

**Lawrence Allen Revitalization Plan**

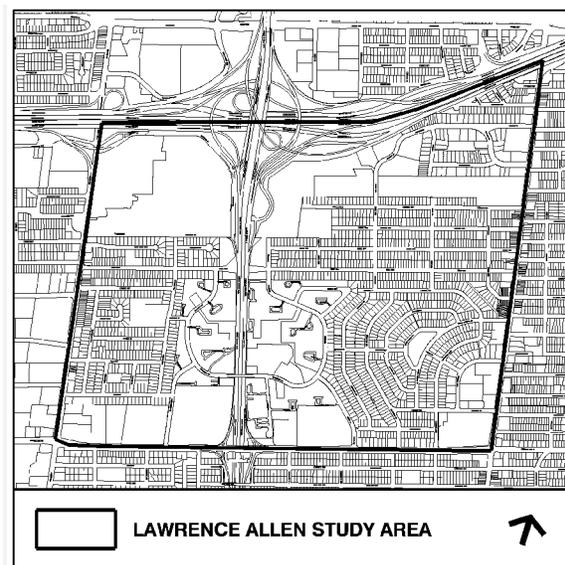
<b>Date:</b>	June 3, 2010
<b>To:</b>	North York Community Council
<b>From:</b>	Director, Community Planning, North York District
<b>Wards:</b>	Ward 15 – Eglinton-Lawrence
<b>Reference Number:</b>	08 167708 NPS 00 OZ

**SUMMARY**

The Lawrence Allen Revitalization Plan (LARP) is a 20-year plan for the evolution of the Lawrence-Allen area and the Lawrence Heights neighbourhood that is at its core. It articulates a vision for the area, lays out a new physical plan and recommends short term and long term directions for a Secondary Plan. It suggests implementation tools to establish a comprehensive planning framework for the Lawrence-Allen Area.

This plan is the outcome of nearly two years of coordinated planning study by the City of Toronto, Toronto Community Housing Corporation, and Toronto District School Board. It addresses a study area bounded by Lawrence Avenue West, Bathurst Street, Dufferin Street, and Highway 401 with particular focus on a 75 hectare area encompassing Toronto Community Housing’s Lawrence Heights neighbourhood and the lands which are interwoven with it. The Lawrence-Allen Revitalization Plan is not attached to this report but can be accessed at [www.toronto.ca/lawrenceallen.htm](http://www.toronto.ca/lawrenceallen.htm).

The plan describes a mixed-income, mixed-use neighbourhood which is park-centred, transit-supportive, and well integrated with the broader city. Through public and private reinvestment, it provides for the replacement of all 1,208 existing social housing units along with 5,500 to 6,300 new market units. Combined with this is a



doubling of public parkland, new schools, community facilities and retail opportunities.

Over a multi-phase, twenty year implementation period, order of magnitude costs for the public infrastructure of the plan are estimated at about \$240.605 million.

## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. City Council endorse in principle the Lawrence Allen Revitalization Plan (LARP) as attached to this report.
2. The Deputy City Manager and Chief Financial Officer and Revitalization Secretariat develop a financial strategy for LARP in coordination with the General Manager of Transportation Services, General Manager of Toronto Water, General Manager of Parks, Forestry and Recreation, General Manager Children's Services, Chief Planner and Executive Director of City Planning, Executive Director of Technical Services, Executive Director of Social Development, Finance and Administration, Director of Financial Planning, City Managers Office, the Affordable Housing Office and the Toronto Transit Commission and Toronto Public Library Board in coordination with Toronto Community Housing.
3. The Deputy City Manager and Chief Financial Officer and Revitalization Secretariat report back on a LARP financial strategy to support the area's revitalization at the same time as the Chief Planner and Executive Director of City Planning brings forward a new Secondary Plan for the Lawrence Allen area based on the Lawrence Allen Revitalization Plan (LARP).
4. The General Manager of Transportation Services initiate the Allen Road Individual Environmental Assessment Study Terms of Reference before the end of 2010.
5. This report be forwarded to the Toronto District School Board (TDSB) for its consideration and to request that the TDSB coordinate its land holdings and redevelopment initiatives to support the direction and phasing of the LARP.
6. This report be forwarded to the Toronto Catholic District School Board (TCDSB) for its consideration and to request that the TCDSB coordinate its new school initiatives to support the direction and phasing of the LARP.
7. The General Manager of Parks, Forestry and Recreation in coordination with City Planning and Transportation Services undertake a Parks and Public Realm Master Plan for the Lawrence-Allen area in 2011 and include the study in their 2011 Capital budget submission within their specified debt target.
8. The Director of Real Estate Services and the City Solicitor, in consultation with other appropriate City divisions, develop a real estate strategy to address the City's interests

and work with the Toronto District School Board, Toronto Community Housing and other landowners as appropriate, to support the implementation of the LARP.

9. The TTC expedite the completion of the station studies for both the Yorkdale and Lawrence West stations and develop a short and longer term transit strategy that addresses both surface and subway station improvements required to support the LARP and report back to City Council in the second quarter of 2011.
10. The General Manager of Transportation Services include the short-term Lawrence-Allen capital improvements to the Lawrence-Allen intersection, pedestrian crossing at Yorkdale and the Allen Rd. and the underpass at Rane Rd. in the Transportation Services 2011 Capital Budget and 2012 to 2020 Capital Plan submission, within the specified debt affordability targets, in an amount not to exceed \$2.35 million..

### **Financial Impact**

The Lawrence Allen Revitalization Plan (LARP) will lay the foundation for a major building initiative in the City. The anticipated scale of change in this area resulting from the LARP is significant. The plan provides a vision for the area over the next twenty years and redevelopment will occur through a series of phases. The LARP lays out a new physical plan including the full replacement of all 1,208 social housing units within TCHC's Lawrence Heights community and the integrated development of market housing within the study area.

In addition to the housing development, significant reinvestment in City infrastructure and community facilities will be required. Preliminary order of magnitude costs for the infrastructure have been developed to inform a future financial strategy to implement the LARP as recommended in this report. The estimated costs of City infrastructure such as roads, sewers, and community facilities such as parks, libraries and child care centres is approximately \$240 million in constant 2010 dollars.

All preliminary servicing (roads and water) infrastructure order of magnitude costs are based on the following cost assumptions:

- Based on 2010 dollars;
- Include a 15% engineering fee;
- Include a 30% contingency;
- Include the removal of existing municipal infrastructure;
- Exclude the removal, replacement, relocation and installation of utility infrastructure;
- Exclude all applicable taxes.

