



## REPORT FOR ACTION

## 1627 and 1675 Danforth Avenue – Danforth Garage Master Plan – Final Report

Date: May 23, 2019

To: Executive Committee

From: Deputy City Manager, Corporate Services and the Chief Planner and Executive Director, City Planning

Ward: 19 – Beaches East York

### SUMMARY

---

At its meeting of January 31, 2018, Toronto City Council ("Council") approved the preferred property located at 1627 Danforth Ave (the "Danforth Garage") for the consolidation of the current Toronto Police Service ("TPS") 54 and 55 Police District facility.

Council further directed the Deputy City Manager, Corporate Services and the Chief Planner and Executive Director, City Planning to, in summary:

- Convene an interdivisional working group to undertake a Master Plan for the Danforth Garage site, to include community consultations, technical studies, confirmation of required TTC uses on the property, exploration of other potential partners and uses, and conceptual site plans;
- Report to Executive Committee with a progress report;
- Report to Executive Committee with a business case, including funding strategies, in the first quarter of 2019, to include funding plans for the property redevelopment activities beyond the development of the new consolidated 54 and 55 Police District facility, for which funding is included in Toronto Police Service's 2019 - 2028 Council Approved Capital Budget and Plan; and
- Establish a Community Stakeholder Group to provide input into the master planning process.

This report provides the outcome of the Master Plan exercise undertaken in collaboration by CreateTO and the City of Toronto, and provides next steps to advance this city-building initiative.

The Master Plan reviewed the properties at the southeast corner of Danforth Avenue and Coxwell Avenue. These properties included 1577 Danforth Avenue (the Tobias House), 1627 Danforth Avenue (the Danforth Garage), and 1675 Danforth Avenue (the Danforth/Coxwell Toronto Public Library), and are together known as "the Property" for purposes of the Master Plan. While the Tobias House is considered part of the Master Plan site area, it was not contemplated for redevelopment, and primarily included for the

purpose of understanding pedestrian movement on the Property and for testing potential impacts from the development proposed for the remainder of the Property.

The Property was developed beginning in 1914 by the Toronto Civic Railways (TCR), expanded by the Toronto Transportation Commission (forerunner to today's TTC) and includes the historic Danforth Carhouse (1914, with additions in 1921 and alterations in the 1960s for a bus garage), which has been determined to have cultural heritage value as one of the few surviving examples in Toronto of a unique building type for the dispatch, repair, and storage of electric streetcars. It contributes to the transportation history of Toronto and the development of Danforth Avenue.

The Property is located within an area identified for intensification within the City's Official Plan. A small portion of the existing Garage facility is used for the TTC's Danforth Transportation and Stations Division and the remainder of the Property contains other TTC functions, including storage and maintenance uses, which are presently being or will need to be relocated off of the Property. The Property is one of the largest parcels of land, and largest City-owned parcel of land (approximately 2.0 ha) on Danforth Avenue, and is immediately south of the Coxwell TTC subway station. The Property's location presents an opportunity for transit-oriented development and for its redevelopment to catalyze further investment along this portion of Danforth Avenue.

CreateTO, Real Estate Services and City Planning, in collaboration with TTC, TPS and the Toronto Public Library ("TPL"), have completed the Danforth Garage Master Plan process. The Master Plan aims to provide a framework to guide the redevelopment of the Property as a multi-use civic hub. It also recognizes that two of the three anchor tenants (TTC and TPS) have specific timeline requirements and budget availability for the delivery of their programs on the Property. While the TPS will be proceeding to develop on this site as per the Master Plan directions, there may be the possibility that TTC will move their anticipated administrative functions to another City-owned location. The Master Plan develops a conceptual block plan that enables a strategically-phased implementation strategy. This includes prioritizing design and construction work for the TTC and TPS programs with the goal of commencing construction for the TTC and TPS in the first phase, while making the Property available for public use with interim uses (such as markets, arts festivals, community space) in the portion of the Danforth Garage facility currently used for storage by the TTC.

The complete Danforth Garage Master Plan study can be found at <http://bit.ly/danforth-garage-master-plan>. The technical studies and community consultation report, including the consultation process and all supporting community notices, summaries and recommendations can be found at <http://bit.ly/danforth-garage-appendices>.

Upon City Council's endorsement of the Master Plan as contained in this report, it is recommended that the City allocate funding for the pre-development costs required to proceed with a feasibility study for the adaptive reuse of the Danforth Garage facility on an interim and long-term basis; continue market sounding for the development of viable public and private partnerships for the development of Parcels A, B, C and F, which would include affordable rental housing, as shown in Attachment 4; and initiate an Official Plan and rezoning amendment to implement the framework for land uses as contained in this report.

## RECOMMENDATIONS

---

The Deputy City Manager, Corporate Services and the Chief Planner and Executive Director, City Planning recommend that:

1. City Council endorse the Master Plan for 1627 and 1675 Danforth Avenue (the Property) as set out in Attachment 4 of this report entitled "1627 and 1675 Danforth Avenue - Danforth Garage Master Plan - Final Report", dated May 23, 2019.
2. City Council request the Board of Directors of CreateTO to direct the Chief Executive Officer, CreateTO to continue to work with the TTC, Real Estate Services, and City Planning to determine the preferred location for the TTC administrative functions, which may be at a location other than the Property, and make any necessary changes to the Master Plan to reflect a change in proposed use for Parcel D as shown in Attachment 4 of this report entitled "1627 and 1675 Danforth Avenue - Danforth Garage Master Plan - Final Report", dated May 23, 2019.
3. City Council request the Chief Planner and Executive Director, City Planning to report to a future Toronto and East York Community Council with Official Plan and Zoning By-law amendments to facilitate the policy framework required to implement the Master Plan direction discussed within this report.
4. City Council request the Board of Directors of CreateTO to direct the Chief Executive Officer, CreateTO to undertake a feasibility study to explore the viable options for the adaptive reuse of the Danforth Garage facility as a civic hub that:
  - a. Follows the vision and directions provided by the Master Plan and continues to engage the local community, key internal and external stakeholders in identifying the preferred type of users for the Property;
  - b. Leverages capital funds from public and private sources to execute the shared vision for the Danforth Garage facility; and
  - c. Develops a sustainable operating model that, to the extent feasible, does not require annual operating and maintenance support from the City of Toronto.
5. City Council request the Board of Directors of CreateTO to direct the Chief Executive Officer, CreateTO to further investigate the viable options for an interim use for the Danforth Garage facility, and that a budget for capital and operating expenses be identified for consideration as part of the City's 2020 Capital Budget Plan deliberations.
6. City Council request the Board of Directors of CreateTO to direct the Chief Executive Officer, CreateTO to explore public and private opportunities and partnerships for the development of Parcels A, B, C and F, including affordable rental housing, as set out in Attachment 4 of this report entitled "1627 and 1675 Danforth Avenue - Danforth Garage Master Plan - Final Report", dated May 23, 2019, including undertaking pre-development work to facilitate these opportunities.

