Hendon Park	Mitchell Field Park	Glendora Park
Potential for New Parkland	✓	✓	✓	
Programming Opportunity	✓		✓	
Connectivity of Parks	✓	✓	✓	
Resource Allocation Equity ²	✓			

² Although not explicitly identified in the Phase 2 evaluation criteria for North York at the Centre, equitable parkland provision is an inherent consideration for Parks and Recreation based on the Parkland Strategy.

Table 11. Scoring for Parks

	Recommended Option	Supplementary Option
Potential for New Parkland		✓
Programming Opportunity	✓	✓
Connectivity of Parks		✓
Resource Allocation Equity ³	✓	

Tree Canopy

The Recommended Option and the Supplementary Option provide the same opportunities to create a continuous tree canopy along Sheppard Avenue, Finch Avenue, Beecroft Road and Doris Avenue through streetscape improvements. While the Recommended Option provides for more streetscape improvements along Willowdale and Empress Avenue, the Supplementary Option performs better because it maintains existing *Neighbourhoods* in more areas along Empress Avenue and Willowdale Avenue, preserving the existing tree canopy in private yards (**Table 12**).

Table 12: Scoring for Tree Canopy

	Recommended Option	Supplementary Option
Tree Canopy		✓

Green Infrastructure

The Supplementary Option maintains more permeability than the Recommended Option along Willowdale Avenue and Empress Avenue in existing low-rise neighbourhoods. However, the Supplementary Option removes proposed parkland adjacent to the Wilket Creek Trail and provides fewer opportunities than the Recommended Option to implement streetscape improvements on Willowdale and Empress Avenue, including tree planting and soft landscaping. Overall, both options score the same (**Table 13**).

³ Although not explicitly identified in the Phase 2 evaluation criteria for North York at the Centre, equitable parkland provision is an inherent consideration for Parks and Recreation based on the Parkland Strategy.

Table 13: Scoring for Green Infrastructure

	Recommended Option	Supplementary Option
Green Infrastructure	✓	✓

Build Connectivity

The Supplementary Option was evaluated in comparison to the Recommended Option for how well it provides for multi-modal travel options, walking and cycling connections, access to existing and planned transit, safety and streetscape improvements, and opportunities for shared mobility hubs. Since there were no changes to the proposed mobility network, a map was not prepared for the Supplementary Option. The Recommended Option Mobility Map is provided in **Appendix 1**.

Multi-modal Mobility Network

The Recommended Option and Supplementary Option have the same proposed multi-modal mobility network and score the same (**Table 14**). However, with fewer redevelopment opportunities, the implementation of improvements in *Neighbourhoods* along Empress Avenue and Willowdale Avenue may take longer to implement in the Supplementary Option than the Recommended Option.

Table 14: Scoring for Multi-modal Mobility

	Recommended Option	Supplementary Option
Multi-modal Mobility	✓	✓

Active Transportation

Both options provide the same improvements to the active transportation network and are scored equally (**Table 15**).

Table 15: Scoring for Active Transportation

	Recommended Option	Supplementary Option
Active Transportation	✓	✓

Transit

The Recommended Option and the Supplementary Option have the same future transit network, including all planned and proposed projects in the North York Centre. Although the Recommended Option's proposed mixed-use designations along Empress Avenue (between Doris Avenue and Willowdale Avenue) may better support potential local transit improvements on Empress Avenue/Park Home Avenue, both options provide generally the same level of transit improvements from a network-planning perspective (**Table 16**).

Table 16: Scoring for Transit

	Recommended Option	Supplementary Option
Transit	✓	✓

Safety

The changes made to the Recommended Option do not have an effect on potential safety improvements in the Supplementary Option (**Table 17**). Both options include the same potential safety improvements in the proposed Secondary Plan area, such as new signalized intersections and pedestrian crossings that would be delivered through road work and development.

Table 17: Scoring for Safety

	Recommended Option	Supplementary Option
Safety	✓	✓

Shared Mobility

The Recommended Option and the Supplementary Option both introduce the same opportunities for shared mobility hubs throughout North York Centre, which could help travelers make use of multiple modes and improve their access to all forms of mobility (**Table 18**).

Table 18: Scoring for Mobility Choices and Innovation

	Recommended Option	Supplementary Option
Mobility Choices and Innovation	✓	✓

Streetscape

Both the Recommended Option and Supplementary Option include opportunities to enhance streetscapes through development and City-led capital projects. Overall, the Recommended Option

presents a greater range of opportunities than the Supplementary Option to enhance streetscapes on local streets through development, and deliver improvements such as wider sidewalks, pedestrian amenities and a continuous street tree canopy (**Table 19**). The Supplementary Option includes more *Neighbourhoods* where the delivery of the streetscape improvements may experience greater financial and timeline challenges.

