

## **Gerrard-Carlaw Planning Study – Update Report**

Date: November 14, 2019

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Ward 14 - Toronto-Danforth

**Planning Application Number:** 18 153757 SPS 00 OZ

### **SUMMARY**

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This report provides an update on the Gerrard-Carlaw Planning Study. It provides information on revised Provincial policies and transit plans, and the impact that these changes in Provincial direction will have on the Study scope, direction and timelines. This report also includes a revised Terms of Reference.

### **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. City Council receive for information the report dated November 14, 2019 from the Director, Community Planning, Toronto and East York District.

### **FINANCIAL IMPACT**

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The recommendations in this report have no financial impact.

### **DECISION HISTORY**

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On February 1, 2018, through item MM36.30, City Council adopted a motion directing the Chief Planner and Executive Director, City Planning, to prepare a draft terms of reference for a planning study to achieve transit supportive development in the context of neighbouring low-rise residential uses and broader City-building objectives. The study was also requested to recognize the transit investments being made for the proposed Gerrard-Carlaw SmartTrack/Relief Line interchange station, and be carried out in consultation with the local Councillor and community members. The Chief Planner and Executive Director, City Planning was requested to report to the Toronto and East

York Community Council in the second quarter of 2018 on the proposed study timelines and resource requirements.

The minutes from this Council meeting and item can be viewed at the following link:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.MM36.30>

In October 2018, Notice to Proceed was issued by the Minister of Environment, Conservation and Parks for the Relief Line South in accordance with the Environmental Project Report developed in the Transit Project Assessment Process:  
<http://www.metrolinx.com/en/docs/pdf/relief-line-epr/Ministers-Notice-to-Proceed.pdf>

In June 2019, Council considered a report on the Toronto-Ontario transit responsibilities realignment review, which included the City's interim assessment of the proposed Ontario Line (replacing the Relief Line South), featuring elevated segments crossing the Don River and along the Lakeshore East GO corridor.  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX6.5>

In October 2019, Council moved a motion to negotiate an agreement with the Province on planning provincial priority transit projects including the Ontario Line, and directing Metrolinx to work with the City to mitigate the local impacts of projects including the Ontario Line through the detailed design process:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX9.1>

## **PLANNING STUDY UPDATE**

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The Gerrard-Carlaw Planning Study was initiated in response to significant proposed transit infrastructure in the Gerrard-Carlaw area. The Study will develop a vision and planning framework to achieve transit supportive development in the context of the neighbouring low-rise residential uses. Connectivity and integration between the transit infrastructure and future development within the study area will be critical to its success as a transit-oriented development and achieving a complete community.

The City Planning study team, including staff from Community Planning, Urban Design, Transportation Planning, Heritage Planning, and Parks, Forestry & Recreation will work closely with the appropriate City divisions and agencies to advance the Study.

The study team will also retain a consultant team to assist in the development of a comprehensive planning framework for the Study Area and to support consultation and facilitation.

## **PROVINCIAL POLICY DIRECTION**

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### **Growth Plan Overview**

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) establishes requirements that need to be implemented through a Municipal Comprehensive Review (MCR).

The updated Growth Plan contains policies pertaining to population and employment densities that must 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, an increase from the 500 metres required by the previous Growth Plan. In addition, the Gerrard-Carlaw MTSA, once established, will be required to achieve a minimum density target of 200 residents and jobs combined per hectare. The Growth Plan requires that the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities at the time of the next MCR.

### **Ontario Line**

In April 2019, the Province introduced its proposed Transportation Vision for the City of Toronto, which outlined changes to the Relief Line South project. These changes include re-naming the corridor to the Ontario Line, re-alignment of the proposed route, revised station locations and alterations to the track structure. Although the route alignment is relatively similar through the Study Area, the Gerrard-Carlaw station is now proposed to move to the south side of Gerrard Street East. In addition, the proposed Ontario Line is proposed to operate on an elevated structure between the Gerrard-Carlaw Station and west of the Don River.

In October 2019, City Council approved a motion to negotiate an agreement with the Province on planning provincial priority transit projects including the Ontario Line, and directing Metrolinx to work with the City to mitigate the local impacts of projects including the Ontario Line through the detailed design process

## **STUDY DIRECTION**

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Due to the shifts in Provincial direction, City Planning needs to revise the approach and timeline of the Gerrard-Carlaw Planning Study. The revisions include:

### **Study Area**

There are three study sub-areas: Study Areas 'A' 'B' and 'C' as illustrated on Attachment 1. These study areas were selected based on land use, lot size and proximity to future transit infrastructure. Initially City Planning proposed studying the sub-areas in phases. However due to changes in Provincial policy direction referenced above, Study sub-areas 'A' 'B' and 'C' will be evaluated concurrently. This is necessary to ensure that the study will meet the updated Provincial Growth plan and that the study recommendations are MTSA ready.