It should be noted that the order of magnitude costs are preliminary and must be reviewed in conjunction with the City’s 2011 Capital Budget and 2012 to 2020 Capital Plan. They do not include ongoing operating and maintenance costs once new infrastructure is completed and exclude other related projects in the area, such as major improvements to Allen Road and TTC transit station improvements. Furthermore, the cost of acquiring and remediating additional parkland where possible to improve parkland provision in the area is also not included in the order of magnitude estimate.

Included in this estimate are certain short term capital deficiencies in the order of \$2.35 million that may be examined independent from the overall study. These include improvements to the Lawrence and Allen Road intersection, the Ranee Avenue Underpass and the Yorkdale and Allen Intersection. Transportation Services will include funding for these improvements in their 2011 Capital Budget and 2012 to 2020 Capital Plan submission, in an amount not to exceed \$2.35 million, within their debt affordability target. As these improvement estimates are preliminary, should costs exceed \$2.35 million, the General Manager of Transportation Services may request additional funding, as long as the funding can be accommodated within the Transportation 10-year debt affordability targets. In addition, the General Manager of Parks, Forestry and Recreation will include the costs for the Public Realm Master Plan within the program 2011 Capital Budget submission, within specified debt target limits.

<b>Preliminary Order of Magnitude Costs (\$000s)</b>					
<b>Short term</b>	<b>Phase 1 (2012-2016)</b>	<b>Phase 2 (2017 – 2021)</b>	<b>Phase 3 (2022 – 2026)</b>	<b>Phase 4 (2027 - 2030)</b>	<b>Total</b>
<b>\$2.350</b>	<b>\$40.335</b>	<b>\$95.775</b>	<b>\$61.905</b>	<b>\$40.240</b>	<b>\$240.605</b>

The financial strategy report will address the costs in greater detail and identify possible sources of funds between the City (including rate supported programs and Development Charges), TCHC, and other orders of government.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the Financial Impact Statement.

### **Equity Statement**

In October 2005, Council designated Lawrence Heights as one of 13 priority neighbourhoods targeted for infrastructure investment and community service improvement. The revitalization of the Lawrence-Allen area and more specifically the Lawrence Heights community provides a catalytic opportunity for social and economic change in this economically marginalized neighbourhood. As part of a larger, comprehensive planning exercise, revitalization will result in improved social housing stock, improved community facilities and municipal infrastructure, employment and

economic opportunities for local residents, and the creation of a mixed income community that will be better integrated into the surrounding City fabric.

## **ISSUE BACKGROUND**

The Lawrence Allen Revitalization Plan (LARP) is the outcome of nearly two years of coordinated planning study by the City of Toronto, Toronto Community Housing Corporation (TCHC), and Toronto District School Board (TDSB). All three began planning initiatives in 2008:

- The City initiated the study to develop a plan for the Lawrence-Allen area that would then form the basis for a Secondary Plan.
- TCHC began preparation of a development plan for its lands in Lawrence Heights, along with adjacent public lands.
- TDSB began an Accommodation Review Committee (ARC) as part of an initiative to revitalize education facilities in the Lawrence-Allen area.

The City, TCHC, and TDSB coordinated these planning activities to develop a comprehensive planning framework that would accommodate landowner's needs while achieving a range of public planning objectives in a balanced way.

City Council directed the City Planning Division to begin the development of a vision and planning framework for the revitalization of Lawrence Heights at its meeting on July 16 - 19, 2007. Council's direction was a response to a report received by Toronto Community Housing's Board of Directors in March 2007. The TCHC report provided information regarding the conditions of the conditions of the Lawrence Heights community which identified the need to revitalize. The TCHC report also identified a number of revitalization opportunities for the Lawrence Heights neighbourhood.

The City Planning Division, in partnership with Toronto Water, Transportation Services, and Facilities and Real Estate, released a Request for Proposals on April 1, 2008 to hire a multi-disciplinary consulting team to undertake the Lawrence-Allen Revitalization Study. An inter-divisional Planning Management Team was established to coordinate the study along with other planning related work. City Planning chaired the group which included staff from Technical Services, Parks, Forestry and Recreation and the Energy Efficiency Office. The Planning Management Team established working teams to ensure that all key sections, divisions and external agencies had the opportunity to inform this work which included: Infrastructure and Sustainability, Transportation, Social Infrastructure, Education Partnership Table, Urban Design and Parks. City Planning also participated as a member of the Revitalization Secretariat's Joint Co-ordinating Team, which included TCHC. This group facilitated the coordination of the City Planning and TCHC studies and community engagement processes.

This Lawrence Allen Revitalization Plan recommends directions for a new Secondary Plan and implementation tools to establish a comprehensive planning framework for the Lawrence-Allen area. . The Lawrence-Allen Revitalization Plan is not attached to this

report but can be accessed through the project website at [www.toronto.ca/lawrenceallen.htm](http://www.toronto.ca/lawrenceallen.htm), the specific files include:

[http://www.toronto.ca/planning/pdf/lawrenceallen\\_revitalizationplan\\_execsummary.pdf](http://www.toronto.ca/planning/pdf/lawrenceallen_revitalizationplan_execsummary.pdf)  
[http://www.toronto.ca/planning/pdf/lawrenceallen\\_revitalizationplan\\_chapter1.pdf](http://www.toronto.ca/planning/pdf/lawrenceallen_revitalizationplan_chapter1.pdf)  
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[http://www.toronto.ca/planning/pdf/lawrenceallen\\_revitalizationplan\\_chapter4\\_b.pdf](http://www.toronto.ca/planning/pdf/lawrenceallen_revitalizationplan_chapter4_b.pdf)  
[http://www.toronto.ca/planning/pdf/lawrenceallen\\_revitalizationplan\\_chapter4\\_c.pdf](http://www.toronto.ca/planning/pdf/lawrenceallen_revitalizationplan_chapter4_c.pdf)  
[http://www.toronto.ca/planning/pdf/lawrenceallen\\_revitalizationplan\\_chapter5.pdf](http://www.toronto.ca/planning/pdf/lawrenceallen_revitalizationplan_chapter5.pdf)

## **Lawrence-Allen Study Area**

The catalyst for the Lawrence-Allen study was the need to establish a planning context for the renewal of TCHC's social housing stock. This created an opportunity and responsibility to comprehensively examine the Lawrence Heights neighbourhood, its relationship to adjacent neighbourhoods and their joint connection to the broader city.