Table 19: Scoring for Streetscapes

	Recommended Option	Supplementary Option
Streetscapes	✓	

Cost and Feasibility

Cost and feasibility considerations are largely driven by whether specific improvements are anticipated to be achieved through the development process or by direct initiative of the City. In addition, the scale of proposed public infrastructure improvements in each option was considered. The Recommended Option and Supplementary Option include the same mobility improvements and score the same (**Table 20**).

Table 20: Scoring for Cost and Feasibility

	Recommended Option	Supplementary Option
Cost and Feasibility	✓	✓

Design Places for People

The Supplementary Option was evaluated in comparison to the Recommended Option for how well it achieves transition, supports a mix of building types, impacts sun and wind conditions, and contributes to public realm animation and the network of non-park open spaces. The Building Types and Heights Map for the Supplementary Option is shown in **Figure 5** and for the Recommended Option in **Appendix 1**.

Transition

Like the Recommended Option, the Supplementary Option provides an overall gradual transition in scale from a peak along Yonge Street to surrounding neighbourhoods outside the Secondary Plan area. Both options limit abrupt built form transitions within the proposed Secondary Plan area (**Table 21**).

Table 21: Scoring for Transition

	Recommended Option	Supplementary Option
Transition within North York Centre	✓	✓
Transition to Surroundings	✓	✓

Building Types

Compared to the Recommended Option, the Supplementary Option would significantly reduce opportunities for mid-rise buildings, particularly east of Yonge Street (**Table 22**).

Table 22: Scoring for Mix of Building Types

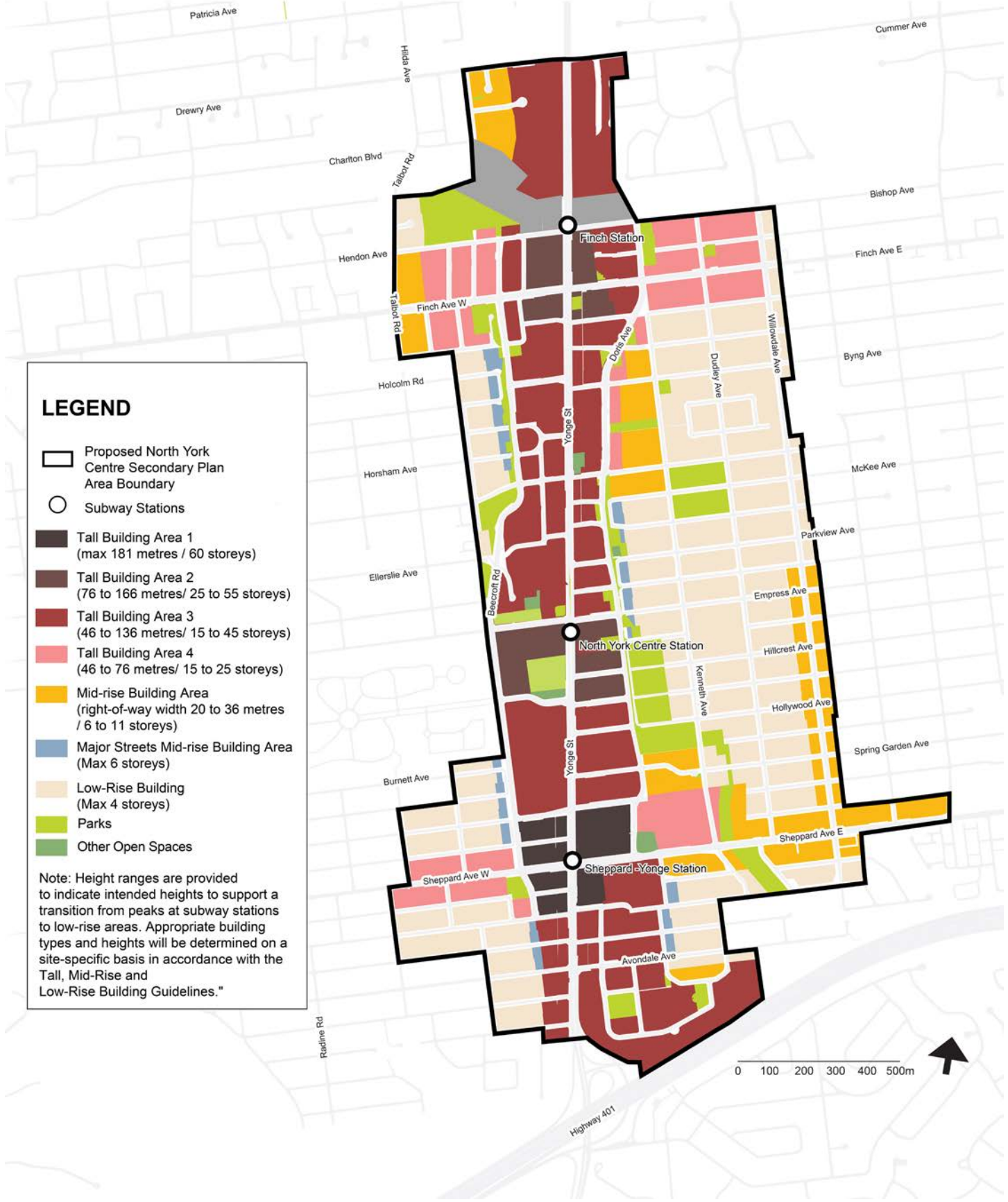
	Recommended Option	Supplementary Option
Mix of Building Types	✓	

