

TRENDS ISSUES INTENSIFICATION

DOWNTOWN TORONTO

Written by:



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with **gd**Economics



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Published by: City of Toronto, City Planning - Toronto and East York District

ACKNOWLEDGEMENTS

This study would not have been possible without the insight and contributions from staff throughout all sections of the City Planning Division, most notably staff in Strategic Initiatives, Policy and Analysis, Transportation Planning, Community Planning, Urban Design and Heritage Preservation Services.

Special thanks are reserved for staff in Research, for support with data and analysis, and in Graphics and Visualization, for their efforts in mapping, graphic design, layout and production.

Important contributions and insights into the demands on city infrastructure arising from the intensification of Downtown Toronto were made by staff in many Divisions through interviews and discussions.

- Childrens' Services
- Economic Development
- Parks, Forestry and Recreation
 - Parks
 - Community Recreation
 - Urban Forestry
 - Parks Development & Capital Projects
 - Policy and Strategic Planning
 - Management Services
- Social Development, Finance and Administration
- Toronto Emergency Medical Services
- Toronto Fire
- Toronto Hydro
- Toronto Water
- Transportation Services



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EXECUTIVE SUMMARY

The dynamic growth experienced in Downtown Toronto in recent years has continued a transformation that began over 40 years ago. Since 1976 the residential population Downtown has almost doubled, as more than 200,000 people as of 2014 now call Downtown home, with over 45,000 new residents arriving in the past ten years.

With over 446,000 jobs, Downtown is the largest and most accessible employment centre in the region, notable for a concentration of jobs in finance, government, higher education and large research hospitals. It is the hub of the region in terms of arts, culture and public services.

A significant share of regional population growth has located in Downtown Toronto through the redevelopment of large brownfield areas, infill apartment towers, and the regeneration of former industrial districts into a dynamic mix of housing and work space for creative industries. This intensification of Toronto's core has demonstrated all the benefits of this planning policy as 41% of Downtown residents are likely to walk or bicycle to work while 34% take transit.

To date, the planning framework and infrastructure capacity has generally been successful at managing this growth. In particular, where large areas have been reurbanized such as St. Lawrence Neighbourhood and the Railway Lands, master planning initiatives have ensured the timely provision of key municipal services. Notable recent achievements include Canoe Landing Park, Corktown Common, Sherbourne Common and Sugar Beach.

Meanwhile, the more incremental development often does not afford the opportunity to address the full range of infrastructure and liveability issues as they arise. Notwithstanding, a number of achievements have been realized such as the Wellesley Community Centre, St. Jamestown Library, Sherbourne bicycle lanes, and Queens Quay revitalization.

While the premise of intensification is to make better and more efficient use of existing city infrastructure, there seem to be some limits within sight as growth continues. The pace and volume of development has been outpacing the City's ability to deliver the quality of infrastructure and services that has drawn residents to the core in the first place:

- While new parks have been achieved through master planning exercises, it is important to increase breathing space throughout the rest of Downtown.
- The water and sewer networks require attention to continue to accommodate growth.
- Transportation Services is implementing a Congestion Management Plan city-wide and a focused Downtown Traffic Operations Study.

An integrated growth management and infrastructure strategy could set the agenda for continued growth with the aim of continuing to build:

- A prosperous and equitable downtown.
- A safe and attractive downtown.
- An inviting and sustainable downtown.



Development in the Railway Lands

OVERVIEW

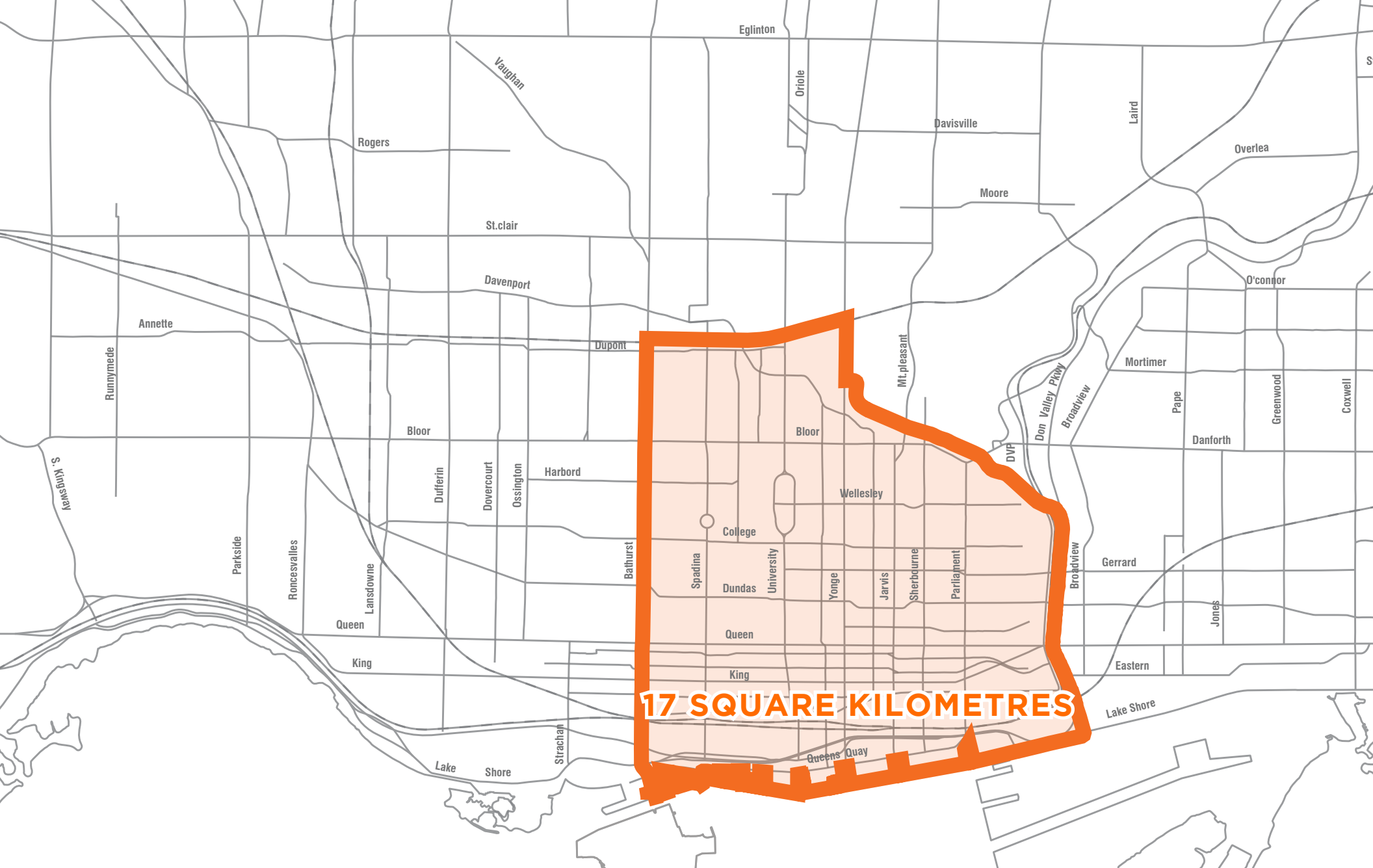
CONSTRUCTION CRANES RIVAL THE CN TOWER AS THE DEFINING IMAGE OF TORONTO.