7. City Council request the Board of Directors of CreateTO to direct the Chief Executive Officer, CreateTO to undertake an environmental investigation for the development to inform an environmental strategy that will facilitate the redevelopment of the Property as envisioned by the Master Plan shown in Attachment 4 of this report entitled "1627 and 1675 Danforth Avenue - Danforth Garage Master Plan - Final Report", dated May 23, 2019.

8. City Council to authorize the Deputy City Manager, Corporate Services, in consultation with the Chief Executive Officer of CreateTO, to proceed with the feasibility study, investigation for interim use, and environmental investigation or activities identified in Recommendations 3, 4, 5, 6 and 7. Funding is available in the 2019 Council Approved Capital Budget and 2020 - 2028 Capital Plan for Facilities, Real Estate, and Environment & Energy (FREEE) within the overall project budget of \$0.9M under WBS element CCA266-01 "Strategic Projects - Feasibility".

9. City Council direct the Deputy City Manager, Corporate Services and the Chief Planner and Executive Director, City Planning, in consultation with the Chief Executive Officer of CreateTO, to report back to Executive Committee in Q3 2020 with an update on the activities outlined above.

## **FINANCIAL IMPACT**

---

The Toronto Police Service's 2019 - 2028 Council Approved Capital Budget and Plan includes the capital project known as "54/55 Amalgamation" with a total project cost of \$39.225 million for the cost of the facility only. This project is part of the facility realignment to implement the new District Policing model through amalgamation, as outlined in *The Way Forward Report*.

The Toronto Public Library (TPL) asset (the Danforth-Coxwell Library) has been identified by the TPL's Facilities Master Plan as requiring an expansion and renovation to service the growing needs of this community. Capital funding for the facility relocation and expansion is not included in the TPL's 2019 - 2028 Capital Budget and Plan and this project has been identified as an unmet capital need. .

The interim and long-term adaptive reuse of the Danforth Garage facility as a civic hub is currently unfunded and not included in the 2019 - 2028 Approved Capital Budget and Plans for Facilities, Real Estate, and Environment & Energy (FREEE).

CreateTO has no allocated budget to continue with further investigations for the adaptive reuse of the Danforth Garage and development opportunities on the Property.

The Chief Financial Officer & Treasurer have reviewed this report and agree with the financial impact information.

## **EQUITY IMPACT STATEMENT**

---

The Danforth Garage Master Plan project has been analysed at the definition and planning stage for potential impacts on equity-seeking groups and vulnerable residents of Toronto. Persons with disabilities' access to affordable eldercare, access to affordable housing, access to city services, access to economic development

opportunities, access to food, sense of identity & belonging and safety & security will be positively impacted. The project will create new housing opportunities, new safe and community spaces for the seniors and people living with disabilities at the existing Tobias House residence, and a new accessible community hub.

Women's and low income residents' access to affordable housing, access to city services, access to city spaces, access to food, access to health services, access to public transit, civic engagement & community participation, sense of identity & belonging and safety & security will be positively impacted. The project will create new housing opportunities, new safe and community spaces for the existing community, and a new accessible community hub.

## **DECISION HISTORY**

---

### **Danforth Carhouse - Heritage**

At its meeting of February 18, 2015, the Toronto and East York Community Council requested the Director of Urban Design to report to the Toronto and East York Community Council on the potential "listing" of the property at 1627 Danforth Avenue on the City of Toronto's Heritage Register under Part IV of the Ontario Heritage Act.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.TE4.79>

At its meeting of April 30, 2019, the Toronto Preservation Board adopted a report from the Senior Manager of Heritage Preservation Services recommending the Property (1627 Danforth Avenue) for inclusion on the City of Toronto's Heritage Register.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PB5.5>

At its meeting of May 22, 2019, the Toronto and East York Community Council adopted a report from the Senior Manager of Heritage Preservation Services recommending the Property (1627 Danforth Avenue) for inclusion on the City of Toronto's Heritage Register.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.TE6.10>

### **Establishing CreateTO and CreateTO Board Reports**

At its meeting of May 24, 25 and 26, 2017, City Council adopted a new real estate service delivery model for the City government that centralizes all real estate activities City-wide, including all real estate strategy and portfolio planning, major building projects, developments, real estate transactions and facilities management.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX25.9>

At its meeting of May 13, 2019, the CreateTO Board adopted a report outlining the results of the Danforth Garage Master Plan project and endorsed several recommendations on next steps associated with the project. The recommendations formed the basis of the recommendations found in this report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.RA5.2>

## **Site Selection for a New Consolidated Police Station – 54/55 Division and Master Plan Process**

At its meeting of November 7, 8 and 9, 2017, City Council adopted a report, dated October 19, 2017, from the City Manager commenting on the potential impacts of the TPS Transformational Task Force recommendations on City Divisions. The report advised that Real Estate Services and City Planning would be working with the TPS on the site selection for a new police station to accommodate the consolidation of the 54 and 55 Divisions, the results of which would be documented in a future report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX28.5>

At its meeting of January 31, 2018, City Council adopted the staff report, dated January 10, 2018, from the Deputy City Manager and the Acting Chief Planner on the site selection process and recommendation of a preferred site for the consolidation of the 54 and 55 Divisions at 1627 Danforth Avenue.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.EX30.11>

At its meeting of July 17, 2018 the Executive Committee received the report, dated June 28, 2018, from the Director, Real Estate Services and the Chief Planner and Executive Director, City Planning for information. The report provided a progress update on the master planning process at 1627 Danforth Avenue.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.EX36.3>

## **Toronto Police Services**

At its meeting of February 23, 2017, the TPS Board approved the Transformation Task Force's final report as the Toronto Police Service 2017- 2019 business plan. It requested comment on the plan by Council, and approved the commencement of implementation of the recommendations contained in the report, subject to changes that may be made as a result of comment by Council or other consulted bodies.