Wind Conditions

The Supplementary Option and Recommended Option both improve wind conditions compared to existing conditions. Although a wind study was not completed for the Supplementary Option, it is likely that both options perform similarly since they both provide a transition in building heights near Yonge Street, which breaks up prevailing winds and addresses existing wind impacts (**Table 23**). The inclusion of mid-rise and tall buildings east of Doris Avenue in both options increases the likelihood of reduced wind speeds.

Table 23: Scoring for Wind Comfort and Safety

	Recommended Option	Supplementary Option
Wind Comfort	✓	✓
Wind Safety	✓	✓



LEGEND

- Proposed North York Centre Secondary Plan Area Boundary
- Subway Stations
- Tall Building Area 1 (max 181 metres / 60 storeys)
- Tall Building Area 2 (76 to 166 metres/ 25 to 55 storeys)
- Tall Building Area 3 (46 to 136 metres/ 15 to 45 storeys)
- Tall Building Area 4 (46 to 76 metres/ 15 to 25 storeys)
- Mid-rise Building Area (right-of-way width 20 to 36 metres / 6 to 11 storeys)
- Major Streets Mid-rise Building Area (Max 6 storeys)
- Low-Rise Building (Max 4 storeys)
- Parks
- Other Open Spaces

Note: Height ranges are provided to indicate intended heights to support a transition from peaks at subway stations to low-rise areas. Appropriate building types and heights will be determined on a site-specific basis in accordance with the Tall, Mid-Rise and Low-Rise Building Guidelines."

Figure 5: Supplementary Option Building Types and Heights Map (April 2026)

Sun Conditions on the Public Realm

The Supplementary Option performs better than the Recommended Option in terms of providing greater solar access on the public realm since it maintains the *Neighbourhoods* designation along Empress and Willowdale Avenue (**Table 24**).

Table 24: Scoring for Sunlight on Public Realm

	Recommended Option	Supplementary Option
Sunlight		✓

Sun Conditions on Parks and Non-Park Open Spaces

While the Supplementary Option introduces tall buildings adjacent to the Finch Hydro Corridor and Bishop Park, resulting shadow impacts are minor in comparison to the Recommended Option, therefore the options perform the same (**Table 25**).

Table 25: Scoring for Sunlight on Parks and Non-Park Open Spaces

	Recommended Option	Supplementary Option
Sunlight	✓	✓

Non-park Open Spaces

The Supplementary Option introduces the same opportunities as the Recommended Option for including social streets, new open spaces along the Doris Avenue and Beecroft Road and the potential greening of the Finch Hydro Corridor. However, the Supplementary Option includes fewer *Mixed Use Areas* than the Recommended Option, which reduces potential for new non-park open spaces implemented through redevelopment of low-rise areas (**Table 26**).

Table 26: Scoring for Non-park Open Spaces

	Recommended Option	Supplementary Option
Non-park Open Spaces	✓	

Summary of Evaluation

Elements of both options performed strongly in the evaluation. **The Supplementary Option performed stronger** than the Recommended Option in the following objectives:

- overall potential for new parkland and connectivity of parks, including expansion of Bishop, Hendon and Mitchell Field Park,
- preserving the tree canopy, and
- sunlight access on the public realm.

The Recommended Option performed stronger than the Supplementary Option in the following objectives:

- overall equity of parkland expansion,
- parkland expansion at Glendora Park west of the Wilket Creek Signature Trail,
- opportunities for new non-park open spaces,
- streetscape improvements, and
- mix of building types.

The Supplementary Option and Recommended Option performed similarly in several objectives where no or limited changes to the Recommended Option were proposed in the Supplementary Option.