With a population growth rate of 18% since 2006, Downtown Toronto is growing at four times the growth rate of the City of Toronto. If Downtown Toronto were a separate city it would be one of the fastest growing cities in the Greater Toronto Area. The past ten years has seen an incredible increase in the amount of development and the pace at which development applications are made, approvals granted, and construction completed. The past five years in particular has been the most dynamic period of growth since the 1970s when Council first introduced a policy of mixed use and encouraged new housing development Downtown.

In fact, between 2006 and 2011, a period which includes a significant recession, the pace of housing completions Downtown increased by 38%, over the previous five-year period. This brought over 30,000 new residents to Downtown; 2.5 times the average rate of growth that was seen over the previous 25 years.

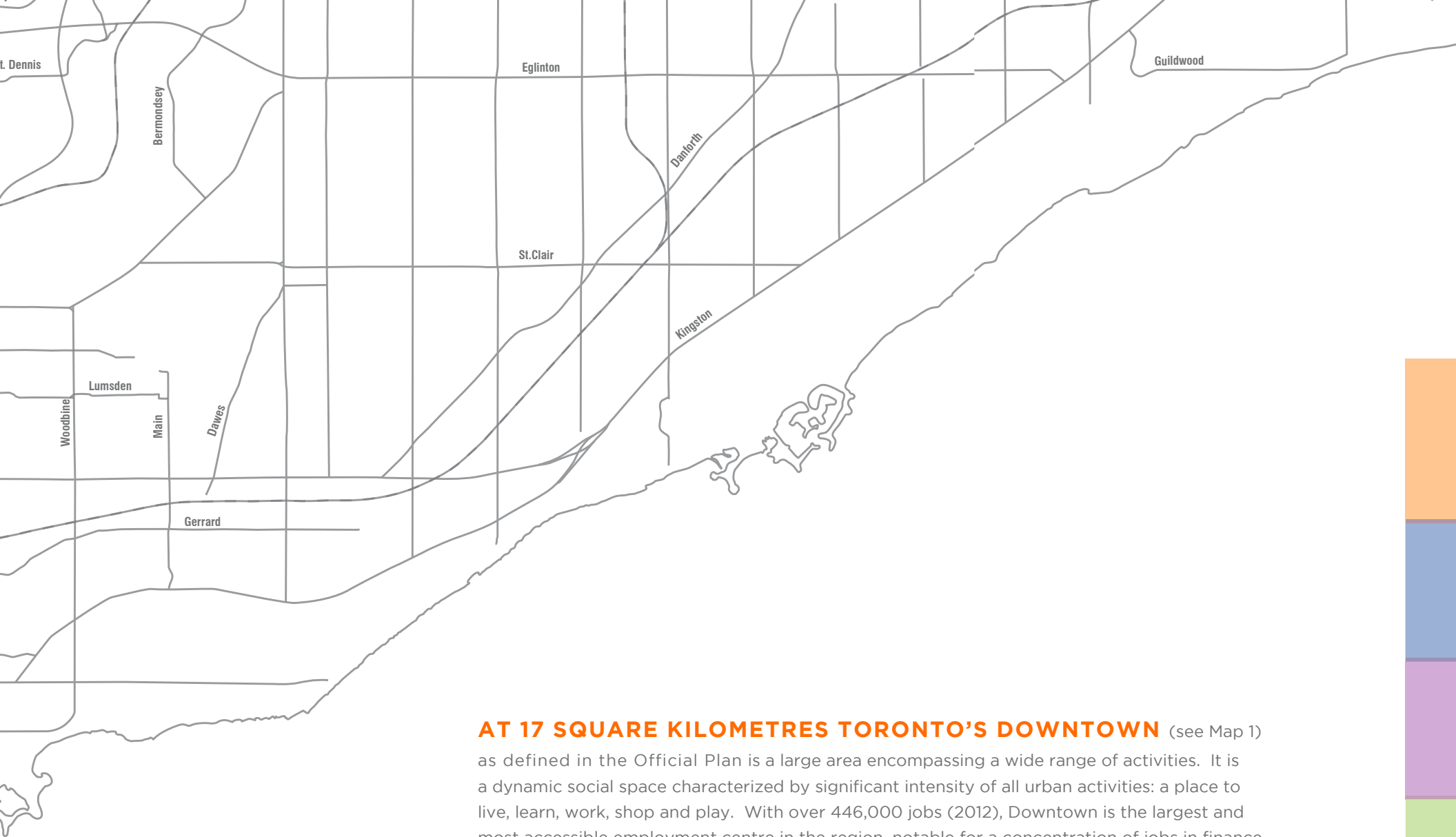
With a population of over 200,000, double what it was when Toronto Council adopted the Central Area Plan in 1976, there is no doubt that Toronto's Downtown has been transformed.

Intensification is a prime tenet of planning across the Greater Toronto Area and is most notably a foundation of Toronto's Official Plan growth management policy. While in many areas of the city intensification may mean an incremental increase in development and population, for example along the Avenues, in Downtown Toronto recent development has occurred at densities and heights well beyond the expectations prevalent at the time the Official Plan was written.