The Lawrence-Allen Study area comprises over 340 hectares of Toronto, bounded by Lawrence Avenue West, Bathurst Street, Dufferin Street, and Highway 401. The area includes:

- Two subway stations – Lawrence Avenue West and Yorkdale – on the Spadina subway line which offer potential for excellent transit access. The area is also served by a number of bus routes.
- 3 Avenues – Dufferin St., Bathurst St. and portions of Lawrence Ave.
- 5 TDSB School Sites – Baycrest Public School, Flemington Public School, Lawrence Heights Middle School, Sir Sandford Fleming Secondary School and the Bathurst Heights secondary school site, which is no longer an operating school and is leased out to a number of organizations.
- Yorkdale Shopping Centre – one of the largest regional shopping centres in the country.
- Lawrence Square Mall – active mall with retail services, offices and community agencies at the intersection of Lawrence Avenue West and Allen Road
- Lawrence Plaza – active shopping plaza located at the intersection of Bathurst Street and Lawrence Avenue West.
- Baycrest Centre for Geriatric Care campus – located in the northeast of the Study Area, provides health care services to the city and senior's residences with a range of support services
- The Allen Road Corridor, which bisects the Study Area, providing both a significant piece of transportation infrastructure and difficult physical barrier.

Most of the Study Area is not contemplated for redevelopment or expected to undergo significant physical changes – especially the low-scale residential neighbourhoods and apartment neighbourhoods that surround Lawrence Heights. The study's Focus Area includes those lands that are expected to undergo redevelopment or other significant

changes facilitated by the LARP. The Focus Area comprises approximately 75 hectares of land owned by TCHC, TDSB, the City of Toronto, and Lawrence Square located on either side of the Allen Road corridor. These are lands where physical change and development must be planned, facilitated, and managed. The largest portion of the Focus Area is Toronto Community Housing's Lawrence Heights neighbourhood.

Owned by TCHC, the existing buildings in Lawrence Heights were built 40 to 45 years ago and include singles, semi-detached, townhouses, and small walk up apartment structures. The buildings accommodate 1,208 rent-geared-to-income social housing units. They range from 1 to 4 storeys in height. The buildings are old and were built to now outdated standards of construction.

Active development proposals in the Study Area include:

- a development proposal on the northeast corner of Dufferin Street and Lawrence Avenue West recently approved by the Ontario Municipal Board, with a total of 1,500 units in buildings up to 24 storeys in height, and which will include a child care and a neighbourhood park.
- an application at 3180 Bathurst Street to intensify the site of the Asbury West United Church with a residential development of up to 367 units in a 14 storey building.
- an application for redevelopment of two rental properties at 50-52 Neptune Drive with a total of 155 units in a 14 storey building.

### **Lawrence Allen Planning Process – Summary**

Beginning in June 2008, City Planning engaged a multi-disciplinary consulting team, led by planningAlliance, to complete a comprehensive planning study for the Lawrence-Allen area. The study included a three phase process to research, prepare and evaluate planning options in order to develop the Lawrence-Allen Revitalization Plan.

In addition to the LARP, the consultants and City staff are preparing a number of implementation tools, including a draft Transportation Master Plan, a draft Infrastructure Master Plan, and a draft Community Energy Plan. The Transportation and Infrastructure Master Plans will satisfy Phases 1 and 2 of the Class Environmental Assessment (EA) process for Master Plans. As part of the EA process, public and agency consultation has been undertaken and detailed development and evaluation of alternative transportation strategies have been examined.

The three phases of the study process were:

#### ***Phase 1: Analysis and Objectives (2008)***

In this Phase, the project team undertook substantive research and analysis on the existing conditions of the Study Area. The work included community engagement to understand priorities of community members, including their views on how successful their neighbourhoods are today and how they could be improved. This Phase led to development of a vision for the study area and objectives for the plan.

### ***Phase 2: Alternatives (2009)***

In Phase 2, the project team used the objectives and principles developed in Phase 1 to prepare option plans for the revitalization. The phase began by outlining plan “building blocks” – parks, streets, buildings – presented to the community as conceptual plan diagrams. In June 2009, four specific Option Plans were presented: Options A, B, C and Do Nothing.

### ***Phase 3: Emerging Preferred Plan to Secondary Plan (2010-2011)***

In Phase 3, the conclusions from the Option Plan evaluation process led to the development of a single ‘Emerging Preferred Plan’. This plan was initially presented to the community at a public meeting on February 25, 2010. In the months following, this plan was analyzed by staff and consultants at the City of Toronto and Toronto Community Housing and discussed at many public events with community members, landowners, community agencies and other stakeholders. This process led to the creation of the Lawrence-Allen Revitalization Plan recommended in this report.

## **Lawrence Allen Revitalization Plan - Overview**

While the Lawrence-Allen area was largely built in the post-war era as a suburban community on the outskirts of Toronto, it sits today in the middle of a vibrant urban region. The LARP is a 20-year plan for the evolution of this area and the Lawrence Heights neighbourhood that is at its core. It articulates a vision for the area, lays out a new physical plan and recommends short term and long term directions for a Secondary Plan. It suggests implementation tools to establish a comprehensive planning framework and a broader community revitalization strategy.

**Chapter 1 - Lawrence-Allen in a Changing City** identifies the opportunities for revitalization in the Lawrence-Allen area and a Vision to guide revitalization over the next 20 years.

**Chapter 2 – Setting the Context** explains the study process and background.

**Chapter 3 – From Vision to Plan** provides a summary of the physical plan of the area.

**Chapter 4 – Planning Directions and Actions** recommends directions on a range of planning issues for a future Secondary Plan that will establish a comprehensive planning framework for the Lawrence-Allen area.

**Chapter 5 – Making it Happen** identifies steps that will be necessary to implement the Lawrence-Allen Revitalization Plan.

Revitalization planning is an opportunity to take a comprehensive look at the Lawrence-Allen area and plan for positive change over the long term. Revitalization can harness opportunities by directing public and private investment, planning to achieve city-

building objectives, and aiming to ensure a high-quality of life for residents of Lawrence-Allen.