<http://www.tpsb.ca/component/jdownloads/send/42-2017/554-february-23>

## **Toronto Transit Commission**

At its meeting of September 28, 2016 the TTC Board approved the "Status and Future of Danforth Garage" report which presented information on the current uses of the Property, and ongoing operational requirements in the future.

[https://www.ttc.ca/About the TTC/Commission reports and information/Commission meetings/2016/September 28/Reports/10 Status and Future of Danforth Garage.pdf](https://www.ttc.ca/About%20the%20TTC/Commission%20reports%20and%20information/Commission%20meetings/2016/September%2028/Reports/10%20Status%20and%20Future%20of%20Danforth%20Garage.pdf)

At its meeting of September 5, 2017, the TTC Board adopted the report titled "Status and Future of Danforth Garage – Update". Within this report the TTC Board approved a recommendation that TTC staff work closely with Toronto Realty Agency, now operating as CreateTO, and City Real Estate Services to jointly develop a strategy for the Property for the betterment of the City and report back by mid-2018 regarding additional TTC uses proposed for the property.

[https://www.ttc.ca/About the TTC/Commission reports and information/Commission meetings/2017/September 5/Reports/7 Status and Future of Danforth Garage Update.pdf](https://www.ttc.ca/About%20the%20TTC/Commission%20reports%20and%20information/Commission%20meetings/2017/September%205/Reports/7%20Status%20and%20Future%20of%20Danforth%20Garage%20Update.pdf)

At its meeting of April 11, 2018, the TTC Board adopted the report titled "Danforth Garage – Master Plan Update". This report provided an update on the current and future uses proposed for the Danforth Garage property. This report also detailed the preliminary work completed by TTC, CreateTO, TPS, Real Estate Services, and City Planning, in consultation with the local community and local Councillors.

[https://www.ttc.ca/About\\_the\\_TTC/Commission\\_reports\\_and\\_information/Commission\\_meetings/2018/April\\_11/Reports/8\\_Danforth\\_Garage\\_Master\\_Plan\\_Update.pdf](https://www.ttc.ca/About_the_TTC/Commission_reports_and_information/Commission_meetings/2018/April_11/Reports/8_Danforth_Garage_Master_Plan_Update.pdf)

### **Danforth Avenue Planning Study**

At its meeting of July 23, 2018 City Council adopted the report "Danforth Avenue Planning Study (Coxwell Avenue to Victoria Park Avenue) - City-Initiated Official Plan Amendment - Final Report" and its associated Official Plan Amendment 420 (By-law 1136-2018). The report concluded the first phase of a larger Avenue Study on Danforth Avenue. The Official Plan Amendment was appealed to the LPAT and is currently not in force. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.TE34.22>

## **POLICY CONSIDERATIONS**

---

### **Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans**

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

### **The Provincial Policy Statement (2014)**

The Provincial Policy Statement (2014) (the "PPS") provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

Policy 2.6.1 of the PPS directs that “Significant built heritage resources and significant cultural heritage landscapes shall be conserved.” Properties included on the City’s Heritage Register are considered to be significant in this context. “Conserved” is defined in the PPS as “the identification, protection, use and/or management of built heritage resources in a manner that ensures their cultural heritage value or interest is retained under the Ontario Heritage Act.”

Policy 2.6.3 states that "Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved."

The PPS is issued under Section 3 of the Planning Act and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

### **A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)**

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan (2019)") came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2019) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2019) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act that comprehensively applies the policies and schedules of the Growth Plan (2019), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others.

Policies not expressly linked to a MCR can be applied as part of the review process, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan (2019) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan (2019) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the Planning Act all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

### **Planning for Major Transit Station Areas**

The Growth Plan (2019) 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. The Growth Plan requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities.

While the Property is located within approximately 500 metres of a transit station, as the City has yet to complete the MCR, the Property is not considered to be located within an MTSA and policies pertaining to the MTSAs as detailed within the Growth Plan do not apply.

The Master Plan concept described later in this report was reviewed for consistency with the PPS (2014) and for conformity with the Growth Plan (2019). The outcome of staff analysis and review are summarized in the Comments section of the Report.

## **Toronto Official Plan**

The existing policies of the Official Plan and the Council-adopted OPA 420 (Danforth Avenue Planning Study) were considered during this Master Plan process. In particular, the Master Plan process aligns with direction from the Official Plan and relevant policies, as follows:

### *Chapter 2 - Shaping the City*

- Section 2.2.3 - Avenues: Reurbanizing Arterial Corridors;
- Section 2.3.1 - Healthy Neighbourhoods;
- Section 2.4 - Bringing the City Together: A Progressive Agenda of Transportation Change.

### *Chapter 3 - Building a Successful City*

- Section 3.1.1 - The Public Realm;
- Section 3.1.2 - Built Form;
- Section 3.1.4 - Public Art;
- Section 3.1.5 - Heritage Conservation;
- Section 3.2.2 - Community Services and Facilities;
- Section 3.5.1 - Supporting the Foundations of Competitiveness;
- Section 3.5.2 - Creating a Cultural Capital.

### *Chapter 4 - Land Use Designations*

- Section 4.1 - Neighbourhoods;
- Section 4.5 - Mixed Use Areas.

The City of Toronto Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

The subject lands are located within an *Avenue* are designated Mixed Use Areas and Neighbourhoods on Map 21 of the Official Plan.

## **Danforth Avenue Planning Study**

In July 2014, City Council requested the City Planning Division to undertake a study of Danforth Avenue between the Don River and Victoria Park Avenue. Given the size of the study area, City Planning segmented the study into two phases, phase one being from Coxwell Avenue to Victoria Park Avenue and phase two being from the Don River to Coxwell Avenue.