TORONTO'S DOWNTOWN

Map 1



AT 17 SQUARE KILOMETRES TORONTO'S DOWNTOWN (see Map 1)

as defined in the Official Plan is a large area encompassing a wide range of activities. It is a dynamic social space characterized by significant intensity of all urban activities: a place to live, learn, work, shop and play. With over 446,000 jobs (2012), Downtown is the largest and most accessible employment centre in the region, notable for a concentration of jobs in finance, government (provincial and municipal), universities, colleges, and large research hospitals. It is the hub for the region in terms of higher education, arts, culture and public services.

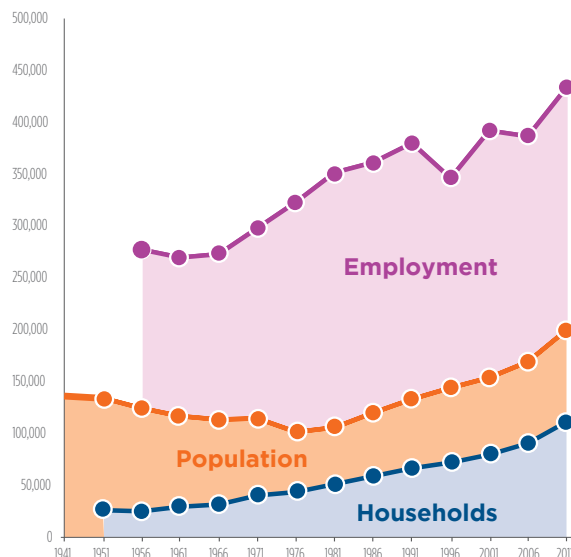


Figure 1
DOWNTOWN
Growth

Source: Statistics Canada, 1951 - 2011 Censuses.
Prepared by: Toronto City Planning, Policy and Research Section
Research and Information, October 2012

Resiliency is evident as seen in Figure 1, in the recovery from two recessions in the early 1990s and in 2008/2009. The estimated daytime population (those who live and work here, plus those who commute into Downtown to work or attend school) is now well over 500,000; and that does not account for tourism and entertainment activity.

“The City will need to continue to focus on giving priority to the downtown considering the strength it gives the City of Toronto and the region.”

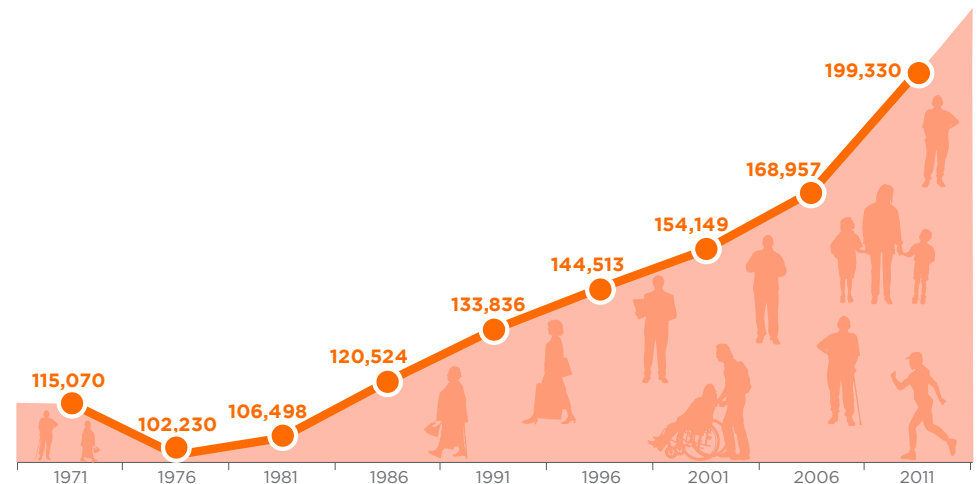
The Value of Investing in Canadian Downtowns”
Canadian Urban Institute, May 2012



King Street 504 Streetcar

Figure 2
DOWNTOWN
Population 1971 - 2011

Source: Statistics Canada, Census of Canada



Cabbagetown Neighbourhood

There has always been a considerable residential element to Downtown, which has changed over the years as older Victorian low-scale neighbourhoods were either redeveloped for high-rise apartments as in St. James Town, or gentrified by newcomers as experienced in Cabbagetown. Residential development was a key plank of the Central Area Plan and the declining trend in population began to turn

around in the 1970s and 1980s with large scale redevelopment of former industrial lands in the Central Waterfront (Harbourfront) and the creation of the St. Lawrence Neighbourhood. More recently, significant population growth, as seen in Figure 2, has resulted from the rapid build out of the Railway Lands and the opening up of the former industrial areas of King-Spadina and King-Parliament for mixed-use reinvestment.

In broad terms, the policy framework for Downtown has been overwhelmingly successful. Not only has considerable housing been built Downtown, but mixed-income communities have been realized and overall the quality of life Downtown has been improved through investments. The framework is based upon encouraging intensification through higher density mixed-use development. Through intensification, growth is concentrated in areas that already have good urban services, particularly public transit. It is far more efficient to accommodate urban growth by way of intensification than by the alternative means of peripheral urban expansion into greenfield lands where urban services have to be provided.

Important questions have surfaced recently:

- How much growth can be accommodated in Downtown Toronto?
- Is it valid to assume that the current system of physical and social infrastructure can accommodate a continuation of this pace of growth?

The challenge will be to continue to accommodate intensification while sustaining, and improving, the quality of life currently experienced by Downtown residents.

On one hand, Toronto's Downtown is held up as an example of a healthy, sustainable, economically successful and vibrant area of the City. On the other, this same growth and change is also raising questions around the Downtown's capacity to support the current scale of development, and whether we are creating neighbourhoods within Downtown that are liveable and economically viable for the future.

Indeed, the growth that has occurred begs a number of questions, among them:

- What is the right scale for infill development for the various neighbourhoods within Downtown?
- What are the infrastructure needs to support future growth?
- How do we balance growth between residential and non-residential to ensure the future economic prosperity of the City?
- The infrastructure planning cycle is long term – how can infrastructure and growth be better managed and coordinated?

Toronto's growth is the envy of many cities across the world, reflecting our vibrancy as a City. So, how can we continue to support growth and ensure the health and liveability of the Downtown? Improvements have been made to almost all elements of infrastructure required to support the Downtown's past growth. However, it has proven easier to add and upgrade key infrastructure elements when they are undertaken through large-scale managed growth exercises, or master plan initiatives. Examples include the St. Lawrence Neighbourhood, Harbourfront, the Railway Lands, West Donlands, the Waterfront, Regent Park, and Alexandra Park. With fewer such large, transformational, opportunity sites available, the market has targeted sites across the Downtown area. These infill projects often do not afford on-site opportunities to address the full range of infrastructure and liveability issues as they arise.