The Supplementary Option and Recommended Option performed the same in:

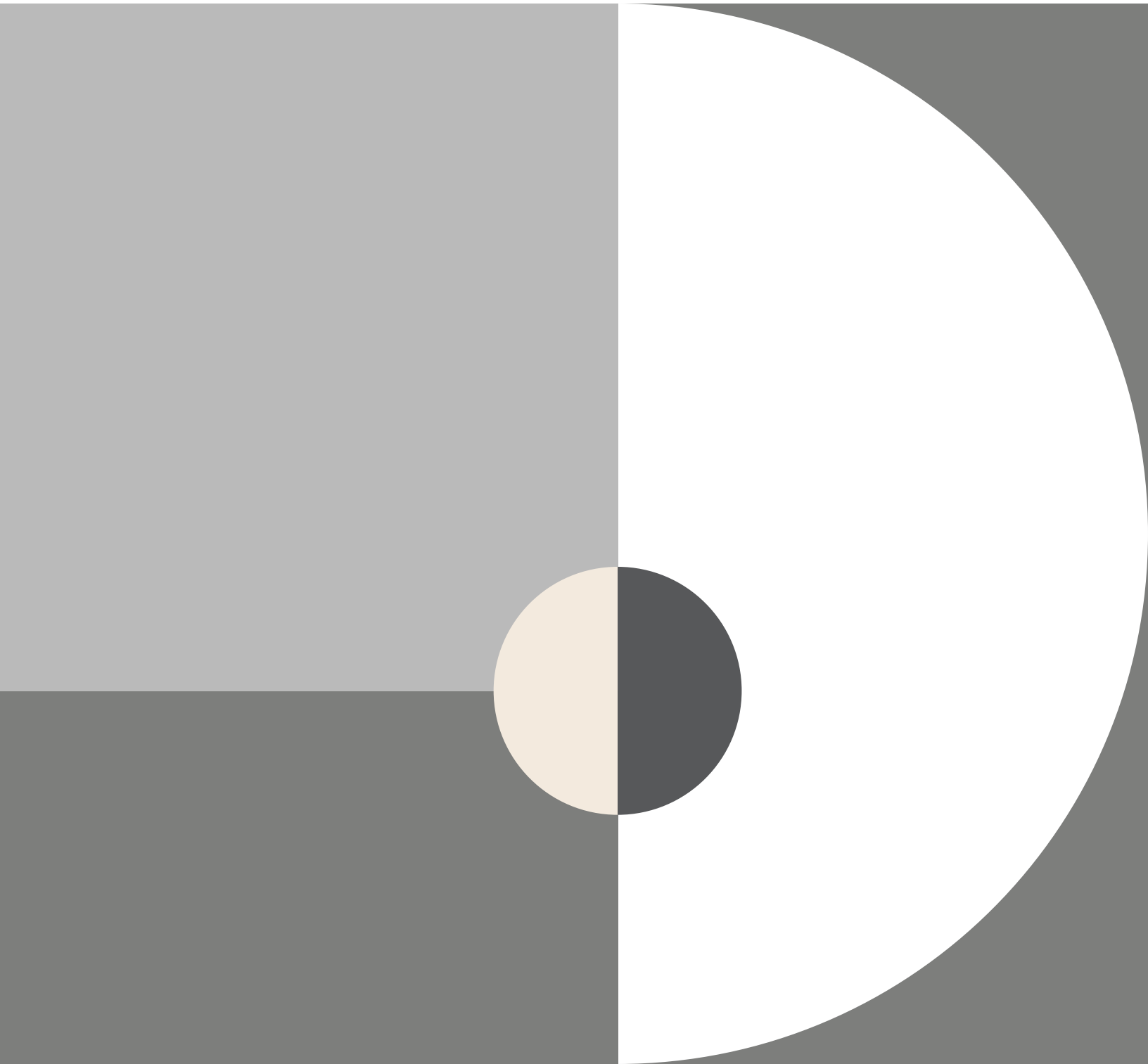
- potential new housing units,
- transit-supportive density/density in Major Transit Station Areas,
- office and retail space supply in relation to demand,
- overall programming opportunities for parkland,
- permeability,
- multi-modal mobility network, active transportation, transit, safety, mobility choices and innovation,
- cost and feasibility of mobility improvements,
- built form transition within North York Centre and transition to surroundings,
- Wind conditions, and
- sunlight access on parks and non-park open spaces.

It should be noted that while both options provide an optimal supply of retail space overall, the Recommended Option offers a greater diversity of locations for new retail and broader distribution throughout the area to support walkable access to daily amenities.

4. Next Steps

The Supplementary Option evaluation will be shared with the community at a Public Meeting in Spring 2026. The community's feedback will be considered alongside staff's evaluation as the project team develops a Draft Secondary Plan in Phase 3. For more information on the project schedule and future opportunities to get involved, visit toronto.ca/nycentre.