The Danforth Avenue Planning Study is a multi-disciplinary review conducted as a comprehensive and integrated planning study. Phase one of the study is complete, while phase two of the study is getting underway. The studies included a review of the character, placemaking, built form, public realm, retail vitality, community services and facilities, heritage and historic character of Danforth Avenue in the context of the various surrounding neighbourhoods.

The policy document (OPA 420) adopted by City Council as part of the phase one study addresses the Danforth Garage property and provides high-level policy direction for the future development of the Property.

## **Zoning**

The Property is split-zoned by Zoning By-law 438-86 and has the following zoning categories:

- TR D0.6 with a maximum height of 12 metres (Danforth Garage); and
- MCR T3.0 C2.0 R2.5 with a maximum height of 14 metres (Library).

The Property is split-zoned by Zoning By-law 569-2013 and has the following zoning categories:

- The Garage is not included within ZBL 569-2013.
- The Library is zoned CR 3.0 (c2.0; r2.5) SS2 (x2219) with a maximum height of 14 metres in ZBL 569-2013.

## **Danforth Avenue (Coxwell Avenue to Victoria Park Avenue) Urban Design Guidelines**

In addition to the policy document adopted by Council associated with the Danforth Avenue Planning Study phase one, Council directed City Planning staff to complete Urban Design Guidelines to inform future development on Danforth Avenue. While the Guidelines are not yet adopted by Council, they are prepared in draft and do provide key directions on matters of built form, public realm, and other urban design matters. While these key directions do apply to this Property, the work completed through the Master Plan exercise was meant to provide the appropriate specific direction for the Property subject to this report. However, the Master Plan exercise did incorporate appropriate directions from the Danforth Avenue phase one study and the draft Urban Design Guidelines.

## **Avenues and Mid-rise Buildings Study and Performance Standards**

City Council adopted the Avenues and Mid-rise Buildings Study and an addendum containing performance standards for mid-rise buildings. They identify a list of best practices and establish a set of performance standards for new mid-rise buildings. Key issues addressed include maximum allowable building heights, setbacks and step backs, sunlight and skyview, pedestrian realm conditions, transition to Neighbourhoods and Parks and Open Space Areas and corner sites. The guidelines can be found at the following link: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/mid-rise-buildings/>.

City Council also adopted a revised Mid-Rise Building Performance Standards Addendum, for staff to use together with the 2010 approved Mid-Rise Building Performance Standards in the preparation of area studies or during the evaluation of development applications, where mid-rise buildings are proposed and Performance Standards are applicable, until such time as City Council adopts updated Mid-Rise

Building Design Guidelines. Council's decision can be found at the following link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG12.7> and <http://www.toronto.ca/legdocs/mmis/2016/pg/bqrd/backgroundfile-92537.pdf>.

## **The Standards and Guidelines**

The Standards and Guidelines for the Conservation of Historic Places in Canada (Standards and Guidelines) is the official document guiding planning, stewardship and the conservation approach for all listed and designated heritage resources within the City of Toronto. The General Standards (1-9), the Standards for Rehabilitation (10-12), and the Standards for Restoration (13-14) apply to this project. The Standards and Guidelines can be found at the following link:

<http://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf>

## **MASTER PLAN PROCESS**

---

The following sections summarize the Master Plan process, undertaken by CreateTO and City of Toronto staff, advise on the outcomes and preferred approach from this process, and the next steps to advance the future development of the Property.

To guide the development of the Master Plan process, Guiding Principles were established with the community. These principles can be found in Attachment 3 to this report.

### **Site Area**

The Master Plan study focuses on the Danforth Garage, located at 1627 Danforth Avenue and the Toronto Public Library, located at 1675 Danforth Avenue (together known as "the Property"). The Property is 2.0 ha (5.05 acres) and is bounded by Danforth Avenue to the north, the rear yards of townhouses facing onto Woodrow Avenue to the south, Coxwell Avenue to the east and Hillingdon Avenue to the west (refer to Attachment 1).

The Property was acquired by the TTC in 1921 and constructed to serve as a car house. In 1967, the car house building was renovated to enable it to store, fuel, and repair and maintain buses. In 2002, the majority of its garage functions were moved to a new bus garage facility on Comstock Road. The Danforth Garage site (1627 Danforth Avenue) currently includes:

- The 6,503 m<sup>2</sup> (70,000 ft<sup>2</sup>) car house structure, which includes:
  - 1,858 m<sup>2</sup> (20,000 ft<sup>2</sup>) of administrative space, which is currently used for TTC administrative purposes (the Danforth Transportation and Station Divisions)
  - 4,645 m<sup>2</sup> (50,000 ft<sup>2</sup>) of garage space of which approximately 1115 m<sup>2</sup> (12,000 ft<sup>2</sup>) is currently used for TTC storage and maintenance
- Approximately 100 surface parking spaces
- Outside storage
- A pump-and-treat station, located in the southwest corner of the Property, required for ongoing environmental and ground water monitoring.

The Property is also home to the Danforth–Coxwell Library (1675 Danforth Avenue). In 1988, the TPL entered into a lease agreement with the TTC for use of the northeast corner of the Property to accommodate an 893 m<sup>2</sup> (9,617 ft<sup>2</sup>) stand-alone public library.

The Property is also home to Tobias House of Toronto Caring for People in the Spirit of St. Francis Incorporated (“Tobias House”) at 1577 Danforth Avenue. Tobias House is a non-profit housing corporation that provides housing and personal supportive services (self-advocacy, resource counselling and workshop/social events) to individuals with physical challenges. While included in the Study Area, Tobias House was never considered for development, and only included for purposes of testing potential impacts from the development proposed on the remainder of the Property. The Tobias House facility is situated on TTC lands leased to Martap Development 87 Limited (“Martap”) for 99 years which were subsequently sub-leased to Tobias House. The lease agreement provides for 130 below grade parking spaces associated with Tobias House to be used for TTC parking. The lease agreement also provides that Martap has a right of first opportunity to purchase the Property in the event that TTC desires to sell, assign or otherwise dispose of all or any portion of the Property, subject to any obligation, policy or practice which it may have to any governmental authority.