The recent unprecedented pace and magnitude of growth, and emerging issues associated with a dispersed pattern of development over a larger number of relatively small sized sites, suggest that it would be timely to take stock of the planning framework and infrastructure capacity Downtown. An assessment should be made of the pattern, form and scale of current and projected Downtown development activity along with the development of a suite of policies and guidelines to shape future growth and change. The Official Plan speaks to the imperative of building on the strength of Downtown as the premier employment and business centre for the region while ensuring intensification provides for a range of housing options. These principles should be the foundation for a review of the planning framework and an assessment of infrastructure needs.

This research paper documents how Downtown has grown and changed, and canvases the challenges and opportunities to the delivery of infrastructure in order to ensure Downtown remains a vital, vibrant, rewarding place to live, work, learn and play.



TRENDS
ISSUES
INTENSIFICATION
DOWNTOWN
TORONTO

CHAPTER 1 **LIVING AND WORKING**



Millennials in front of Berczy Park fountain

LIVING AND WORKING PEOPLE

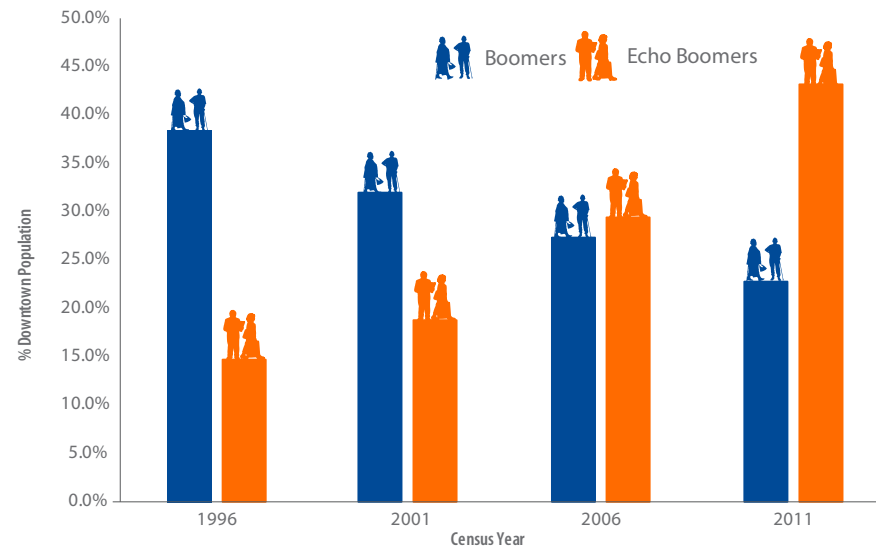
The demographic profile of Downtown residents has been, and continues to be, rooted in youth as illustrated in Figure 4.



Millennials

Figure 3

GENERATION SHIFT



Source: Statistics Canada, Census of Canada

Whereas, in 1976 the dominant age group were those from 20 to 24 years of age, in 2011 the largest group were those between 25 and 29 years of age; a slight shift to an older profile. In the 1970s and 1980s Downtown's population was dominated by the baby-boom generation (those people born between 1946 and 1966) representing just under 50% of the Downtown population in 1986 (58,000 people).

As of 2006 the echo-boom generation (the children of boomers who are generally considered to be those born between the mid-1970s and mid-1990s) began to take over from the boomers as the dominant age group. Only five years later, in 2011, the echo boom had increased their share of the Downtown population to over 43% while the boomers, still over 45,000 in number, represented only 23% of the Downtown population. (See Figure 3)

Even with this continuation of youthful dominance of the Downtown population, the overall profile is getting slightly older as seen in Figure 4. Children represent a much smaller share of Downtown population today than they did in 1976. In fact, in 2011 there was almost exactly the same number of children under the age of 14 as in 1976, just over 14,000; while total population almost doubled. Children have declined in percentage of population from 13.7% to 7.5%.



Children playing in the park

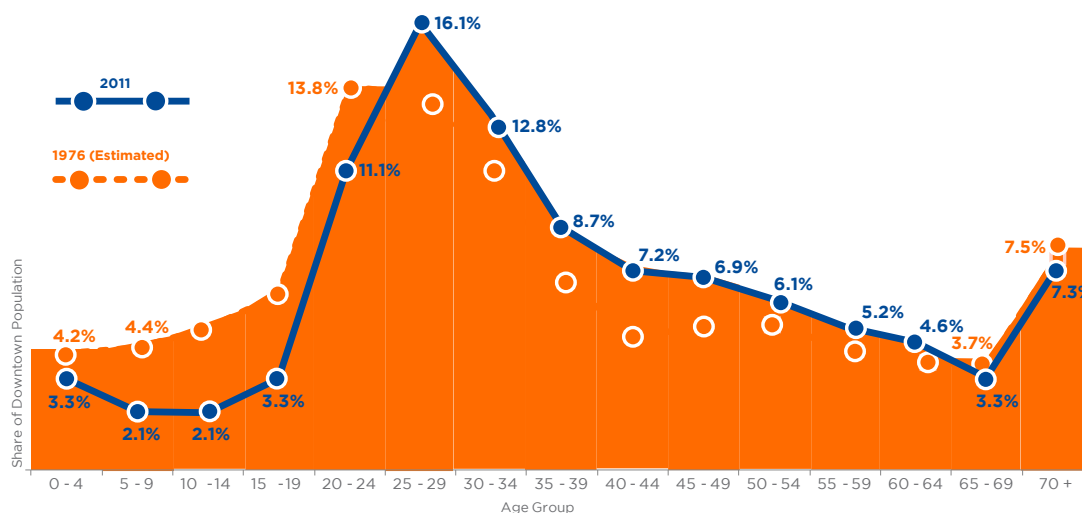


Figure 4
DOWNTOWN
Population Age 1976 - 2011

Source: Statistics Canada, Census of Canada

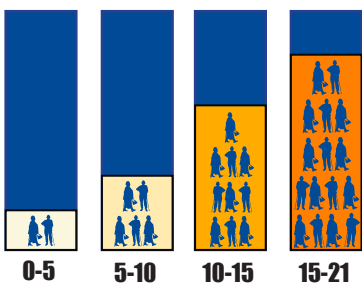
As many from the boomer generation have remained Downtown, or recently moved Downtown, there is a notable increase in percentage share for each age group from 35 years to 59 years of age. Interestingly, the share of the population over the age of 70 is the same as it was in 1976, meaning that, at 7.3%, the number of Downtown residents over the age of 70 has increased by 90%. Map 2 on page 22 shows where these older residents are concentrated.