In addition the study area has been increased to include a context area of approximately 800 metres radius from the Gerrard-Carlaw transit station, as required by

the Growth Plan (2019). This will also ensure connectivity and support a complete community. Finally, the phasing of study work has been modified to allow the City to better understand the opportunities and constraints within the study area, and to model built form and massing alternatives that will meet the Provincial growth targets. The alternatives will then be brought forward for public consultation.

### **Terms of Reference**

Staff have revised the draft Terms of Reference (ToR) as set out in Attachment 3. The ToR is an important document to move the study forward and will be reviewed with the community prior to being finalized.

### **Anticipated Next Steps**

The following represents anticipated next steps for the study.

Conduct background research and analysis.	Q4 2019 to Q1 2020
Issue RFP to retain a consultant to undertake design and testing of development alternatives as well as a public engagement and stakeholder consultation process.	Q1 2020
Project Launch community meeting to introduce study process and length.	TBD 2020

## **CONTACT**

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## **SIGNATURE**

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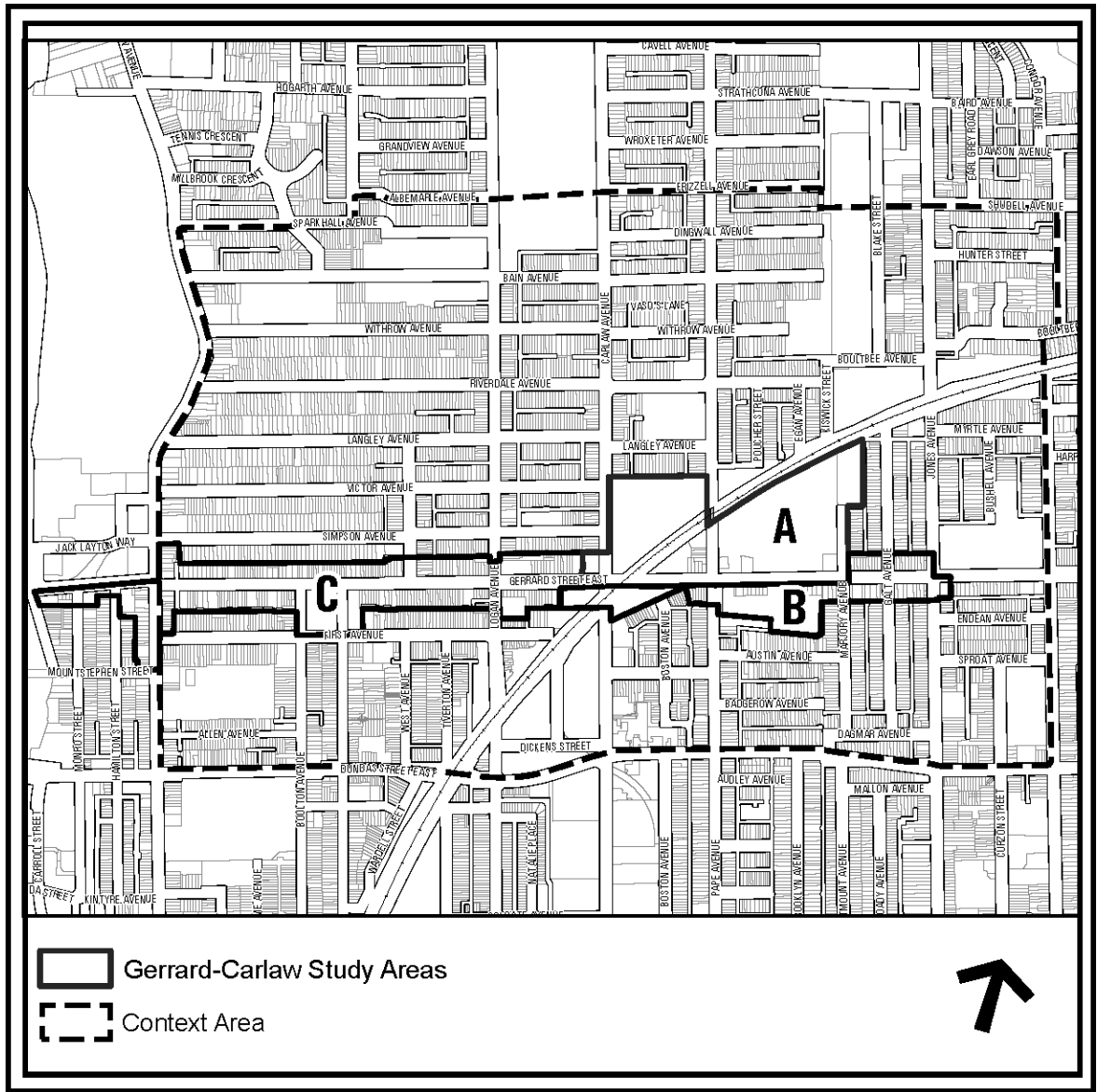
## **ATTACHMENTS**