Appendix A: Recommended Option Maps



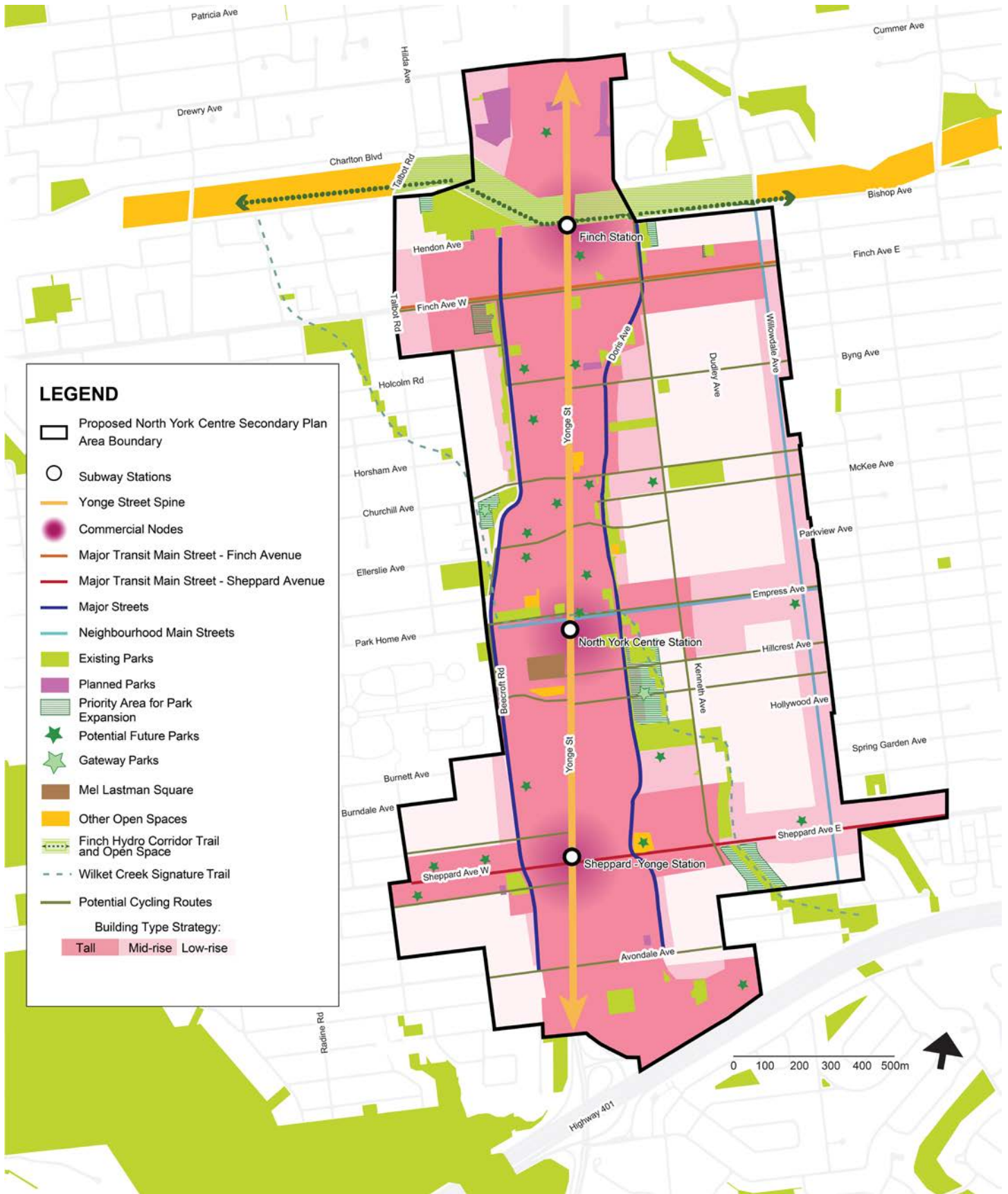


Figure A-1: Recommended Option Structure Map (November 2025)

