

## **Glencairn Subway Station Planning Study Approach**

Date: June 6, 2022

To: North York Community Council

From: Director, Community Planning, North York District

Ward 8: Eglinton-Lawrence

**Planning Application Number:** 21 214031 NPS 00 TM

### **SUMMARY**

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On March 9, 2022, City Council adopted Item [NY30.42](#), headed "Marlee Avenue Area Study" that was considered by North York Community Council on February 23, 2022:

1. City Council direct the Chief Planner and Executive Director, City Planning, in consultation with the General Managers of Transportation Services, Engineering and Construction Services, Toronto Water, and Parks, Forestry and Recreation to prepare a work plan and draft terms of reference for a planning study generally within 800 metres of the Glencairn subway station in support of the City's Municipal Comprehensive Review.
2. City Council direct the Chief Planner and Executive Director, City Planning to report to the North York Community Council on the timing, boundaries, and components of the study in Part 1 above, including but not limited to land use, built form, open space and parks, community facilities, infrastructure, and heritage, by June 2022.

The purpose of this report is to provide an overview of the proposed study with regards to the study area, the scope of work, estimated timeline, and expected deliverables. Further, City Planning staff seeks direction from North York Community Council on the further processing of the study.

### **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. North York Community Council direct staff to proceed with engaging a consultant team to undertake the study generally based on the Terms of Reference in Attachment 1 to this report;

2. North York Community Council direct staff to bring forward an Official Plan Amendment, and supporting reports and guidelines, where applicable, to implement the findings of the Study;

3. North York Community Council direct staff to continue working with applicants on active development applications in the study area in coordination with study; and,

4. North York Community Council request City Planning staff, where a development application noted in Recommendation 3 is appealed to the Local Planning Appeal Tribunal, and where City Council directs that staff appear before the Local Planning Appeal Tribunal to oppose such development application to inform the City's position with any Study findings at the time of the appeal.

## **FINANCIAL IMPACT**

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The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year. Financial implications on budget of future years will be determined through the engagement of a consultant team to undertake this work.

## **DECISION HISTORY**

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On March 9, 2022, Council adopted [Item NY 30.42](#), which is a motion directing the Chief Planner and Executive Director, City Planning to undertake a planning study of an area generally within 800 metres of the Glencairn Subway Station.

On March 25, 2022, Planning and Housing Committee considered a staff report with regards to Draft Major Transit Station Area Delineations – 57 Protected Major Transit Station Areas and 40 Major Transit Station Areas which includes the proposed delineations for neighbouring Lawrence West and Eglinton West PMTSAs, both of which are delineated in Draft OPA 570. The March 25, 2022 report also identifies the area around Glencairn subway station as a potential PMTSA requiring further study, but has not yet been included among the proposed PMTSAs or MTSA's at this time. For more information, please see:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH32.7>

## **ISSUE BACKGROUND**

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The study area is generally within 800 metres of Glencairn Subway Station. It is characterized by predominately low-rise residential neighbourhoods, and interspersed with other built form and uses, including mixed use, commercial, industrial and, walk up apartment type uses. Along Marlee Avenue between Glen Park Avenue and south of Stayner Avenue, is a low-rise mixed use corridor with ground-oriented commercial-retail uses and surface parking along the street frontages. From Marlee Avenue to Allen Road, and south of Stayner Avenue to south of Roselawn Avenue/Elm Ridge Drive,

multiple mid-rise and tall apartment buildings are concentrated in large "tower in the park" blocks. The study area in some instances will be greater than the 800 metres in order to appropriately consider matters that have larger area considerations (eg. Applicable sewersheds).

Recently, the study area has experienced development interest for the area generally west of Allen Road, with the submission of development applications seeking Council's approval of multi-dwelling, mid-rise and tall buildings. There are sites within this study area that would generate development interest due to attributes such as site size and proximity to the Allen Road, three Line 1 (Yonge-University) subway stations, the Eglinton Crosstown light rail line and frequent bus service on Lawrence Avenue West. In this regard, it would be appropriate to undertake a local area study to establish a planning framework to guide and manage the long term growth in the study area. Furthermore, the Major Transit Station Area work undertaken by the City in response to recent provincial directives have identified that the Glencairn subway station area as in need of a local area study to respond to such directives.