The shift of the peak age group from 20 - 24 year-olds to 25 - 29 year-olds could be indicative of the trend since 2001 of young adults remaining in their family home much longer before forming their own households. This trend is related to issues of housing affordability and job opportunities.



Elderly lady stretching in park

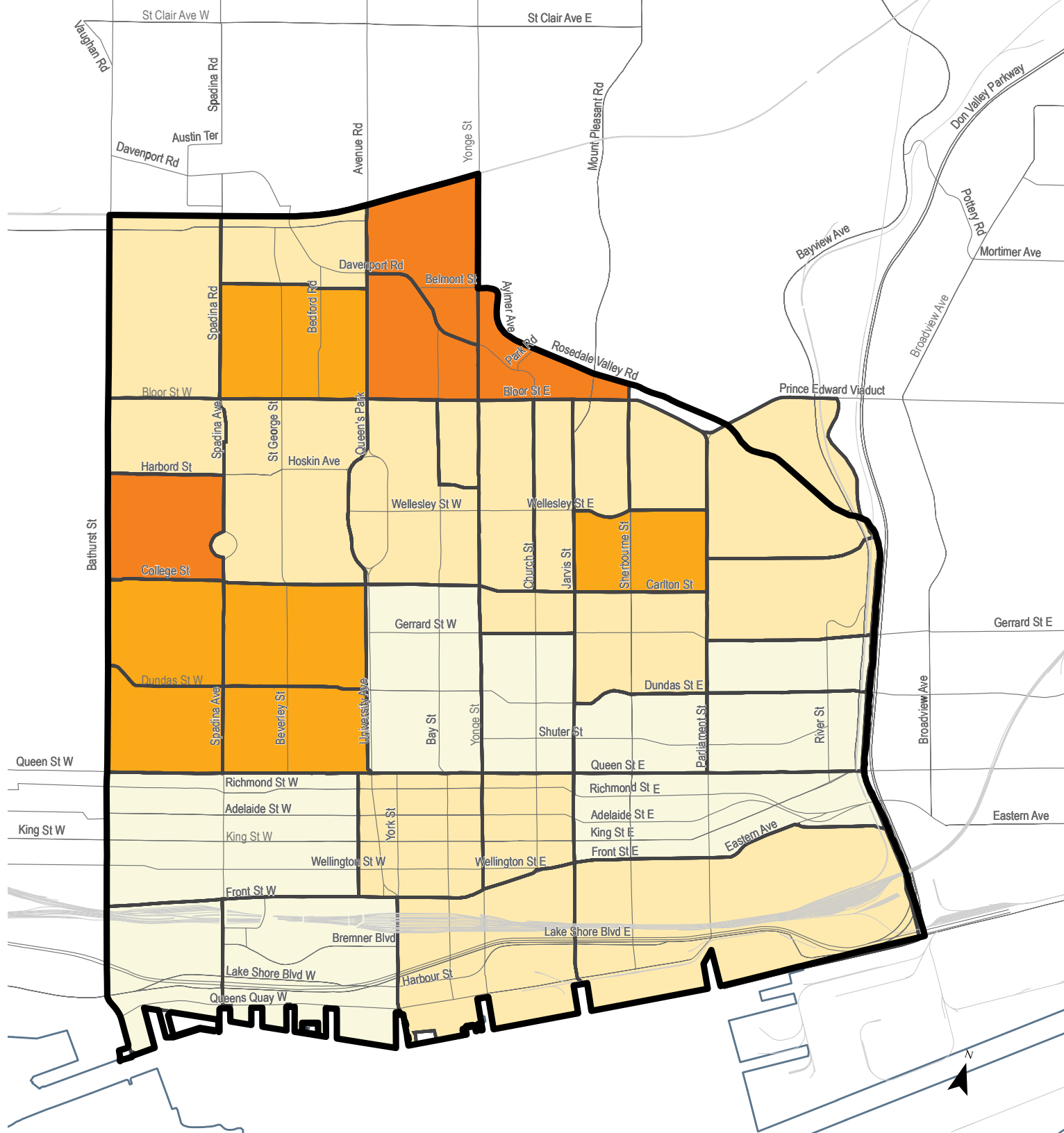
Map 2
PERCENT
of POPULATION
OVER 70 years old



Percentage of Seniors over 70 years or Older

Study Area

Source: Statistics Canada, 2011 Census



HOUSEHOLDS

The overall aging of the population also indicates that many middle-aged boomers are increasingly finding Downtown an attractive place to live. Perhaps they have remained here over the years, or are new to Downtown as “empty nesters” downsizing from a family home in a single family neighbourhood. For some people with a primary residence in the country or in a small town, their downtown condo may function as an “urban cottage”.

Downtown has long been dominated by single person households which now represent 54% of all households, as compared with 32% city-wide. As illustrated in Figures 5 and 6, Downtown households are as likely as households anywhere in Toronto to be couples without children; 20% of households are childless couples. Downtown households, however, are much less likely to be comprised of couples with children; one-third as likely. An additional 11% live in multi-person non-family households. That is, two or more unrelated people are sharing permanent accommodation in 12,000 housing units; about twice the rate at which this situation is found city-wide.