The Lawrence-Allen Revitalization Plan is organized around four themes:

### **Reinvestment**

A comprehensive planning framework creates a context for investment to occur. Reinvestment in the Lawrence-Allen area will renew social housing stock, develop new private housing, construct new public infrastructure, and cultivate a sustainable neighbourhood through measures such as:

- Provision for up to 7,500 residential units in the Focus Area.
- Retention or replacement of all existing 1,208 social housing units with housing of similar type and function.
- Land use directions supporting a mix of uses and building types to facilitate a diverse and mixed income community.
- A community energy plan to achieve Toronto's greenhouse gas emission and renewable energy production targets.
- Upgrading of existing servicing infrastructure to more effective and efficient standards.

### **Mobility**

A strong, well-balanced transportation system supports growth and connects the Lawrence-Allen area to other parts of Toronto, enabling residents to access opportunities within their community and across the city. It also allows visitors to reach the neighbourhood to visit friends and family, go to work or school, do their shopping or enjoy their free time. Improved mobility for all modes of transportation in a manner that prioritizes pedestrians, cyclists and transit users will occur through:

- A new network of public streets that provides improved connectivity and circulation for all users and is well integrated with the surrounding existing public street network.
- Transit-Supportive Development around the Lawrence West and Yorkdale subway stations and improvements to those stations.
- Improved pedestrian and cycling connections between neighbourhoods and Yorkdale Mall and Lawrence Avenue
- A re-examination of the Allen Road corridor, including new bridges, ramps and road improvements.

### **Liveability**

The residents of new housing – whether social housing or market housing – create the community that ultimately inhabits a neighbourhood's public realm. A

liveable neighbourhood – one with a high-quality of life – will be created through an array of community institutions that foster community health and social networks, including:

- A full range of parks, supporting active and passive uses.
- Elementary and secondary schools for the TDSB and TCDSB.
- A new network of community facilities to serve as community focal points while providing the services that build resident skills, capacities and interpersonal networks.

### **Place-Making**

The bricks and mortar of a new neighbourhood are built around a structure of new streets, parks and other public spaces. These spaces provide the setting for civic life and social interaction among residents. Place making in the Lawrence-Allen area will contribute to the strengthening of community identity, promote public safety and foster vibrant public activity through:

- A park focused plan for the Lawrence Heights neighbourhood centered on the “Commons” where community services, facilities, schools, recreational programming and local retail come together in a park setting. Four residential areas border the Commons, each with their own parks as focal points.
- Streets as enjoyable destinations, with wide sidewalks, bicycle lanes, trees and comfortable places to sit.
- A mid-rise building character, with generous areas reserved for low-rise townhouses, and some taller buildings located on blocks closest to the Lawrence West subway station.
- A high quality of urban design reflected in the form of buildings, the relationship of development to adjacent public spaces and the design of streets and the public realm.
- Built form principles to create the appropriate arrangement of density and a respectful transition to the adjacent neighbourhoods.

### **Community Engagement**

An extensive community engagement strategy was undertaken to support the development of the Lawrence-Allen Revitalization Plan (LARP). The strategy was designed so that stakeholders could understand and have a meaningful voice in a challenging project where the geography of the area is large, the issues and interests are varied and complex, the time horizon is long and the population is diverse. Over a two-year period, the City provided community residents with several different ways to learn and participate in the project. Events included:

- presentations with question and answer sessions
- open houses where residents could visit topic specific booths and speak directly with City, TCHC and TDSB staff and consultants

- smaller workshops where staff facilitated discussions about the plan and planning issues
- project web-site with materials and reports posted from all of the public meetings as well as a dedicated e-mail address
- information provided at community hubs such as the Health Centre, Recreation Centre and the Barbara Frum Library.

Key Community Engagement Milestones included:

Summer 2008: Project Introduction – Defining Goals and Objectives  
 Community Forum - Visioning Workshop  
 Fall 2008: Community Forum – Creating a Liveable Community  
 Winter 2009: Community Forum – Understanding Planning Building Blocks  
 Summer 2009: Community Forum and Workshops – Option Plans  
 Winter 2010: Community Forum and Workshops – Emerging Preferred  
 Revitalization Plan

Notices were sent to households in the study area as well as households within a 120 metre radius around it – a total of approximately 12,000 invitations were distributed for each of the major community meetings. Notices were also posted at key community hubs and sent electronically to the project’s e-mail list. TCHC assisted the City by offering the translation of notices and providing interpreters at the events. This allowed residents to learn about the project in up to 12 different languages. Key meetings were held in both the daytime and night time to accommodate different resident’s schedules. Best efforts were made to ensure that meeting dates avoided conflict with religious holidays of the Muslim, Jewish and Christian faiths. In addition to the City’s engagement process, TCHC undertook their own engagement processes for their tenants. This included numerous community discussions, surveys and direct outreach done through their community animators (residents from the TCHC community who took a leadership role seeking input and advice, often door to door, in the community). Finally, the TDSB undertook their own community engagement process associated with their school renewal process which is formally referred to as an Accommodation Review Committee (ARC). City Planning staff were invited to participate on the ARC and benefited from hearing the community’s input and response to future changes to the schools in this area.

Larger meetings attracted as many as 350 attendees at a single event, and smaller workshops ranged from 60 to 100. The most recent set of outreach meetings held between February 25<sup>th</sup> through to April 27 resulted in over 700 people reviewing and providing input on the emerging preferred plan. The input received at these meetings assisted staff in making refinements to the physical plan and the directions outlined in the LARP. In total, over 27 community engagement sessions were held since 2008, involving over 2,500 residents and community stakeholders.

## **Summary of Community Concerns:**

The community engagement process developed to support this planning process was successful. The process elicited a range of comments, suggestions and concerns. The key areas identified by the community included.

- **Social housing:** Commitment to replacement of social housing and zero displacement of residents from the community.
- **Intensification:** Number of new units proposed and impact on the neighbourhood.
- **Transportation:** Traffic, condition of and access to the TTC stations, road connections.
- **Parks and Facilities:** Limitations of current parks and facilities and the necessity of improvements to address population growth.
- **Community Character:** Maintaining comfort of existing residents in a changing environment.

Details of some of these comments are described below.

### **Social Housing:**

The most commonly heard concern of Toronto Community Housing residents was the issue of displacement. These concerns ranged from the fear of losing their home entirely, to that of being forced to move outside the Lawrence Heights neighbourhood on a temporary or permanent basis. Related concerns have been expressed about the size and type of replacement housing units, the process of construction and relocation. Youth in the community have also raised particular questions about their status in the neighbourhood as their own life circumstances change, including their eligibility for social housing.