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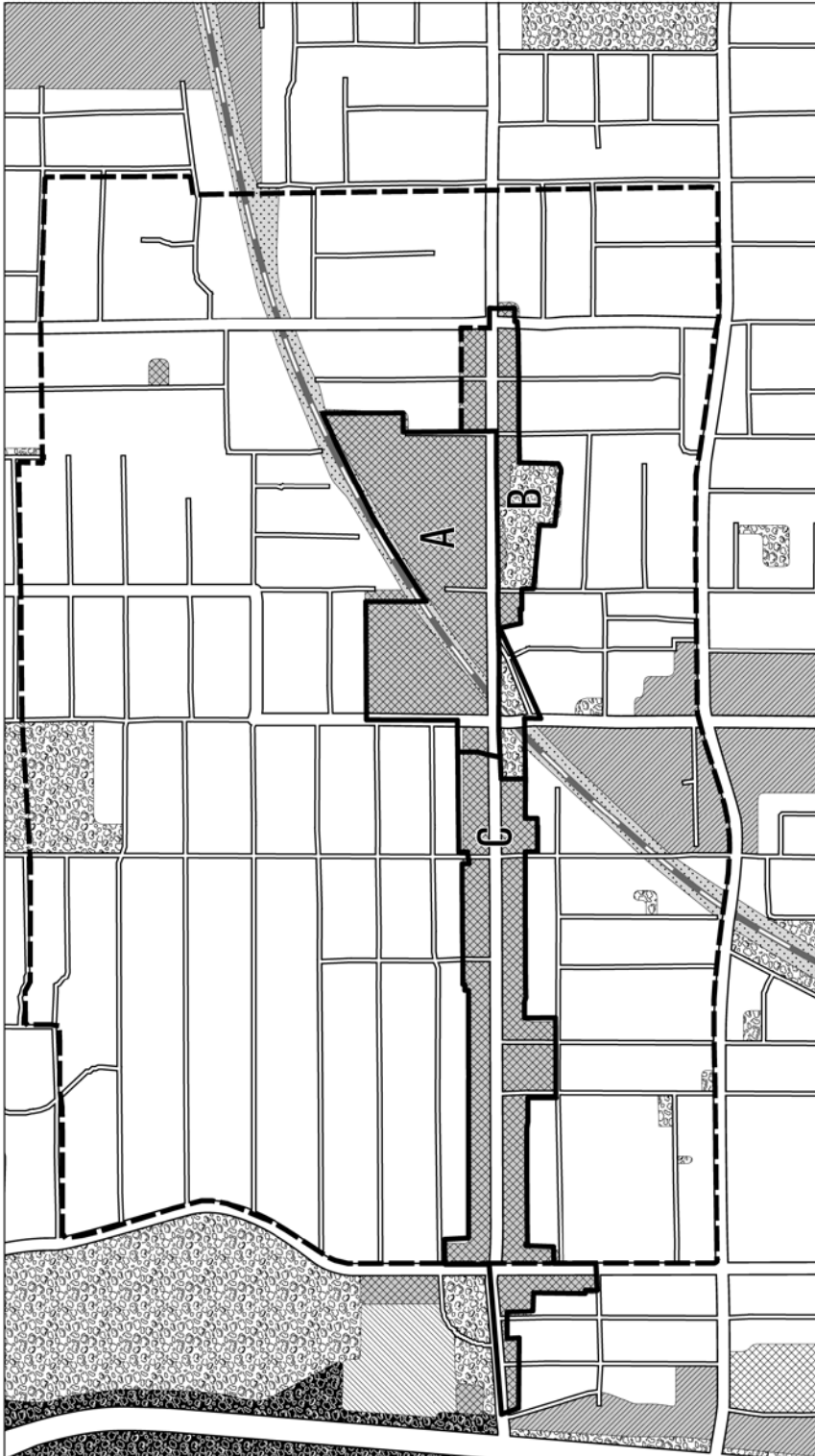
### **City of Toronto Data/Drawings**