### **A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)**

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) came into effect on August 28, 2020 (the "Growth Plan (2020)"). This was an amendment to the Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) 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 (2020), establishes policies that require implementation through a Municipal Comprehensive Review ("MCR"), which is a requirement pursuant to Section 26 of the *Planning Act*.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, 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, and better connected 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 (2020), 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 (2020), 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 (2020). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2020).

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

The Growth Plan (2020) sets out minimum density targets for Major Transit Station Areas ("MTSA") and Urban Growth Centres ("UGC"). MTSA's are the lands around transit stations generally defined as the areas within an approximate 500-800 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 MTSA's achieve appropriate densities.

For lands in proximity to a subway station, the Growth Plan directs for a minimum of 200 people and jobs per hectare. In addition to the preceding, the City can further identify a MTSA as a Protected MTSA ("PMTSA") which enables the City to implement Inclusionary Zoning. Inclusionary Zoning is a tool to require the provision of affordable housing in response to development where the market conditions could support it.

On March 25, 2022, the Planning and Housing Committee ("PHC") received a [staff report](#) for 57 PMTSA's, 40 MTSA's and stations requiring further study. Glencairn, Lawrence West and Eglinton West subway station area lands were identified in this report.

The Glencairn subway station was specifically identified as a potential PMTSA and is one of 14 stations which presently does not meet the minimum density target of 200 people and jobs per hectare as set out in the Growth Plan. The PHC report noted that it is the intent of staff to report back with an approach to undertake the necessary planning work to bring it into conformity with the Growth Plan. The purpose of this report is to launch the necessary local area study.

The Lawrence West and Eglinton West subway stations are also identified as PMTSA's and would meet or exceed the established target of 200 people and jobs per hectare as directed for in the Growth Plan. Draft Official Plan Amendment 570 proposes site and area specific policies for these two PTMSA's.

The PHC considered the report and City staff were authorized to use the proposed Official Plan Amendment as a basis for consultation and staff were further directed to consider opportunities for more density where feasible at all MTSAs for the purpose of increasing affordable housing.

## **Toronto Official Plan**

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from The *Planning Act* of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, may be applicable to any application. Toronto Official Plan policies may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

Within the study area, the lands are designated *Mixed Use Areas, Apartment Neighbourhoods, Neighbourhoods, Employment Areas, and Parks*. The study will consider the existing land use designations and amongst other matters, determine any changes necessary in order to meet the 200 people and jobs per hectare as directed in the Growth Plan. This would be implemented by way of an Official Plan Amendment and in support of such an amendment would be consideration for new urban design guidelines, supporting documents, where applicable. There will also be a review of opportunities for the provision of various community improvements including parkland, public realm, community services and facilities, and infrastructure. An implementation strategy will address these matters accordingly.

## **COMMENTS**

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### **TERMS OF REFERENCE**

Staff have prepared a Terms of Reference (please refer to Attachment 1) which will form the basis of the study and will be further articulated for the purposes of developing a Request for Proposal to retain a consultant team for this study. The Terms of Reference will provide a framework to move the study forward with a commonly understood scope of work.

### **SCOPE OF WORK**

The study will be led by the City Planning Division which includes Community Planning, Urban Design and Transportation Planning; with a multi-disciplinary consultant team to be retained to carry out the study. The study will include input and support from a Technical Advisory Committee comprised of staff from Strategic Initiatives, Policy and Analysis Section (City Planning Division), Heritage Planning (City Planning Division), Parks, Forestry and Recreation Division, Community and Social Services Division,

Transportation Services Division, Engineering and Construction Services, Toronto Water, Economic Development & Culture Division, Energy and Environment Division, and the Toronto Transit Commission (TTC), and other divisions and departments as required.

The study will be undertaken in four phases: (1) a study kick-off, consultation, and research, (2) options development, (3) preferred options development and (4) the statutory public process for the resulting draft Official Plan Amendment. It is anticipated that for each phase of the study, there will be public engagement which may take the form of a community consultation meeting, workshop, charrette or more formal meetings. A Local Advisory Committee ("LAC") with representatives from various residents associations, landowner representatives, business representatives, community organization representatives, members of the general public, and the development industry, will be established based on a separate terms of reference to be created. The LAC is intended to maintain ongoing communication and feedback from the community and other stakeholders.