Addressing this issue has been a top priority for staff from both Toronto Community Housing and the City of Toronto. TCHC has committed to a no displacement policy for current TCHC residents who want to remain in the neighbourhood. The LARP provides for full replacement of all RGI units in the community with units of similar type and same number of rooms. This means that units that have grade related outdoor space will continue to have this type of relationship. Some issues persist however, as some new units may be physically smaller than current ones and residents who live in detached or semi-detached homes will move into townhouses. New construction may allow for units to be designed in such a way as to improve their efficiency in less space.

The LARP also provides for tenant assistance through the revitalization process and a construction mitigation plan. These matters will be secured through agreements between TCHC and the City. These housing matters will be discussed further in the report by the Revitalization Secretariat going forward to the June 24, 2010 meeting of the Community Development and Recreation Committee.

TCHC residents are now more comfortable with and supportive of the LARP and the various investment and commitments by TCHC and the City that will assist in transforming Lawrence Heights into an even better community.

#### Intensification:

The initial development proposals by each of the landowners were significant. A total of 10,300 units were proposed for the Focus Area by area landowners. A series of Option Plans were developed to reflect this level of intensification and were reviewed by the community in June of 2009. The community was not supportive of the level of intensification. They also expressed concern over some aspects of the built form resulting from the proposed units including the number of tall buildings. They were generally satisfied with how the building massing was arranged, with taller buildings located closer to the subway stations and along the Allen Road and townhouses adjacent to the existing neighbourhoods.

The landowner's proposals were reviewed and tested with the result that the number was reduced to a level that the transportation system could support, was reflective of the City's urban structure, allowed for appropriate built form and transition and accommodated an appropriate level of parks to serve the area's future population.

After further review and analysis the current Lawrence-Allen Revitalization Plan proposes the replacement of the existing 1,208 social housing units and an intensification of between 5,500 – 6,300 new residential market units over a 20 year timeframe, in order to create a mixed-income community. This represents a 30-35% decrease in the level of development proposed by the landowners. In addition, built form and public realm directions prioritize a predominantly mid-rise building character, and an appropriate transition between the areas of major change and the surrounding stable residential communities. Taller buildings are focused around the Lawrence West subway station. Furthermore, each phase of revitalization will require a comprehensive review of the previous phase and an update of the various implementation plans including: transportation, infrastructure, community facilities and parks.

#### Transportation:

The community identified concerns about the state of the area's existing transportation system and potential for new issues as a result of population growth. Automobile traffic was raised consistently as an issue on all the main arterials and especially at the Lawrence and Allen intersection. A harsh environment for pedestrians, cyclists and transit users was also identified, including poor condition and access to the subway stations. There are very strong opinions for and against opening connections to vehicle traffic on Ridgevale Dr., Rondale Blvd. and Kirkland Blvd, but there was agreement that the existing connections should be significantly improved for pedestrians and cyclists. There was also significant discussion about new road connections to Yorkdale Mall. Opinions about the Allen Road are mixed. Some saw it as a barrier, or traffic magnet

which required significant change, while others value the highway access it provides and want it maintained similar to its present state.

A thorough traffic analysis has been undertaken and the level of development provided for by the plan is consistent with the results of this analysis. New traffic will be accommodated through the primary street network, and not through local streets. Revitalization relies on a re-balancing of travel in the area so that the majority of trips are not all by automobile. The LARP provides for transit supportive development, a strong pedestrian and cycling infrastructure and streets which facilitate surface bus routes. These transit supportive principles, guidelines, and policies will shift car trips to transit, increase accessibility for people with special mobility needs, create viable travel options for people of all income levels, and increase demand for improvements to non-auto transportation infrastructure. Over time, the success of these actions will be monitored and Transportation Impact Studies will be required at various development phases to ensure that proposed changes can be accommodated at each phase.

The LARP strikes a balance between opposing viewpoints on the issue of new local road connections. While connections will be improved for pedestrians and cyclists, connections for vehicle traffic are currently not being proposed. As revitalization progresses, a public consultation about connections will occur as each phase of development is planned.

The concerns raised by the community about the transit stations were the catalyst for the Lawrence West and Yorkdale subway station studies that the TTC is now working on. An improvement to these stations, including improving better and safer pedestrian access is a key priority for this area. Additional public consultation will occur as part of this work and future investments will most likely be required for these stations.

Questions about the Allen Road will be dealt with as part of the future Individual Environmental Assessment (EA). The next step for this work will be the development of a Terms of Reference for the EA, which is expected to begin in 2010 and will continue through to 2011.

#### Parks and Community Facilities

The community identified the current lack of a sufficient amount of good quality and well designed parks as an issue. The community also expressed their desire for a more green, treed and sustainable community.

The Lawrence-Allen Revitalization Plan is a parks focused plan that arranges buildings and uses around the new and vastly improved parks system. During the most recent community meetings, residents were very supportive of the structure and amount of public parks in the LARP. This Plan doubles the amount of existing parkland in the area and recommends that improvements be made to Baycrest and Yorkdale parks. The City's commitment to the new park network will be further advanced through a Parks and

Public Realm Master Plan study which will begin to develop a detailed vision and direction for both the parks and the public realm in this area.

The community also expressed concern around both the lack and imbalanced distribution of community facilities. Currently, most of the community facilities are located on the east side of the Allen Road. This includes the majority of the school facilities (with the exception of Lawrence Heights Middle School), the community health centre, the community recreation centre, arena and the child care facilities. The LARP attempts to provide sites for the larger community facilities such as schools and the community recreation centre on both side of the Allen Road. Smaller sized facilities would be permitted at the base of residential buildings along the area's Primary Streets and would be encouraged to be incorporated as part of the new retail uses and mall. The LARP also directs that for each phase of redevelopment that a community facilities review is undertaken and that the goal would be to phase in these facilities as development proceeds. This will ensure that there is a timely provision of these facilities and the services that they offer to both the existing and future residents.

### Community of Change

Residents in all parts of the study area recognized that the scale of change that is planned is significant. Reactions to this level of change were a mix of enthusiasm and trepidation. This is particularly the case for TCHC social housing residents who will experience a complete transformation of the environment around them. In public meetings there were many discussions about preferences for the design of the community, from parks and facilities to street names and community projects. The Lawrence Heights Social Development Plan (discussed in the Revitalization Secretariat report), and future consultation processes, including the design of buildings, parks and community facilities will continue to provide residents with a strong voice over their changing environment.