Attachment 1: Study Area  
Attachment 2: Official Plan  
Attachment 3: Draft Terms of Reference

# Attachment 1: Study Area



# Attachment 2 : Official Plan Land Use Map



**Gerrard Carlaw Study Area**



## Official Plan Land Use Map #18 & 21

File # 18 153757 SPS 00 0Z

Note: This map was extracted from the July 2015 Land Use Plan. For current information refer to the February 2019 data.

	Areas A, B & C		Neighbourhoods		Parks & Open Space Areas
	Context Area		Apartment Neighbourhoods		Natural Areas
			Mixed Use Areas		Parks
					Institutional Areas
					Employment Areas
					Utility Corridors

Not to Scale  
11/13/2019

## **Attachment 3: Terms of Reference**

### **Gerrard-Carlaw Planning Study Terms of Reference**

#### **BACKGROUND**

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On February 1, 2018 City Council adopted a motion directing the Chief Planner and Executive Director, City Planning, to prepare a draft terms of reference for a planning study in the Gerrard-Carlaw area to achieve transit supportive development in the context of neighbouring low-rise residential uses and broader City-building objectives, in recognition of the transit investments being made for the proposed Gerrard-Carlaw SmartTrack/Relief Line interchange station, in consultation with the local Councillor and community members. Council considered an initial terms of reference on July 4, 2018.

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) establishes requirements that need to be implemented through a Municipal Comprehensive Review (MCR).

The updated Growth Plan contains policies pertaining to population and employment densities that must 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, an increase from the 500 metres required by the previous Growth Plan. In addition, the Gerrard-Carlaw MTSA, once established, will be required to achieve a minimum density target of 200 residents and jobs combined per hectare. The Growth Plan requires that the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities at the time of the next MCR.

#### **PURPOSE**

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The intent of the study is to develop a vision and planning framework for a complete community within the Study Area that achieves transit-supportive development in conformity with the Growth Plan (2019) policies pertaining to Transit Corridors and Station Areas.

The Gerrard-Carlaw Planning Study will be a multi-disciplinary review that will focus on determining how intensification can occur while ensuring compatibility with the existing surrounding area land uses. It will focus on working with the community and other stakeholders to develop the final set of deliverables.

The study will identify existing and planned character which will help to determine an appropriate land-use mix, including residential and employment growth within walking

distance of the future transit station, helping to guide future development opportunities. It will include developing a public realm and built form framework to guide future development that is integrated with proposed transit station infrastructure. The study will examine the need for investment in infrastructure – community service facilities, parkland and servicing – to support planned growth and any increases in density. There will also be an analysis of retail space needs and heritage resources/conservation requirements.

## **PHYSICAL CONTEXT AND STUDY AREA**

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The Gerrard-Carlaw area is characterized by predominantly mixed-use areas along Gerrard Street, with some residential and parks and open space uses. There are two larger commercial sites within the immediate area, as well as some smaller retail units with residential above. Along this portion of Gerrard Street there are also community facilities. Further south there are lands designated for employment use.

The typical built form along this portion of Gerrard Street east is predominately low rise-commercial and residential buildings, typically 2-3 storeys in height. The larger retail sites have generous surface parking. There is an existing rail line that bisects the area and acts as a grade separated barrier.

The larger study area has been broken down into three smaller areas: Study Areas 'A', 'B' and 'C'. A larger Community Services and Facilities Study Area will be assessed.

### **Study Area 'A'**

Study Area 'A' will be the core study area and will include the two large parcels of land on the north side of Gerrard Street East including Riverdale Plaza and Gerrard Square.

### **Study Area 'B'**

Area 'B' includes parks and mixed-use areas on both the north and south side of Gerrard Street East between Jones Avenue and Carlaw Avenue. It also includes the property at the northwest corner of Carlaw Avenue and Gerrard Street.

### **Study Area 'C'**

This area will comprise the lands fronting onto Gerrard Street East between Carlaw Avenue and Broadview Avenue, which are designated as Mixed Use Areas. This study area will exclude the property at the northwest corner of Carlaw Avenue and Gerrard Street, which will be included in Study Area B. It will include the Mixed Use Areas located on the southwest side of Gerrard Street East and Broadview Avenue.