Key deliverables will include an area profile report, a final report to Council, Official Plan Amendment, Planning and Urban Design Guidelines and an Infrastructure Implementation Strategy.

### **ESTIMATED TIMELINES**

The following represents an estimated timeline for this Study. The timeline will continue to be further refined through the study process.

- Q3 to Q4 2022
  - Consult on, and finalize the Terms of Reference
- Q1 2023
  - Retain Consultant Team for the Study
  - Project Kick-off
- Q2 to Q3 2023
  - Conduct research and prepare Area Profile Report which will set out the existing and planned contexts for matters such as land use, population, employment and demographics, urban design, parks and open space, community services and facilities, transportation, municipal servicing and any other applicable matters
  - Emerging Directions and Status Staff Report
- Q4 2023 to Q1 2024
  - Options Development
  - Options Development and Status Staff Report
- Q2 2024 to Q3 2024
  - Preferred Options Development
- Q4 2024 to Q2 2025
  - Preparation of Planning Instruments and supporting reports and plans
  - Final Report to North York City Council and City Council

## **NEXT STEPS**

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City Planning staff will proceed with the study on the basis of the terms of reference in the Attachment 1 and undertake a Request for Proposal process to engage a consultant team for this study.

## **CONTACT**

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## **SIGNATURE**

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David Sit, MCIP, RPP, Director  
Community Planning, North York District

## **ATTACHMENTS**

Attachment 1: Terms of Reference  
Attachment 2: Study Area

## **Attachment 1: Terms of Reference**

### **Purpose**

On March 9, 2022, City Council adopted a [motion](#) that was considered by North York Community Council on February 23, 2002 as follows:

1. City Council direct the Chief Planner and Executive Director, City Planning, in consultation with the General Managers of Transportation Services, Engineering and Construction Services, Toronto Water, and Parks, Forestry and Recreation to prepare a work plan and draft terms of reference for a planning study generally within 800 metres of the Glencairn subway station in support of the City's Municipal Comprehensive Review.
2. City Council direct the Chief Planner and Executive Director, City Planning to report to the North York Community Council on the timing, boundaries, and components of the study in Part 1 above, including but not limited to land use, built form, open space and parks, community facilities, infrastructure, and heritage, by June 2022.

This study is in response to the Council motion to review the greater Glencairn subway station area and to establish an appropriate policy framework to address matters noted above and any such other matters that are appropriate to consider.

### **Study Area**

The study area is denoted in Figure 1 and generally includes the lands within 800 metres of the Glencairn Subway Station, with Lawrence Avenue West to the north, to midblock sites and Dalemout Avenue the east, midblock sites/Capitol Avenue/Corona Street to the west and the York Beltline to the south.

### **Policy Context**

#### *Major Transit Station Area*

The Growth Plan for the Greater Golden Horseshoe (2020) (Growth Plan) defines lands within an approximate 500-800 metre radius of a transit station as a Major Transit Station Area ("MTSA"). For lands in proximity to a subway station, the Growth Plan directs for a minimum of 200 people and jobs per hectare. In addition to the preceding, the City can further identify a MTSA as a Protected MTSA ("PMTSA") which enables the City to implement Inclusionary Zoning. Inclusionary Zoning is a tool to require the provision of affordable housing in response to development where the market conditions could support it.

On March 25, 2022, the Planning and Housing Committee (PHC) considered a [staff report](#) for 57 PMTSAs and 40 MTSA's, which includes the proposed delineations for neighbouring Lawrence West and Eglinton West PMTSAs, both of which are delineated



in Draft OPA 570. The March 25, 2022 report also identifies the area around Glencairn subway station as a potential PMTSA requiring further study, but has not yet been included among the proposed PMTSAs or MTSAAs at this time.

Glencairn subway station is one of 14 MTSAAs and PMTSAAs which would not meet the minimum density target of 200 people and jobs per hectare as set out in the Growth Plan under current Zoning Bylaw and Official Plan policies and regulations. It is the intent of staff to report back with an approach to undertake the necessary planning work to bring it into conformity with the Growth Plan.