The Lawrence-Allen Revitalization Plan strikes a balance between the varied interests of the community, landowners and the City's planning objectives. The Plan supports the area's intensification, which is critical in enabling TCHC to re-build the existing social housing but recommends that this occur over a period of 20 years. This will allow for the improvements required to support the revitalization to be phased in over time and should also provide community members with the opportunity to continue to provide input as the plan unfolds. The LARP carefully balances this intensification by ensuring that improvements are made to the transportation system, which in the future will be re-balanced to rely more on public transit. The LARP also raises the bar for the area's public realm, demanding a more hospitable, safe and welcoming community. A place where people are drawn to, and residents take pride in. Toronto will continue to grow and it is incumbent on plans such as this one to create a framework so that it can happen in a manner that creates liveable communities.

## **Infrastructure Costs**

A preliminary estimate of the order of magnitude costs for hard and community infrastructure components required to implement the Lawrence Allen Revitalization Plan has been prepared to help inform City Council regarding the scope of work that will be required to support revitalization of the area over the next 20 years. These costs are summarized by infrastructure type and development phase. Costs reflected are in 2010 dollars and have not included an escalation or inflation factor.

All preliminary servicing infrastructure order of magnitude costs are based on the following assumptions:

Costs are:

- Based on 2010 dollars;
- Include a 15% engineering fee;
- Include a 30% contingency;
- Include the removal of existing municipal infrastructure;
- Exclude the removal, replacement, relocation and installation of utility infrastructure;
- Exclude all applicable taxes.

Order of magnitude costs have been prepared with input from City Planning's consulting team and by all appropriate City staff divisions including: Corporate Finance, Technical Services, Transportation Services, Parks, Forestry and Recreation, Children's Services, the Toronto Public Library Board and Toronto Water. These costs do not reflect any ongoing operating costs or maintenance associated with the projected infrastructure.

### **a) Servicing Infrastructure**

Servicing infrastructure comprises two operational areas:

1. Road and above grade infrastructure; and
2. Water, wastewater and below grade infrastructure.

A Transportation Master Plan and Infrastructure Master Plan to support the Secondary Plan is still being developed and finalized, all order of magnitude costs are preliminary and subject to change.

### **Road and Above Grade Infrastructure**

A typical lifecycle for a municipal roadway before it is reconstructed is approximately 75 years, as long as the roadway has undergone the appropriate maintenance schedule. The existing primary roads within the Lawrence Heights

Community were reconstructed in 1986 and the local roads, which are approximately 60 years old, were resurfaced in the mid 1990's.

For each proposed phase, roadway and above grade infrastructure totals include the cost of providing temporary access arrangements to facilitate the transition from existing rights-of-way to newly constructed rights-of-way during the implementation period. The costs do not include any proposal for future public laneway construction as it is premature at this time to ascertain if any proposed laneways will be public or privately owned. The requirement for laneways, and their location and ownership, will be outlined and determined at the site plan application phase of the development. It should be noted that the total length of new primary and local roads is more than double the current length of the existing roads in the area.

Phase 2 cost includes the construction of a new public roadway to be constructed around Baycrest Park that will assist the traffic movement along a new primary road system for the area. This new public roadway will be constructed around the new Baycrest Park and will require the relocation of the existing Highway 401 on-ramp from Yorkdale Road. Phase 2 costs also include a pedestrian bridge that will span the Allen Road and connect the Commons areas on either side of the Allen Road. Phase 3 costs include a plan to renovate the existing Flemington Road Bridge over Allen Road and to incorporate a more prominent pedestrian realm within its cross-section. In Phase 4, a second new pedestrian bridge over the Allen Road is proposed.

### **Water, Wastewater & Below Grade Infrastructure**

The typical lifecycle for sewers is approximately 100 years with the lifecycle for water mains averaging between 60 and 120 years, depending on the appropriate maintenance schedule. The average age of the existing water and wastewater infrastructure is approximately 60 years old.

For each proposed Phase, costs for below grade infrastructure include new stormwater management facilities for the public realm to meet the City's Wet Weather Flow Management Policy. It should also be noted that the extent of new water, wastewater and below grade infrastructure to service the preferred plan is also more than double the current existing below grade municipal infrastructure in the area that is maintained by Toronto Water.

Phase 1 costs include all the necessary improvements and upgrades to the existing downstream sanitary sewer system, located outside the boundaries of the Lawrence Allen Revitalization Study area. These improvements and upgrades are required to appropriately service all future phases of the Plan and are required in Phase 1.

The overall servicing infrastructure order of magnitude costs, including both above grade and below grade infrastructure to service and support the ultimate implementation of the Lawrence Allen Revitalization Plan is approximately \$143.100 million. As an Official Plan amendment and rezoning application for Phase 1 has been submitted to the City the

more immediate order of magnitude costs for the implementation of Phase 1 are approximately \$28.700 million.

## **b) Parks and Community Recreation Facilities**

Parks and Recreation order of magnitude costs include cost estimates for new parks and facilities and the improvement of existing parks. New parks include a large community park on either side of Allen Road “the Commons”, two neighbourhood parks, two parkettes, and a Greenway. Improvements to existing parks include Baycrest District Park and Yorkdale Park.

Costs were based on typical parks programs and facilities for each park type. Public consultations will be conducted for each park during the appropriate phase of construction, and the final park program will reflect community needs and preferences at that time. Several assumptions apply to all of the parks, including:

- Park sites are provided to the city serviced, rough graded and environmentally cleaned up.
- Remediation costs were not included as the condition of the below grade conditions of the park sites are unknown.

### **Parks**

The Commons, is the largest park at 5.3 hectares and could include many active recreation elements such as a full size soccer field, volleyball courts, skate park, playground, splash pad, and a field house. The two Neighbourhood parks (ranging in size from 1.1 – 1.4 hectares) includes 4-5 program features such as, a combination of mini soccer, playground, splash pad, community garden, hard sports court and multi-use/outdoor theatre space. The parkettes will mainly provide some plantings, a seating area and walkways. The Greenway, which will contain a 4 metre wide trail, planting and furniture that will extend along the eastside of the Allen Road.

The new community facilities, including an aquatic centre and a community centre, were developed based on the assumption that each are stand alone buildings as the locations have not yet been determine. Improvements to the existing Baycrest Arena are also included.