Figure 5
DOWNTOWN HOUSEHOLDS
by Household Type

Source: Statistics Canada, 2011 Census

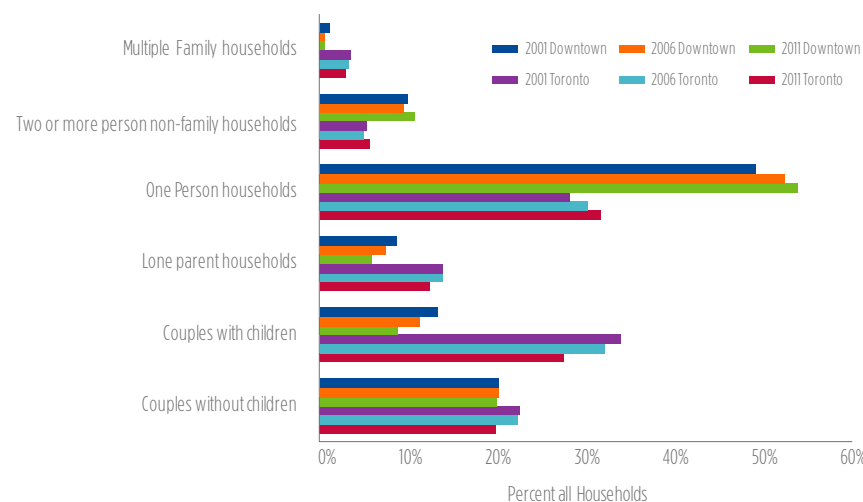
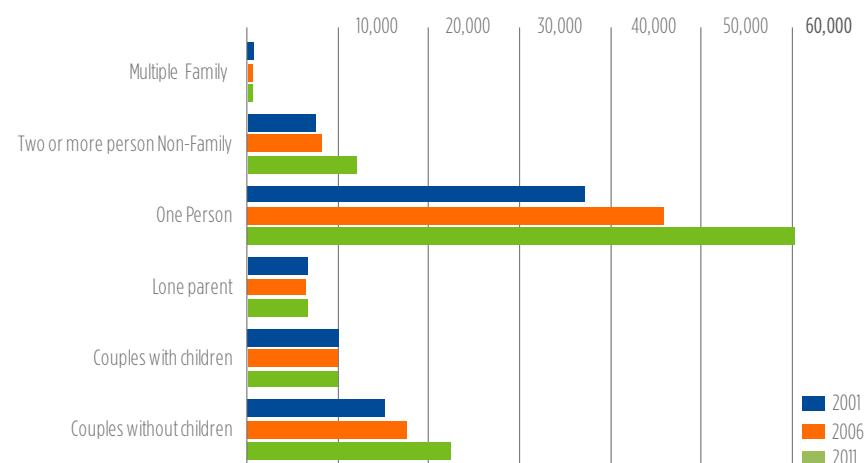


Figure 6
HOUSEHOLD TYPE
by Percent
ALL HOUSEHOLDS

HOUSING

Housing development Downtown was characterized by rental apartments throughout the 1970s and 1980s as social housing programs supported the development of affordable mixed-income rental housing while the private sector continued to build market rental buildings. As recently as 1996 the Downtown housing stock was 81% rental and 19% owner-occupied. Since then, the ownership share has been growing (see Figure 7) as new development is focused on condominium tenure, while the construction of rental apartments and social housing has waned. Today, the tenure split of all housing Downtown is 65% rental to 35% owned (see Figure 8)



St. Jamestown

For a number of years the predominant form of housing being built Downtown has been condominiums, to the point that the total housing stock is now almost an even split between condos and non-condos (grade-related houses, co-ops and rental apartments) (see Figure 9). The volume of condominium completions has also created an entirely new secondary rental market, one that is more expensive than the older apartment stock built in the 1960s and 1970s, and does not represent a permanent increase in rental supply. Fully 40% of all condos Downtown are now rented while 60% are owner-occupied.

Figure 7
DOWNTOWN
Condominiums by Tenure 2011

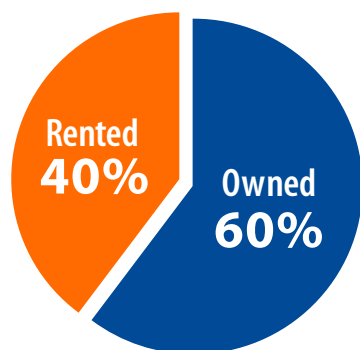
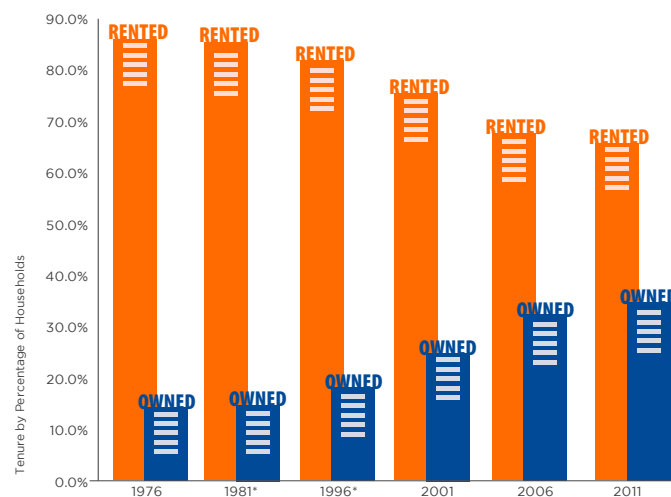
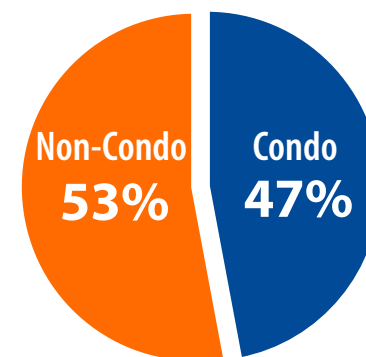


Figure 8
TENURE
BY PERCENTAGE OF HOUSEHOLDS



Source: Statistics Canada, 1976 - 2011 Censuses

Figure 9
DOWNTOWN
HOUSING FORM 2011



INCOME

The emerging social profile of Downtown residents is far from uniform. Figure 10 illustrates the distribution of Downtown households by household income category. A significant proportion, 23%, of all households reported incomes below \$20,000 in 2010, while an almost equal share reported incomes above \$100,000. The median household income across all of Downtown for 2010 is estimated to be \$51,000; compared with \$58,381 citywide. Notwithstanding the change in methodology and concerns about response rates arising from the NHS¹, it would appear that when adjusted to account for inflation, median household income has not changed appreciably in real terms since 2001 as shown in Figure 11.