The Lawrence and Eglinton West subway stations are also identified as PMTSAAs and would both meet or exceed the established target of 200 people and jobs per hectare as directed for in the Growth Plan. Draft Official Plan Amendment 570 proposes site and area specific policies for these two PTMSAs.

PHC adopted the report and City staff are authorized to use the proposed Official Plan Amendment as a basis for consultation and staff were further directed to consider opportunities for more density where feasible at all MTSAAs for the purpose of increasing affordable housing.

#### *Toronto Official Plan*

The lands within the Study Area are designated *Mixed Use Areas*, *Apartment Neighbourhoods*, *Neighbourhoods* and *Parks* which directs for the following:

- *Mixed Use Areas* are envisioned to support growth and encourages a broad range of commercial, residential, institutional and open space uses to provide flexibility for future redevelopment to accommodate population and jobs. The scale of intensity ranges with the most intense scale in the Downtown, to the Centres and then the least intense along the Avenues;
- *Neighbourhoods* are stable areas predominately of a low-rise residential character up to four-storeys. Low-scale institutional, home occupation, cultural and recreational facilities and small-scale retail, service and office uses are also envisioned in *Neighbourhoods*;
- *Apartment Neighbourhoods* represent areas made of apartment buildings, parks, local institutions, cultural and recreational facilities, and small-scale retail, service and office uses that serve the area residents. These areas are generally stable and minor intensification may be appropriate on underutilized sites;
- *Core Employment Areas* are for business and economic activities and would permit a range of such uses; and
- *Parks and Open Spaces* comprises the Green Space System in Toronto. These spaces are generally intended for recreation and conservation purposes and development is not permitted.

### *Design Guidelines and Studies*

- The study will take be informed by the following guidelines and studies:
- Townhouse and Low-rise Apartment Guidelines;
- Mid-Rise Building Performance Standards;
- Tall Building Design Guidelines;
- Growing Up Guidelines – Planning for Children in New Vertical Communities;
- Bird Friendly Guidelines; and
- Pet Friendly Design Guidelines and Best Practices for New Multi-Unit Buildings.

### **Study Overview**

This planning study will be a multi-disciplinary review of matters, including but not limited to land use, public realm, pedestrian linkages, open space and parks, built form, multi-modal connectivity, community facilities, infrastructure, and heritage. The study will focus on working with stakeholders to develop the final set of deliverables.

### **Scope of Work**

The study will be led by the City Planning Division which includes Community Planning, Urban Design and Transportation Planning. A multi-disciplinary consultant team will be retained to carry out the study. The study will include input and support from a Technical Advisory Committee comprised of staff from Strategic Initiatives, Policy and Analysis Section (City Planning Division), Heritage Planning (City Planning Division), Parks, Forestry and Recreation Division, Community and Social Services Division, Transportation Services Division, Engineering and Construction Services, Toronto Water, Economic Development & Culture Division, Energy and Environment Division, and the Toronto Transit Commission (TTC), and other divisions and departments as required.

City Planning staff will undertake the following scope of work:

#### Vision and Guiding Principles

- Establish a vision and a set of guiding principles for the Glencairn Study.

#### Land Use

- Review and establish a land use framework that appropriately addresses the existing and planned context for the Study area; and,
- Identify strategies to meet or exceed, where appropriate the Growth Plan target of 200 people and jobs per hectare, and to appropriately deploy land uses and a mix thereof to key strategic locations within the Study area.

#### Public Realm, Open Space and Parks

- Conduct an inventory and review of existing public realm built form and open spaces within the study area and existing elements related to matters such as cultural heritage, character areas, and landmarks;
- Establish a public realm framework, which includes public realm and streetscape improvements, opportunities for new parks, connections and open spaces, improvements to amenity and walkability, supports complete streets, the mobility network, sustainability and climate change mitigation;
- Establish a public art strategy.

#### Built Form

- Identify existing and planned built form and typologies;
- Identify, analyze and test appropriate built form typologies with regards to the proposed land use with considerations for matters such as shadow and wind; and,
- Identify appropriate planning and urban design guidelines for new developments, including but not limited to, transitioning to adjacent low-scale neighbourhoods and identifying appropriate streetscaping elements.