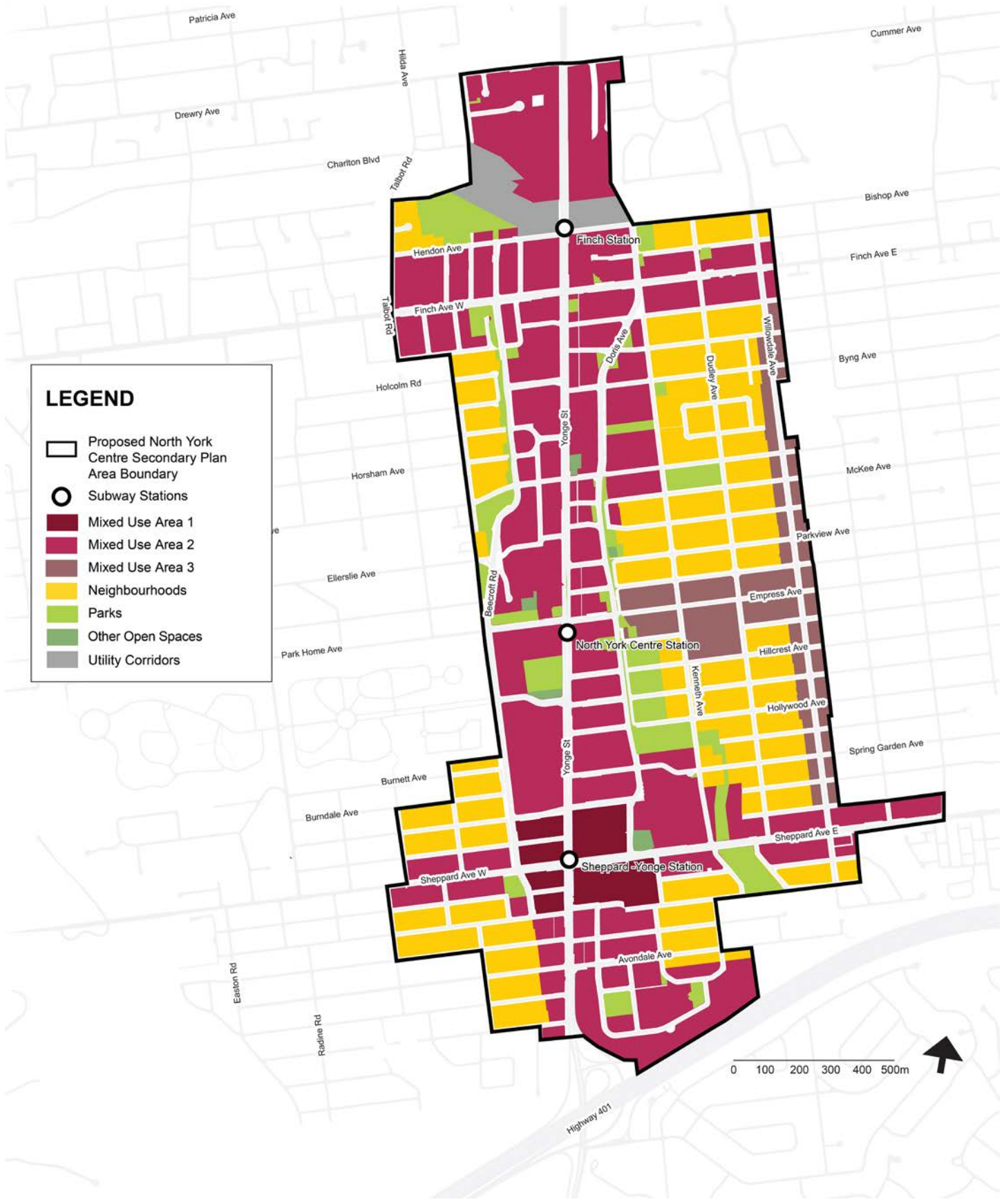


Figure A-2: Recommended Option Land Use Map (November 2025)



Figure A-3: Recommended Option Retail Map (November 2025)