Baycrest District Park is a 9 hectare park serving residents in its vicinity and beyond. Residents expressed concerns over the current park design, lack of community use and safety concerns. An improvement program would begin to address these issues in consultation with the community.

Yorkdale Park is a 0.85 Ha park whose main function is to provide a pedestrian connection between Yorkdale Mall and the Lawrence-Allen community. Residents have consistently expressed concerns about its safety as the park’s berms and dense trees create hidden areas and reduce sightlines. The improvements would improve the

parks design in consultation with the community. Implementing an improvement program for this park would begin to address these issues in consultation with the community.

**c) Other Community Facilities**

**Child Care**

Over a period of 20 years there will be a need for a minimum of three child care centres in addition to other child care facilities that would need to support additional growth from private development that may occur within the broader study area. For the purpose of this exercise, each child care is assumed to be 72 spaces, serving 20 infants, 20 toddlers and 32 preschoolers. Costs for furniture, equipment (office, kitchen, etc.), phone/internet/cable connections are excluded.

**Library**

Barbara Frum Branch is a 3645 m<sup>2</sup> district branch providing service to the Lawrence Allen community. The current facility opened in 1992 and has not had any major upgrades since that time. By 2017, the building will be 25 years old and in need of a major renovation to address state of good repair requirements. To meet the service needs of the expected population in the Lawrence Allen study area, upgrades to the Barbara Frum Branch will also be required. The total capital budget required for the project is estimated at \$9.8 million in 2010 dollars.

The library building will be renovated to meet forecast community needs and increased activity levels by expanding library operations to all floors of the building and creating zones for specific uses such as an early literacy centre, computer learning and media centre, teen zone and areas for reading support and adult literacy programs. Additional space will be available for quiet and group study and for partnership and library programming. The renovations and expansion will also improve self service capacity, automated materials handling, and circulation. Necessary state of good repair facility upgrades include reorganizing the lower level, replacing flooring, furniture, HVAC systems and equipment, building envelope repairs and necessary changes to perimeter landscaping for public safety and energy saving lighting upgrades.

**d) Short-Term Improvements**

**Transportation**

Transportation Services has identified the following key short-term improvements that are required to improve pedestrian safety and address concerns raised from the community and can be implemented before Phase 1 of LARP. They are:

- Lawrence-Allen Rd Intersection: The intersection of Allen Road and Lawrence Avenue West involves removing vehicular channelization features and reconfiguring the on and off-ramps for Allen Road at Lawrence Avenue West.
- Yorkdale- Allen Rd Intersection: Yorkdale Road at the Allen Road overpass will require various lane re-configurations to improve the pedestrian environment and safety.
- Ranee Ave Underpass: The community has raised concerns about the condition of the municipal right-of-way along Ranee Avenue at the Allen Road overpass. Improvements to the streetscape of the Ranee Avenue underpass are therefore being proposed and will be coordinated with any improvements for the TTC entrance that may be identified in the upcoming TTC study. This improvement is also directly linked to TCHC's Phase 1 application and should be coordinated with the timing of the developments on either side of the Allen Rd. at Ranee.

Order of magnitude costs associated with these improvements is approximately \$2.350 million. Funding for these improvements will be prioritized in the Transportation Service's 2011 Capital Budget and 2012-2020 Capital Plan submission. Once constructed, they should result in an improved pedestrian environment for the above noted intersections.

## **Forestry**

The community's passion and interest to enhance the green feel of the area, particularly the trees has been voiced from the very first meeting held in the summer of 2008. In response to this strong interest, the Parks, Forestry and Recreation Division have agreed to prioritize tree planting in the area, focusing on the communities surrounding Lawrence Heights. Forestry staff is proposing to initiate a tree planting program in the spring of 2011 with current resources, and will work with area residents to implement this initiative.

The loss of existing tree canopy due to the extensive redevelopment of the Lawrence Heights core area will require an aggressive tree planting and maintenance program to replace and nurture the tree canopy on the newly created City street allowances as well as in parks. Urban Forestry will be involved at specific development stages to protect existing trees that have been identified as significant based on their species, size and condition and will ensure that satisfactory replacement tree planting is secured through the development review process. Emphasis will be placed on providing large growing shade trees with an adequate growing environment, including sufficient soil volume and air space.

In addition to parks, open space and public realm issues, the upcoming Parks and Public Realm Plan will address Urban Forestry issues in the study area such as the preservation of existing trees, enhancement of the overall tree canopy in the area, and

technical aspects of the creation of sustainable tree planting sites along public road allowances and in City-owned open space and parkland.

**e) TTC, Allen Road and Future Parkland:**

The preliminary order of magnitude costs do not include costs associated with any future changes to the Allen Road, TTC transit station improvements or future parkland acquisition and remediation costs.

The Allen Road Individual EA will include a thorough review of future changes, including order of magnitude costs. This study is currently in its early stages and there are a wide range of options which will be considered.

The TTC transit station improvement study is also at an early stage. Terms of reference are being finalized by TTC staff in consultation with the City and interested stakeholders. Over the next year, this study will also study a range of short and long term improvements, including cost estimates.

To anticipate future parkland acquisition costs, a review of parkland provision will be required for the study area. It is expected that the Parks and Public Realm Plan will address overall parkland provision in the area and make recommendations for strategic parkland acquisition where feasible to improve the provision of parkland in the study area. Part of this review will include the identification of opportunities that may arise through the sale of Toronto District School Board land, which could provide needed parkland and enhance the programming potential of park spaces.

**f) Summary of the Order of Magnitude Costs**

The preliminary order of magnitude costs total \$240.605 million and are summarized in Table 1. While the costs are significant they are intended for a twenty-plus year time period.