#### Multi-modal Connectivity

- Identify opportunities and barriers for achieving greater modal shifts towards sustainable transportation in the context of continued population and employment growth and future land uses, with appropriate supporting multi-modal transportation analysis;
- Identify additional local pedestrian and cycling network facilities, safety improvements to intersection and road design, as well as opportunities to improve multi-modal access to the three (3) subway stations in the area (i.e. Lawrence West, Glencairn and Eglinton West);
- Evaluate strategies to maintain convenient and efficient bus service on Glencairn Avenue and Marlee Avenue as population and employment density increases in the area;
- Explore ways to mitigate the impact of highway ramps on pedestrian, cycling, and transit facilities in the study area;
- Ensure safe and efficient bus service in the area that accounts for the needs of a growing population and explore measures to enhance transit priority; and,
- Develop an innovative Transportation Demand Management Strategic Plan, Functional Plans for proposed transportation facilities (including a review of right-of-way requirements), and an Implementation Plan with funding strategies to support the planned growth and intensification in the Study Area;

#### Community Services and Facilities

- Conduct a demographic analysis of the Study Area considering social, economic and demographic trends and implications for Community Services and Facility (CSF) demands and provision. The CSF study area will be greater than the study area recognizing the larger catchment area requirements.

- Prepare an inventory of existing community services and facilities serving the Study Area, including input from the library, parks, forestry and recreation, children's services, school, and human services sectors, as well as a community and facilities inventory.
- Identify future community service and facilities needs, potential locations and priorities for the study area.

#### Infrastructure

- A review of the water, sewer and stormwater servicing in the area and its appropriateness and capacity to accommodate the future anticipated growth in the area.
- Identify any further studies for upgrades needed to accommodate growth and if so the extent of such upgrades and a related Implementation Strategy to address matters such as new requirements or improvements, locational requirements, timing, and financing strategy.
- Identify measurements to coordinate basement flooding mitigation measures that may be required in the study area.

#### Economic Development

- A review of office, commercial and retail uses for the area is required and should include an inventory of same. Based on the development and built form analysis being undertaken for this study, staff will identify future non-residential use needs, strategic locations supportive of non-residential uses, and priorities for the study area.

### **Community Engagement**

The study will include a series of community meetings which may take the form of workshops, charrettes or formal meetings. It is anticipated that engagement would be provided for in the following phases of the Study:

- Study kick off
- Options Development
- Preferred Option Development
- Statutory public process for the draft Official Plan Amendment

A Local Advisory Committee ("LAC"), comprised of a group of various residents, landowners, business-owners, community organizations, the development industry, and other community stakeholders, will be established to maintain ongoing community and provide advice to City staff with respect to the study and the community engagement process. Three to four meetings with the LAC are anticipated.

The facilitation specialist will lead the community engagement including the selection of the LAC members.

## **Study Deliverables**

Key deliverables expected from the study are as follows:

- Area Profile Report which identifies the existing baseline conditions for the various matters to be considered in the Study;
- A minimum of three Development Scenarios to understand how growth can occur in the Study area;
- A Preferred Option to inform a vision and framework for the Study;
- A Final report to Council with a recommended vision and framework for the Study and related draft Official Plan Amendment to implement same;
- Urban Design Guidelines;
- Mobility Study Report;
- Community Services and Facilities Implementation Strategy; and,
- Infrastructure Implementation Strategy.

## **Estimated Timelines**

The following represents an estimated timeline for this study. The timeline will continue to be refined as the study progresses:

- Q3 to Q4 2022
  - Consult on, and finalize the Terms of Reference
- Q1 2023
  - Retain Consultant Team for the Study
  - Project Kick-off
- Q2 to Q3 2023
  - Conduct research and prepare Area Profile Report which will set out the existing and planned contexts for matters such as land use, population, employment and demographics, urban design, parks and open space, community services and facilities, transportation, municipal servicing and any other applicable matters
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  - Preparation of Planning Instruments and supporting reports and plans
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Attachment 2: Study Area