### **Study Purpose**

The purpose of the Master Plan was to complete a visioning document and framework plan to guide the redevelopment of the Property as a multi-use civic hub, incorporating the program needs of the anchor tenants (TTC, TPS, and TPL) while leaving room for additional civic, cultural, and other uses. Building program requirements for each of the anchor tenants can be found in Attachment 2. These requirements were provided by the anchor tenants at the beginning of the Master Plan process and were used to guide the preparation of the preferred option. These requirements may be amended through the next phase of work depending on final timeliness and schedules.

### **Study Process and Public Consultation**

An interdivisional working group (the “Technical Working Group”), led by CreateTO, was established and included the following City stakeholders:

- City Planning (Community Planning, Urban Design and Heritage Preservation Services);
- Real Estate Services;
- TTC;
- Toronto Police Services; and
- Toronto Public Library.

The Technical Working Group was supported by a team of consultants, led by: DTAH Architects, with support from ERA Architects (heritage architects); Swerhun Facilitation (community engagement facilitators); BA Consulting Group (transportation); Stantec Consulting Ltd (civil engineers); and the J.C. Williams Group (retail consultant).

To support the development of the Danforth Garage Master Plan, a comprehensive public consultation process was conducted. This process included three large community meetings, four small working group meetings, two pop-up events at the East Lynn Farmer's Market and the Gerrard Street Bazar festival, and online engagement.

A Local Advisory Committee ("LAC") was established. The LAC was an advisory group composed of representatives from local community organizations with an interest in informing the development of the Master Plan for the Property. The LAC met four times during the process and assisted in the preparation of three community meetings, one in each phase of the study, to share information and seek feedback from the larger public at critical decision points.

A project website was established ([www.danforthgarage.com](http://www.danforthgarage.com)) which allowed anyone interested to get background information and other relevant policies and studies, updates on the consultation process, summaries of meetings and all materials presented at the public consultation meetings. The LAC membership and all information from the four meetings, as well as information from the full consultation process can be found at the project website.

In addition to the LAC, community meetings, and the public website, CreateTO and City staff managed two pop-up consultations in August 2018 (at the Gerrard Bazaar and the East Lynn Farmer's Market) to discuss the study with the community.

The following represents a summary of the Master Plan process, which has been detailed in full in a final document prepared by the lead consultant, DTAH, retained by CreateTO and is available here: <http://bit.ly/danforth-garage-master-plan>. The Master Plan process began in the spring of 2018 with the majority of the design and consultation scopes of work undertaken in the summer and fall, and the final public meeting taking place in early December 2018. The process was conducted in three phases:

**Phase 1:** focused on refining guiding principles which governed the Master Plan and future development of the Property and confirming the building requirements for the TTC, TPS and TPL. The Guiding Principles can be found in Attachment 3.

**Phase 2:** focused on exploring different options for the Property's redevelopment; and

**Phase 3:** developed the preferred master plan concept informed by a set of urban design framework considerations, as well as a demonstration plan and phasing strategy.

The analysis of the Property's history and context, combined with the functional program of the anchor tenants and the Guiding Principles shaped a set of planning and design frameworks to assist with the development of Master Plan options. The frameworks included:

**Frontages:** the character of Danforth, Coxwell, Hillingdon and the Property's southern edge

**Pedestrian Circulation and Open Space:** experiencing movement to and through the Property

**Vehicular Circulation:** how parcels can be accessed and serviced

**Preservation/Adaptive Re-use Strategy** for the existing Danforth Garage structure

**Built Form Strategy:** how building heights on the Property will be determined

**Development Opportunities:** where new buildings can be developed

The frameworks guided the exploration of a range of potential Master Plan options for the Property taking different approaches to each of the frameworks above. The three Master Plan options were presented to the Technical Working Group, the LAC and the public for their review and comments. A full description of the planning and design frameworks and development of the master plan options can be found in the Danforth Garage Master Plan Study, Chapter 5: Options Development, at <http://bit.ly/danforth-garage-master-plan>.

City staff undertook a heritage evaluation of the Property to determine its cultural heritage value to inform and guide the Master Plan. At its meeting of April 30, 2019, the Toronto Preservation Board adopted a report from the Senior Manager of Heritage Preservation Services recommending the Property (1627 Danforth Avenue) for inclusion on the City of Toronto's Heritage Register.

In regards to the Heritage/Adaptive Re-use Strategy, the Master Plan process, undertook, in collaboration with ERA Architects, an analysis of the Danforth Garage structure and heritage value of the landmark. This review established a series of heritage objectives and parameters to govern the redevelopment of the Property and the reuse of the existing Danforth Garage structure. Building upon the transportation history and evolution of the function of the Property, three distinct character zones were developed to inform the adaptive re-use of the Danforth Garage structure and new development on the Property.

**Zone 1 - Danforth Interface:** vibrant, active extroverted, welcoming, porous, and fine grained with multiple entries, contributing to the energy of Danforth Avenue

**Zone 2 - Danforth Car Barns:** Dynamic, connective, open volumes, publicly accessible, interpreting heritage, contributing to the flanking streets

**Zone 3 – Surface Parking Lot:** Low key, introverted, compatible, transitional

A fulsome explanation of the objectives, parameters and character zones can be found in the Danforth Garage Master Plan Study, Chapter 4: Existing Conditions and Analysis, found at <http://bit.ly/danforth-garage-master-plan>.

## COMMENTS

---

### Preferred Master Plan Option

The preferred option (Attachment 4) was informed by an analysis of existing conditions and policies; public and stakeholder consultation; the Guiding Principles (Attachment 3); the testing, evaluation and iterative development of the options; and the Project Team's professional expertise. The recommended framework for the Master Plan is fully

described in Chapter 6: Recommended Framework of the Danforth Garage Master Plan Study found at <http://bit.ly/danforth-garage-master-plan>.

The parcel plan for the Property suggests new buildings on parcels A, B, C and F to accommodate future partnerships delivering civic, cultural, mixed-use residential and employment uses, while parcels D and E are intended to accommodate the TPS and TTC uses respectively. The existing garage building is intended to be adaptively re-used to accommodate future civic, cultural and employment uses, including the potential new home for the Danforth-Coxwell Library.