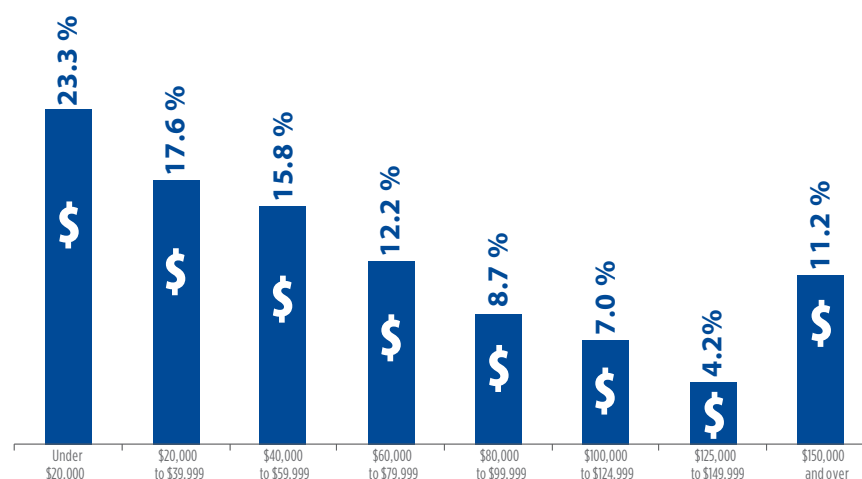
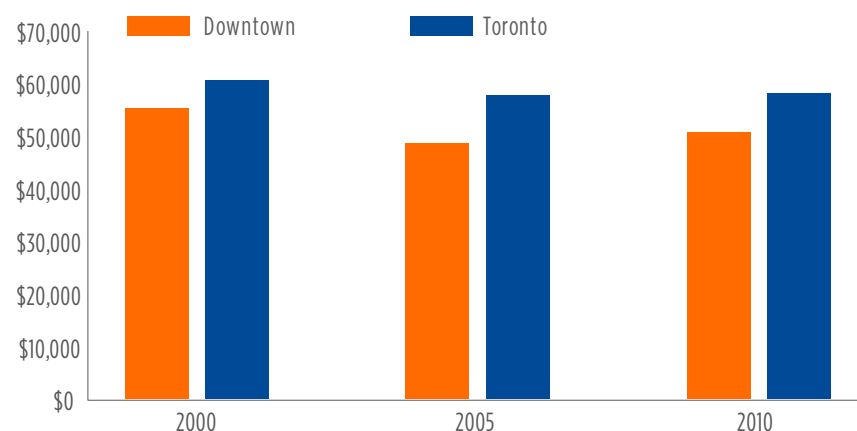


Figure 10
PERCENT
Households by Income 2010
Source: Household Income, 2011 National Household Survey

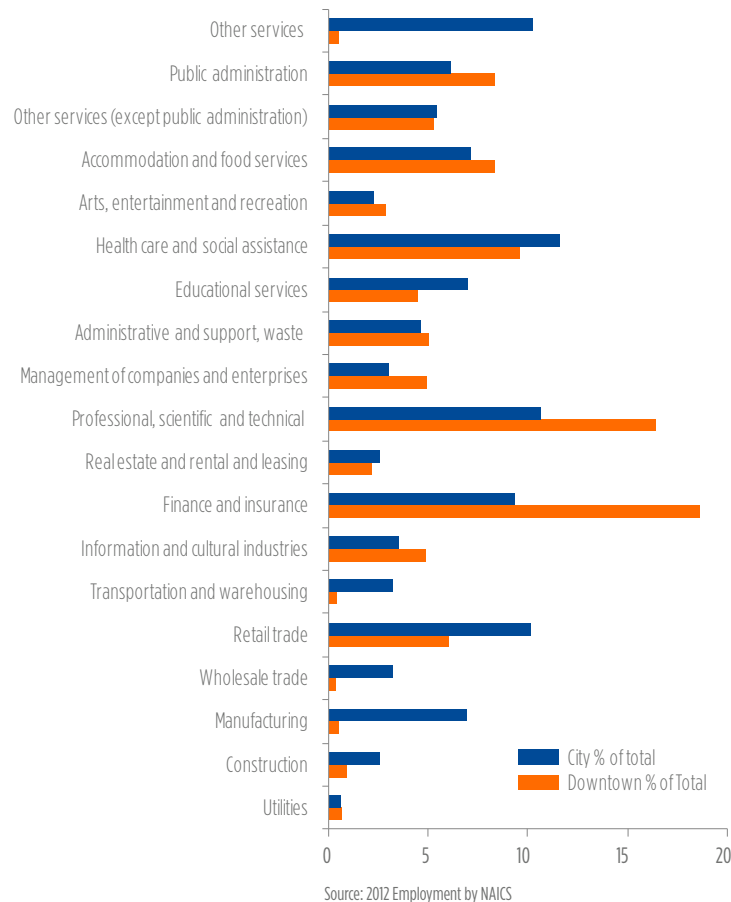
Figure 11
MEDIAN
Household Income
CONSTANT (2002) DOLLARS



¹ The 2011 Census introduced a significant departure in methodology by moving important socio-economic indicators to a voluntary National Household Survey. As such, data important to planning studies, notably income data, is not as reliable, and cannot be readily compared with the results from the 2006 Census. However, as it is the only large sample source for such important information it is presented here to illustrate a general order of magnitude of observations, recognizing that many of the Census Tracts Downtown exhibit a non-response rate to the 2011 National Household Survey significantly higher than the average non-response across Toronto.

Figure 12

PERCENT CITY and DOWNTOWN EMPLOYMENT by Sector 2012



ECONOMY

With over 446,000 jobs in 2012, Downtown is the largest employment centre in the regional economy. There has been a 7.6% increase in jobs Downtown over the past five years. Indeed, in 2012, fully 33 percent of all jobs in the City of Toronto are in the Downtown. The strength and resiliency of Downtown is illustrated by the diversity of the local employment picture.