Study Areas 'B' and 'C' reflect a lot fabric generally comparable to many Avenues within the Toronto and East York District.



## **Community Services and Facilities Strategy**

There will be a larger area of analysis for the Community Services and Facilities Strategy which will include a demographic analysis, as well as a community facilities inventory. Future community service and facilities needs and priorities for the area will be based on the development and built form analysis undertaken for the study.

## **Scope of Work**

As part of developing the vision and planning framework, City Planning staff will undertake the following scope of work:

### **Streets and Blocks Plan**

- Develop a streets and blocks plan for larger sites that demonstrates how the area can redevelop to support mixed use development within the study area, in association with the planned transit infrastructure.
- The streets and blocks plan should demonstrate how to improve and expand the existing public realm, providing amenities for the employees and residents within the study area. It should provide for a diverse mix of uses including both fine grain and larger format retail, commercial and non-residential uses, affordable housing, parks and open spaces.
- Identify opportunities to improve street connections, connectivity across the rail corridor and to encourage active transportation, focusing on pedestrian connectivity and cycling infrastructure.

### **Parks, Open Space and Public Realm Strategy**

- Review inventory of existing parks, open spaces and streetscapes within the study area.
- Identify requirements for new parkland and park improvements as well as locations for new parks and open spaces.
- Coordinate this work with the City's Community Services and Facility Strategy.
- Define streetscape improvements to be secured in the study area.
- Identify missing links in the public realm to ensure a connected network within the study area and to adjacent neighbourhoods.

### **Built Form and Development**

- Provide an analysis of existing built form.
- Provide a framework for the siting and organization of buildings.
- Identify opportunities for new development within the study area.

- Identify potential massing and densities for each parcel within the study area.
- Create built form and urban design guidelines which outline development standards for those sites that can support higher density. This may include height, setbacks and step-backs, angular planes, separation distances, location/orientation of buildings and rail safety requirements.
- Provide guidelines on transition to the adjacent uses, specifically Neighbourhoods and Parks.

### **Heritage**

- Review and describe context and periods of development within the study area through a Heritage Context Statement.
- Identify potential cultural heritage resources (built heritage and cultural heritage landscapes) within the study area and strategies to achieve conservation that are coordinated with built form recommendations.

### **Retail**

- Undertake an economic scan to understand the retail profile of the study area.
- Undertake a retail assessment including market trends, issues related to operating a small business, and potential policies and programs to support retail.
- Review of retail market types, trends, and growth areas.
- Identify opportunities and locations for retail and ground-floor animation, and incorporate development standards within urban design guidelines.
- Identify how redevelopment can be phased to minimize impact on existing retail tenants while allowing opportunities for intensification within the study area.

### **Land Use Recommendations**

- Provide updates to the existing Official Plan and Zoning designations as identified through the study process.

### **Transit Stations**

- Determine how to ensure pedestrian and cycling connectivity to transit stations, as well as existing and surface transit routes.
- Identify public realm and streetscape improvements associated with the transit station and surface routes.
- Establish the appropriate interface between future transit stations, adjacent development and the public realm.

## **Community Services and Facilities**

- Undertake a review of existing community services and facilities – recreation, schools, libraries, child care and human and social services.
- Prepare a demographic analysis for the area.
- Identify future community services and facility needs and priorities for the area based on the built form analysis and growth potential.

## **Community Engagement**

- The study will include a series of community meetings, which may take the form of formal meetings, workshops and charrettes.
- A Stakeholder Advisory Committee (SAC) will be established to provide feedback and advice to City staff with respect to the study and the community engagement process. The SAC will be comprised of 12-15 members and include residents, retail tenants and other community stakeholders. Members of the SAC will be selected by the City Planning Division in consultation with the local Councillor.
- A Landowners Advisory Committee will (LAC) be established to provide feedback, guidance and advice to the study team at key points during the consultation process.
- There will be a project website and social media channels related to the study.

## **Study Deliverables**

- Profile report – a comprehensive overview on the study area containing information on the existing policy framework, demographics, land ownership, development activity, density, parcel fabric and built form, housing, employment, parks and public realm, community services and facilities, heritage, mobility infrastructure and municipal servicing;
- Heritage context statement and background report;
- Retail analysis;
- An interim staff report together with a Proposed Planning Framework;
- A Final staff report together with a draft Secondary Plan and Urban Design Guidelines.