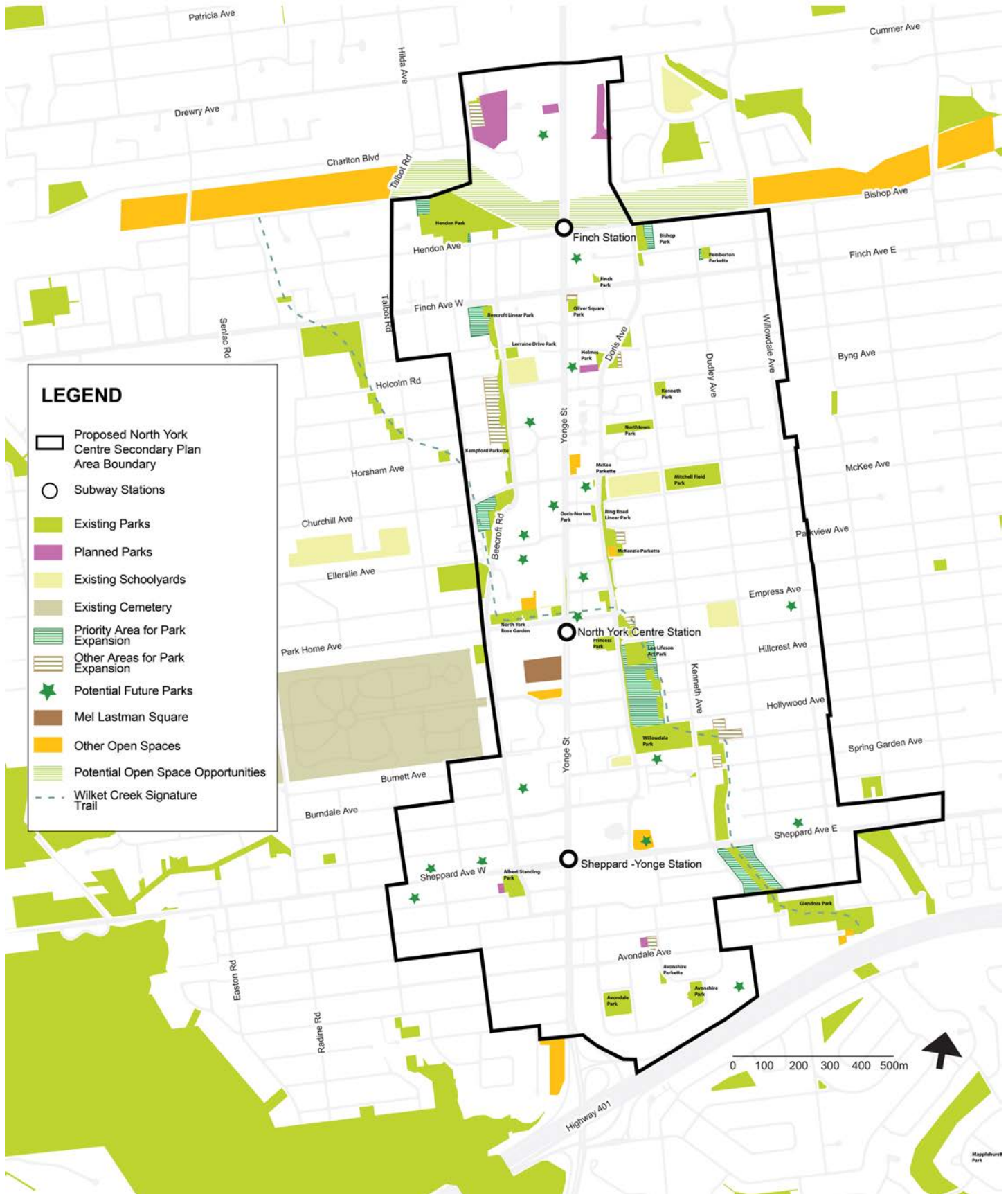


Figure A-4: Recommended Option Long-Term Parks and Open Space Map (November 2025)