### Pedestrian Circulation

Pedestrian circulation on the Property is achieved through east-west and north-south interior and exterior walkways that connect major on-site uses to the surrounding municipal streets, providing active/retail opportunities throughout the site. The circulation plan also ensures users with accessibility needs will be accommodated.

### Vehicular Circulation

Vehicular circulation for the Property is achieved through a southern private driveway connecting Coxwell and Hillingdon Avenues, controlled as necessary to support TPS and TTC uses. An additional driveway connection to Coxwell Avenue is anticipated to encircle Parcel F in order to establish a communal pick-up and drop-off zone and multi-use court against the western elevation of the existing garage. Below grade parking is accessed by discrete entries accommodated primarily from this internal roadway network. Parcel A is accessed from Hillingdon Avenue in line with the pattern of servicing laneways to the east.

### Open Space

The open space strategy includes a new publically-accessible Hillingdon Parkette on the eastern edge of Property, with a pedestrian gateway and court on Danforth Avenue and a new multi-use court accessed from Coxwell Avenue.

### Built Form

The heights illustrated in the Master Plan (refer to Attachment 4) are appropriate for the Property, given the site context, and conform to the policies established by OPA 420, which was adopted by Council in July 2018 as a final deliverable of the Danforth Avenue Planning Study. Based on site context and good planning and urban design, the opportunities for height are identified to be in the centre of the Property where there is least impact to surrounding uses. As specific uses for parcels A, B, C and F have not been determined, the character of these parcels will evolve as specific partnerships and uses are identified. Further development applications and public review will be required prior to the development of these parcels.

## Land Use

Through the Master Plan process, and in discussions with the community, the project team explored opportunities to advance the site as a mixed use destination, fully embracing the sites prominent location adjacent to transit and the sites ability to act as a catalyst for revitalization. Several land uses have been contemplated through the Master Plan process and confirmed through discussions with the community, including institutional (the TPS, TTC, and TPL), residential (market and affordable ownership/rental opportunities), employment (TTC, other office, medical office, and retail), and community uses (adaptive re-use of the Danforth Garage and potential for additional soft services, and an arts and cultural use exploration).

The Master Plan was completed without a final use allocation, except for the anchor tenants, to allow for further discussion and feasibility testing to proceed, as it is expected that this site will redevelop over time and multiple phases. However, as discussed below, the land use policy and zoning direction will be updated to reflect the new land use potential of the site.

## Phasing

The Master Plan permits a three-part phasing strategy which facilitates the TTC and TPS advancing their design and construction schedules while providing for the exploration of further opportunities for the Danforth Garage structure and other land parcels.

## Provincial Policy Statement and Provincial Plans

The Master Plan was prepared and completed while referring to the appropriate policies of the PPS (2014) and the Growth Plan (2019).

City staff have determined that the recommended option within the Master Plan is consistent with the PPS (2014) and conforms with the Growth Plan (2019) as follows:

- The Master Plan provides for an intensification of a City-owned site within a designated growth area adjacent to higher-order transit;
- The Master Plan provides direction for new employment uses, new community services and facilities, and new open spaces that all contribute to the provision of a complete community as defined in the Growth Plan; and
- The Master Plan ensures the Danforth Garage/Carhouse structure will be conserved in order to foster a sense of place and benefit the community, in accordance with the City staff report prepared by City Planning and submitted to City Council, dated April 4, 2019.

## Official Plan and Future Policy Framework

The Master Plan was prepared and completed while referring to the appropriate policies of the City's Official Plan and the Council-adopted OPA 420 (Danforth Avenue Planning Study). As previously noted, the Property is located within an *Avenue* and is designated *Mixed Use Areas* and *Neighbourhoods* in the City's Official Plan

City staff are of the opinion that the preferred Master Plan option conforms with the City's Official Plan and OPA 420, by appropriately intensifying a site near higher-order transit and providing for potential development that conforms with the pertinent policies of the Official Plan and OPA 420, as mentioned above.

## **ISSUES, NEXT STEPS, AND CONCLUSION**

---

### **Future Policy Framework**

Given the existing policy and zoning framework, discussed above, City Planning staff have determined that the land use designation and in-effect zoning will require updating to implement the recommendations of the Master Plan process. The intent for the entire Property is that it be designated *Mixed Use Areas* and mixed commercial/residential zoning. The land use designation and site-specific zoning by-law will permit a range of uses that will support and facilitate the future uses contemplated in the Master Plan.

As the Property is City-owned, it is recommended that a City-initiated Official Plan and rezoning amendment process be undertaken. As the larger work of establishing a new vision for the site has been completed, now is the appropriate time to update the Official Plan and Zoning By-law for the site, and no further consultation is necessary, other than the statutory meeting process at a future Community Council meeting. As a result, it is anticipated that City Planning staff will bring forward a proposed Official Plan and site-specific rezoning amendment to a future Council meeting, through a statutory public meeting process. This update will support the future program of the Property, including permitting the TTC and TPS to proceed with their programs and facilitating future uses identified by the Master Plan process for the remaining land parcels.

### **TTC**

In regards to Parcel E and the future administrative uses for the TTC, an alternative location for the new administrative function has been identified which may be better suited for the TTC's program needs and overall city-building objectives. During the course of the Master Plan process, CreateTO undertook due diligence, in consultation with the TTC, to assist the TTC in a fulsome review of both properties to inform a final selection. For the purposes of this study, Parcel E will continue to be reserved for TTC uses, until a decision regarding a preferred location is undertaken and approved. It should be noted that the current Danforth Transportation and Stations Division use existing on Property will remain and must be accommodated in any future redevelopment of the Property.

### **Interim Use**

During the course of the Master Plan process an opportunity emerged to explore a possible interim use of the southern portion of the existing Danforth Garage structure that is currently used for TTC storage. There are several examples of empty industrial buildings in Toronto which have accommodated interim uses such as festivals, assembly uses, and farmers' markets, in buildings such as the Unilever Soap Factory, the Hearn Generating Station, and the Evergreen Brick Works.