<b>Table 1:</b>	<b>Lawrence Allen Revitalization Plan – Preliminary Order of Magnitude Costs ( In \$000s)</b>					
	<b>Short term</b>	<b>Phase 1 (2012-2016)</b>	<b>Phase 2 (2017 – 2021)</b>	<b>Phase 3 (2022 – 2026)</b>	<b>Phase 4 (2027 - 2030)</b>	<b>Total</b>
Road & Above Grade Infrastructure	\$2.350	\$ 5.300	\$39.500	\$14.800	\$26.650	<b>\$ 88.600</b>
Water, Wastewater & Below Grade Infrastructure		\$23.400	\$ 5.400	\$15.650	\$12.400	<b>\$ 56.850</b>
Parks and Greenway		\$ 7.060	\$ 7.630	\$ 3.575	\$ 1.190	<b>\$ 19.455</b>
Community Recreation Facilities		\$ .675	\$29.545	\$23.980		<b>\$ 54.200</b>
Other Facilities		\$ 3.900	\$13.700	\$ 3.900		<b>\$ 21.500</b>
<b>Total</b>	<b>\$2.350</b>	<b>\$40.335</b>	<b>\$95.775</b>	<b>\$61.905</b>	<b>\$40.240</b>	<b>\$240.605</b>
<i>Note:</i>	<i>All costs are in 2010 dollars. No escalation or inflation factors were applied.</i>					

**g) Financial Strategy**

The order of magnitude costs of \$240.605 million are very preliminary. Substantial work needs to be undertaken to refine the estimated costs, including reviewing the scope of work contemplated in conjunction with the City’s Council Approved 10-Year Capital Plan to determine if any specific or related work is currently included. It has been noted that there are exclusions that may need to be considered within the context of the overall Lawrence-Allen Revitalization Project, such as major improvements to Allen Road, TTC transit station improvements, the acquisition of additional parkland, including any remediation of any sites being acquired or to be acquired and any associated utility and other costs. In addition, the order of magnitude costs cited do not include any on-going operating costs (including any programming costs) or maintenance costs.

The project costs must be developed in conjunction with the City’s Secondary Plan for the Lawrence Allen area based on the Lawrence Allen Revitalization Plan. The Secondary Plan should be informed by various other studies and plans to be undertaken,

such as a Transportation Master Plan, Urban Design Guidelines, an Infrastructure Master Plan, a Community Energy Plan and Parks and Public Realm Master Plan.

Toronto Community Housing is committed to delivering quality housing that improves the lives and living conditions of residents and communities. Its goal is to help create strong neighbourhoods where every tenant is connected to opportunities to succeed. Part of this commitment is the revitalization of existing neighbourhoods, such as the successful ongoing revitalization in Regent Park in downtown Toronto. TCHC is continuing these efforts through the revitalization of Lawrence Heights. TCHC currently does not have access to funding for the repair and replacement of the housing at Lawrence Heights. TCHC has identified that the replacement costs for the 1,208 social housing units within Lawrence Heights is \$350 million. TCHC has indicated that their financial strategy will address how to finance the cost of the replacement housing only, and not the additional infrastructure required to reshape the community. The key funding source for the project is the sale of market housing for profit. These profits are to be invested directly into the revitalization to pay for the replacement housing. TCHC also relies on operating cost savings resulting from new buildings and improved green standards.

Once the overall scope of the project has been determined, with firm estimates, a funding strategy must be developed. Sources of funding to be considered should include cost-shared funding with other orders of government, other third party funding, development-related funding and City debt in the context of the City's affordability guidelines over the 2011-2030 timeframe.

The Financial Strategy will be developed with key representatives from all key programs, such as: Transportation Services, Toronto Water, Parks Forestry and Recreation, Children's Services, Technical Services, Social Development, Finance and Administration, Corporate Finance, Financial Planning, City Planning, the City Manager's Office, the Affordable Housing Office, the Toronto Transit Commission, the Toronto Public Library and TCHC.

It is anticipated that the Financial Strategy and Secondary Plan will be reported to Council at the same time.

### **Next Steps**

The Lawrence Allen Revitalization Plan outlines a comprehensive planning framework and provides the groundwork for a broader revitalization effort. City Planning will prepare a draft Secondary Plan based on the LARP. The Secondary Plan will be accompanied by a number of implementation plans including: Infrastructure Master Plan, Transportation Master Plan, Urban Design Guidelines, Community Energy Plan, Community Services and Facilities Strategy, Heritage Interpretation Plan; and Parks and Public Realm Master Plan.

The current study being undertaken by the TTC for the Yorkdale and Lawrence West Stations will inform the Secondary Plan and should outline both short and longer term investments required to transform the stations and allow them to better support this area's revitalization. The Allen Road Individual EA Terms of Reference work will also inform the future Secondary Plan, and is a critical piece of the area's future. The LARP does not maintain existing land ownership boundaries, as such a real estate strategy will be required between the City, TDSB, TCDSB and TCHC. Ensuring that both school boards are able to coordinate the provision of new school facilities as outlined in the LARP, specifically the sites, phasing and timing, needs to be worked through in more detail.

In addition to the Secondary Plan, the TCHC Phase 1 application will be reviewed by staff and additional community meetings on the application will be held over the next year. The development of the financial strategy noted previously will be critical to ensure that the area's revitalization is appropriately supported by the necessary hard and soft infrastructure, including the City's ability to sustain operations and maintenance. The Financial Strategy will need to move forward at the same time as the Secondary Plan in order to ensure that the appropriate resources are in place to support the future plan for this community. The TCHC Phase 1 Final report will be reported at the same time or following City Council's consideration of the Financial Strategy.

Finally, a broader revitalization implementation strategy for Lawrence Heights will need to be developed by the City. There will be a companion report from the Revitalization Secretariat at the June 24, 2010 Community Development and Recreation Committee that addresses key corporate directions required to support TCHC to implement revitalization of land in Lawrence Heights. Outside of the Planning context, the City has three perspectives to consider in addressing TCHC's intention to redevelop Lawrence Heights – that of shareholder, service system manager under the Social Housing Reform Act (SHRA) and Municipal Government. The report outlines recommendations to Divisions on all three including the development of a financial strategy, the development of a Social Development Plan for a changing Lawrence Heights community that includes a community employment plan component, alignment to the City's 10 year affordable housing action plan Housing Opportunities Toronto (HOT), and an implementation structure/team to ensure interdivisional coordination across the City and an access point for TCHC on this project.

Revitalization planning is an opportunity to take a comprehensive look at the Lawrence-Allen area and plan for positive change over the long term. Revitalization can harness opportunities by directing public and private investment, planning to achieve city-building objectives, and aiming to ensure a high-quality of life for residents of Lawrence-Allen. The Lawrence-Allen Revitalization Plan projects a 20-year time-frame for the redevelopment of the Lawrence Heights neighbourhood and its associated public

investment. The comprehensive planning framework put forward in this report is part of a road map to lead the Lawrence-Allen area to a new future.

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## **SIGNATURE**

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Thomas C. Keefe, Director  
Community Planning, North York District

## **ATTACHMENTS**

Attachment 1: Lawrence-Allen Area Study Area Map

# Attachment 1: Lawrence Allen Study Area Map