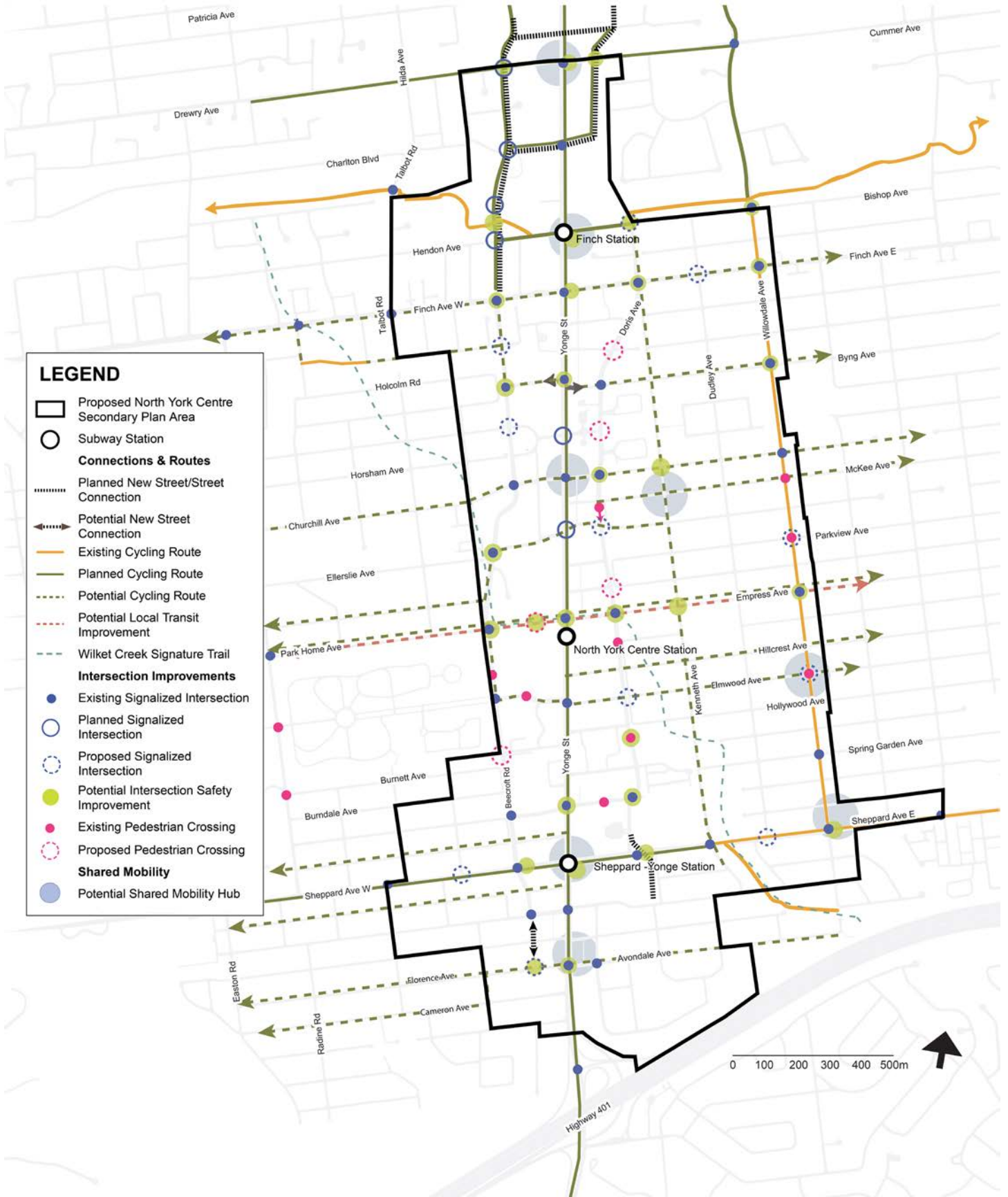


Figure A-5: Recommended Option Mobility Map (November 2025)

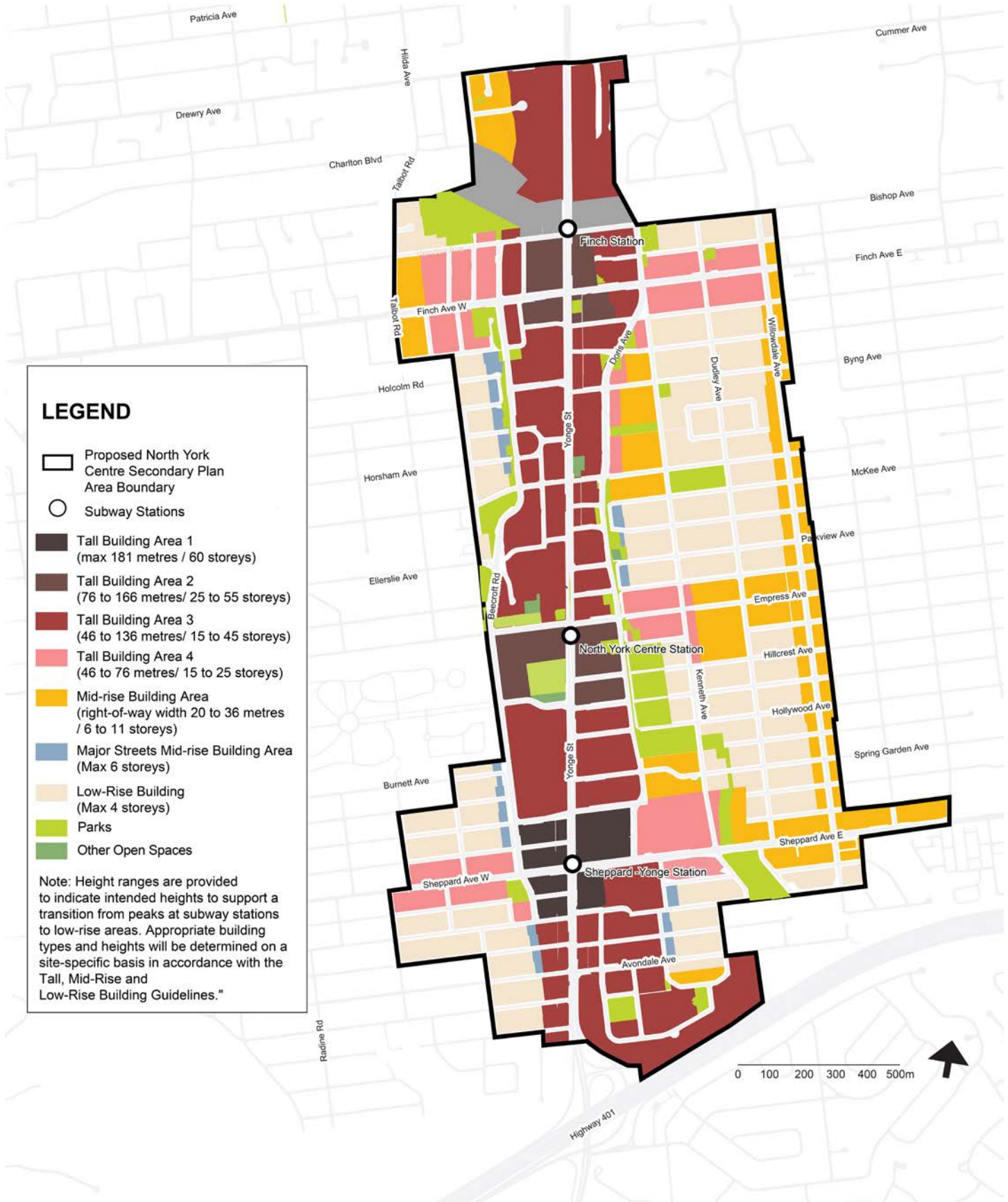


Figure A-6: Recommended Option Building Heights and Types Map (November 2025)