A preliminary investigation and cost estimate was undertaken to determine what improvements would be necessary to the existing Danforth Garage structure in order to make a portion of the building publically accessible and safe for an interim use. Further investigation is required and will involve the following:

- Assessment of architectural elements to make the building safe for occupation.
- Update of designated substances survey and testing of materials.
- Assessment of the structural integrity of the building for public occupancy
- Assessment of required improvements for public access and use (life safety systems).

In addition to the capital costs associated with bringing the existing garage space to a safe standard to permit its interim use, further analysis is required to determine how the space can be curated, operated and maintained while the subsequent phases of development are explored. The estimated costs identified through these investigations are recommended for consideration as part of the City's 2020 Capital Budget Plan deliberations.

Any interim use would also be subject to the TTC's approval and agreement to clear the Repair Bay and Inspection Bays of storage and to make them available for reuse.

### **Environmental Investigation**

In response to impacts linked to the historical fuelling system associated with TTC uses on the Property, the Property has been the subject of remedial efforts and ongoing monitoring and treatment for both on and/or off-site groundwater, through a pump-and-treat facility operating at the southwest corner of the Property. CreateTO has undertaken a peer review of the investigative reports to identify the scope of work required to support the Master Plan and future uses. This work will require:

- Environmental Assessment Phase I and II;
- A Designated Substances investigation to support any future adaptive reuse of the garage structure; and
- A review of remedial measures installed in the 1990s in the context of proposed redevelopment.

Future changes in use on the Property from commercial to civic, community, and residential uses will likely dictate the requirement for a Risk Assessment, Site Specific Risk Assessment Measures, a Certificate of Property Use and a Record of Site Condition.

The TTC and TPS uses are considered "commercial uses" and the health and safety of workers is governed under the regulatory authority of the Ministry of Labour, who have their own requirements. Allowances should be made for these investigations to ensure the appropriate measures are factored into the design and construction of the respective TTC and TPS facilities.

## **Future Uses and Market Sounding**

During the Master Plan process, early market sounding was undertaken to explore the interest and possible future uses. There is a strong arts and cultural community in this area of the city, whose representatives participated in the Master Plan process and expressed interest in being part of a future civic hub envisioned for the reuse of the Property. Non-profit organizations also active in the city's east end have expressed interest in future partnerships in the delivery of community services, child care and possibly affordable housing. The health and wellness community, in particular in the form of assistive care, have also expressed interest in possible partnerships. The potential is emerging to bring together, arts and cultural, health and wellness and City uses which could support and enhance partnerships with the presence of the TPS and a potentially new and expanded public library. The opportunities presented by development parcels A, B, C and F and the adaptive reuse of the Danforth Garage structure offers an opportunity to create a mix of uses which can, over time, serve to activate and catalyze revitalization for this section of Danforth Avenue.

As well, as a city asset with direct access to transit, the new development blocks (parcels A, B, and F) present opportunities to deliver affordable rental housing. In the next phase of the Danforth Garage project, opportunities and partnerships will be explored with the private and non-profit sectors to deliver affordable rental housing as part of the overall vision for the Property.

## **Conclusion**

Through the direction of City Council, a Master Plan process was undertaken to guide the redevelopment of the Property as a multi-use civic hub in a way that conserves the cultural heritage value of the Danforth Carhouse/Garage and permits accommodation of the key anchor tenants (TTC, TPS and TPL) while leaving room for additional civic, cultural, residential, employment, and other uses. This process was supported by a robust community consultation process, which achieved general consensus on the Master Plan, as shown in Attachment 4.

The Master Plan identifies redevelopment parcels and a phasing strategy which will permit the TTC and TPS to advance their respective programs, which have immediate schedules, while further feasibility and market testing is undertaken to explore the subsequent phases of development.

The completion of this process and identification of a preferred option completes a fulsome vision process. By adopting the recommendations contained within this report, City Council will be endorsing this vision and providing the necessary next steps to complete the interim and long-term implementation of this vision.

The preferred option identified through the Master Plan process represents an opportunity to appropriately use a currently underused City asset, which will serve as a catalyst for overall revitalization in the existing neighbourhood, provide new community, residential (market and affordable), and employment uses in an area identified for growth near higher-order transit, and create new community open spaces for recreation and activity. The project represents an excellent opportunity for city-building and

provides a positive precedent for the work that can be accomplished when City staff and CreateTO staff work together for the improvement of the city.

## **CONTACT**

---

Sarah Corey, Project Manager, Real Estate Services Division  
Tel. No. 416-397-4437  
E-mail: [Sarah.Corey@toronto.ca](mailto:Sarah.Corey@toronto.ca)

Daniel Woolfson, Senior Planner, City Planning Division  
Tel. No. 416-392-7574  
E-mail: [Daniel.Woolfson@toronto.ca](mailto:Daniel.Woolfson@toronto.ca)

## **SIGNATURE**

---

Josie Scioli  
Deputy City Manager  
Corporate Services

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

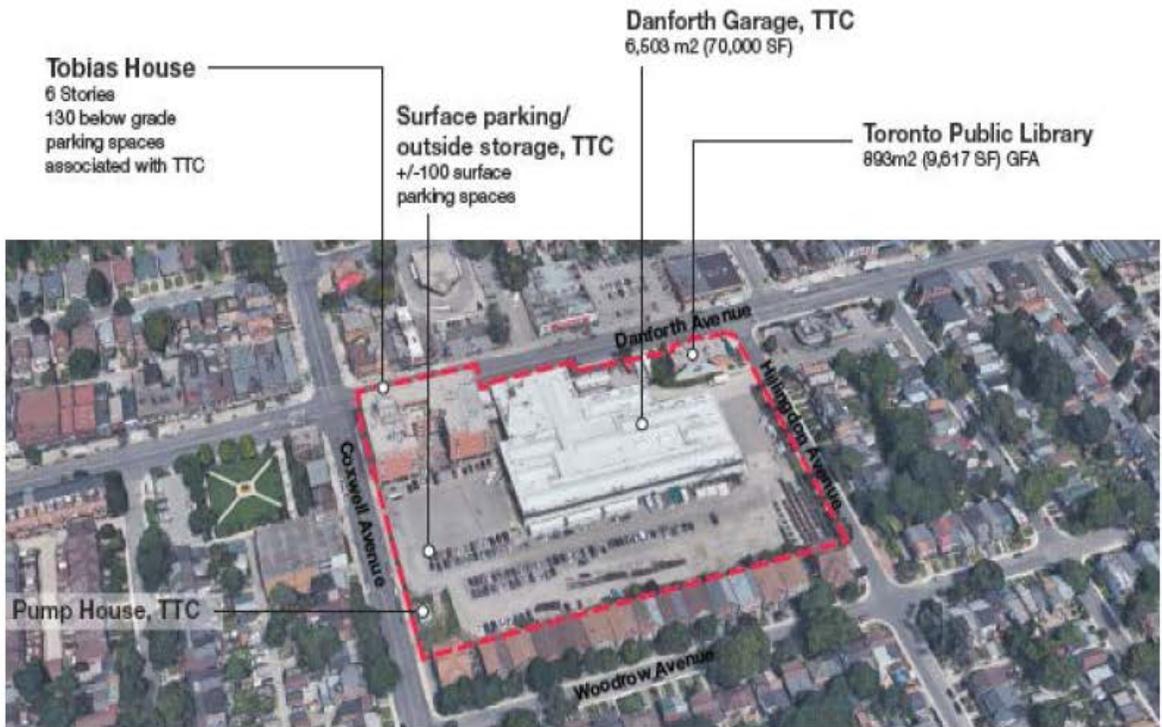
## **ATTACHMENTS**

---

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

- Attachment 1: Property and Study Area
- Attachment 2: Anchor Tenants' Building Program
- Attachment 3: Guiding Principles for the Master Plan process
- Attachment 4: Preferred Master Plan and Demonstration Plan

Attachment 1: Property and Study Area



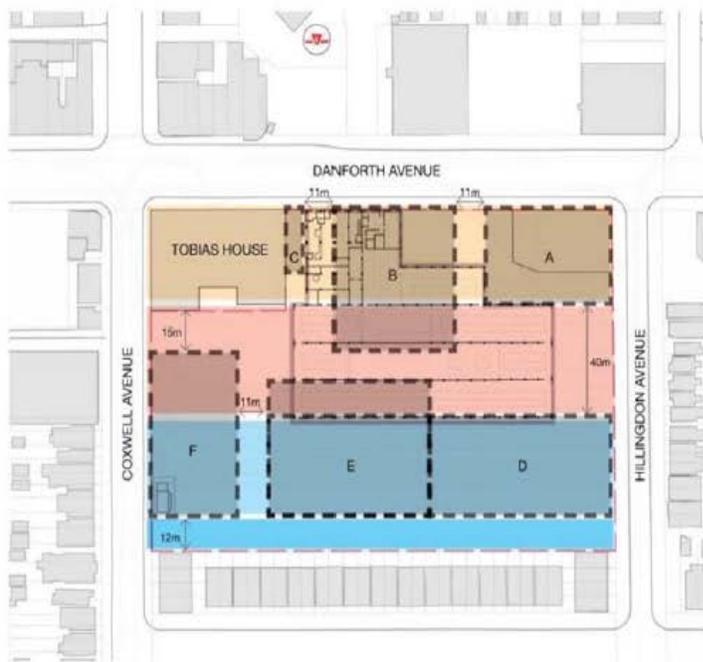
## Attachment 2: Anchor Tenants' Building Program

Features	Toronto Police Service	Toronto Transit Commission	Toronto Public Library
<b>Area</b>	69,000 sq.ft/ 6,460 sq.m	Traffic office: 10,000 sq.ft/ 930 sq.m Admin: 66,700 sq.ft/ 6,200sq.m	20,000 sq.ft/1,850sq.m
<b>Storeys</b>	2-3 storeys	3 storeys	1 storey
<b>Economic Impact</b>	350 employees	Traffic office: 34 employees Touch down / Home base: 771 staff Admin: 188 employees	15 employees, 700 daily visits anticipated
<b>Co-location</b>	Community areas - yes Remaining areas - no	Traffic office - yes Administrative offices - no	All areas - yes Expanded Service Delivery
<b>Frontage</b>	Street frontage required	No specific requirements	Visibility from Danforth desirable
<b>Parking</b>	250 new parking (below grade)  Refueling station	130 existing parking (below grade) 50 new parking	2 new parking
<b>Access</b>	Secure access (x2) and parking	Secure access (x2) and parking	Lay-by for book deliveries
<b>Timing</b>	Construction start 2020 Occupancy 2022	Construction start 2019 Occupancy June 2022	None - Preference for no impact on operations
<b>Funding</b>	yes	partial	no

### Attachment 3: Guiding Principles for the Master Plan process

1. Leverage the City-owned lands to promote city building and encourage partnership with local residents, businesses, and community providers in order to generate animation and employment opportunities on site.
2. Create an integrated civic hub that will be home to a diverse mix of uses that will establish, activate, and animate an inclusive development for the community.
3. Adaptively reuse the existing historical TTC barns in a manner that speaks to the local history of public transit and evolution of transit in the City.
4. Development to be guided by a comprehensive planning and design process that aligns with other City initiatives, studies and policies (including the design guidelines for the Danforth Avenue Planning Study and the Toronto Green Standard) with community consultation throughout.
5. Appropriately integrate design with the existing neighbourhood context.
6. Future development of the site will promote the culture of universal accessibility and ensure universal access to all of the site, its buildings and spaces.
7. Create a vision and built form that exemplifies design excellence in architecture, landscape architecture and urban design.
8. Weave open space through the built form to create opportunities for welcoming public gathering spaces and pedestrian access where feasible.
9. Develop strong connections with the surrounding area that will improve and encourage public transit and active transportation access and use.
10. Future development of the site will build connections to the city's indigenous heritage and the local arts community.

Attachment 4: Preferred Master Plan and Demonstration Plan



Land Parcel	Proposed Use
Parcel A	Development Site, requires demolition of library
Parcel B	Development site tied to adaptive re-use of the existing building
Parcel C	Infill redevelopment or pedestrian passageway
Parcel D	Toronto Police Services District Facility
Parcel E	TTC Traffic Office   Admin function Existing Garage Barn not occupied
Parcel F	Development Site