Man walking by Toronto Stock Exchange ticker

Dominating employment in the Downtown are jobs in Finance, Insurance and Real Estate, Management and Administrative Support Services and Professional, Scientific and Technical Services, and Public Administration; jobs that are typically found in commercial office buildings. (Figure 12)

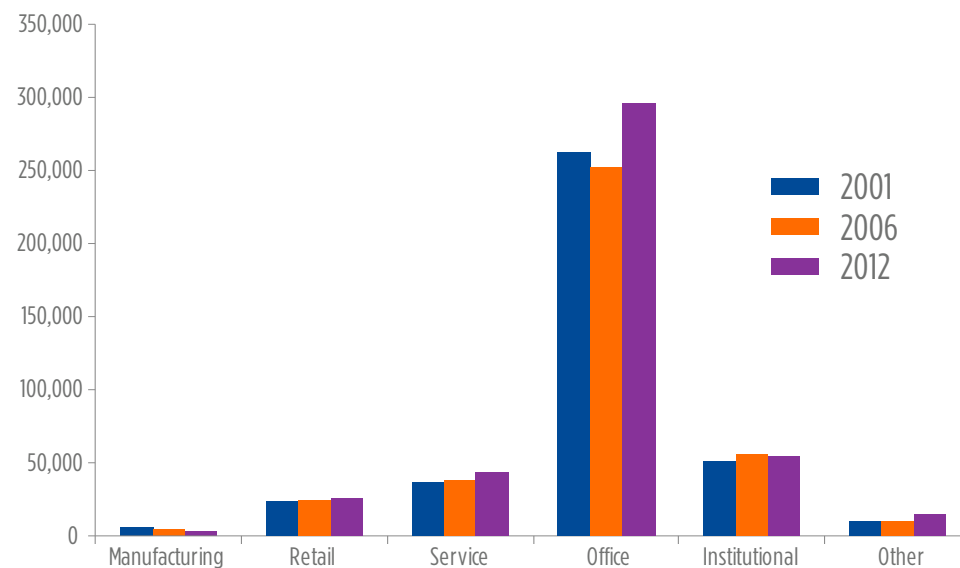
These sectors are more highly concentrated in the Downtown than they are in the City as a whole. Other important sectors include Retail, Education, Health Care and Social Services and Information and Cultural Industries.

The importance of the full range of office space supply Downtown is further reflected in the overall pattern of employment growth. Figure 13 shows Downtown employment for 2001, 2006 and 2012 by five sectors as categorized by the annual Toronto Employment Survey.

In fact in 2012, Office sector employment was almost six times higher than any other employment category. And, while there was a decline in Office employment between 2001 and 2006, the following six years saw a significant increase in Office jobs, paralleling the increase the Downtown's population mentioned above.

However, this is not to suggest that other sectors are not important. Indeed the Institutional sector (government, education, hospitals etc.) is also a significant employer as are Retail and Services each of which have shown minor but steady growth over the period. On the other hand, what little Manufacturing remains in the central city continues to decline.

Figure 13
DOWNTOWN
EMPLOYMENT by Sector



Source: Toronto Employment Survey

Accompanying this growth in Office employment has been increasing demand for office space, increasing rates of office space absorption, declining vacancy rates and inevitably the development of additional office space inventory in the Downtown (Figure 14). The relatively stable number of jobs in Retail belies the apparent growth in retail floor space Downtown over the last number of years as new condo towers have included retail and service businesses and major grocery chains have established a significant presence in Downtown following the rise in population.

MaRS Discovery Centre on College Street



Figure 14

MAJOR OFFICE DEVELOPMENTS

Under Review / Under Construction

		sq. m.
Former Toronto Sun Building	333 King Street East	50,000
First Gulf II (Globe and Mail Bldg)	351 King Street East	45,000
	602 King Street West	23,000
	388 King Street West	73,000
	489 King Street West	35,000
RBC / Oxford	85 Harbour St	84,000
Menkes / HOOPP	1 York St	74,000
Southcore Financial Centre	18 York	57,000
Southcore Financial Centre	120 Bremner	63,000
Bay-Adelaide Centre - East	333 Bay Street	91,000
Richmond - Adelaide III (EY Tower)	100 Adelaide W	84,000
QRC West	134 Peter / 381 Queen W	28,000
	481 University Avenue	22,000
	661 University Avenue	73,000
Mars II		802,000

Source: IBMS LUIS-II, Prepared by Toronto City Planning, Strategic Initiatives, Policy and Analysis, November 2013

These recent trends raise concerns regarding the future requirements for office employment land uses vis-à-vis others. This is particularly the case in the context of employment projections provided in a recent report prepared for the City as part of its Official Plan Review suggesting total employment in the City could increase anywhere from 5% to 21% by 2031. Importantly, the largest proportion of this growth is expected in the very sectors in which the Downtown already has particular strengths, namely in the Financial and

Other Services sectors – both extensive users of office space (see Figure 15 below). Coldwell Banker Real Estate in their December 2013 About Real Estate report⁴, note that new office buildings only need to have 38% of total space committed to by prospective tenants in order to start construction. This is a decline from a threshold of 46% experienced in the last development cycle more than ten years ago.

This is partly a result of a general trend in the reduction of the average amount of floor space per worker. Even with the incipient trend towards

downsizing of office space consumption by tenants the order of magnitude of growth in office employment expected in the Downtown may well mean careful consideration needs to be given to ensuring that adequate sites are available, especially close to higher order transit, to meet the demand for office space that could arise after the current wave of construction is occupied.

In terms of Gross Domestic Product (GDP), export-based activity is the driver of economic growth, as noted in a recent report prepared as part of the five-year review of the Official Plan and municipal comprehensive review: “Sustainable Competitive Advantage and Prosperity – Planning for Employment Uses in the City of Toronto”.⁵ This report estimated that 51% of the wealth generated in the City as a whole is generated by economic activity originating Downtown which includes Port Lands and the western wing (i.e Exhibition Place, Liberty Village and Niagara neighbourhoods). Again, the majority of this activity is occurring in Downtown’s office buildings. (Figure 15)



Figure 15
TOTAL AND EXPORT WEALTH GENERATION in TORONTO (\$GDP) by NAICS

⁴ About Real Estate, December 2, 2013, CBRE Research – Global Research and Consulting

⁵ Malone Given Parsons Ltd.,

“Sustainable Competitive Advantage and Prosperity – Planning for Employment Uses in the City of Toronto, October 2012

Predicting the demand for future Downtown office sites is further complicated by the fact that only a portion of demand for office space is for Class A space. Indeed the growing demand for Class B and C space in the King-Spadina area in recent years, for example, is evidence of this fact (see Figure 16). This space has been taken up in large measure by the growing creative/cultural sector; businesses that are frequently occupying older brick and beam space.

According to the Martin Prosperity Institute’s report “From the Ground Up: Growing Toronto’s Cultural Sector”, it is these types of businesses that are likely to experience the fastest growth going forward. This view has been recently echoed in the Economist (week of January 20th, 2014 edition) in several articles that focus on the increasing role of entrepreneurship in the creative/cultural sector as a key driver of employment growth in the future.



Aerial view of the Financial District

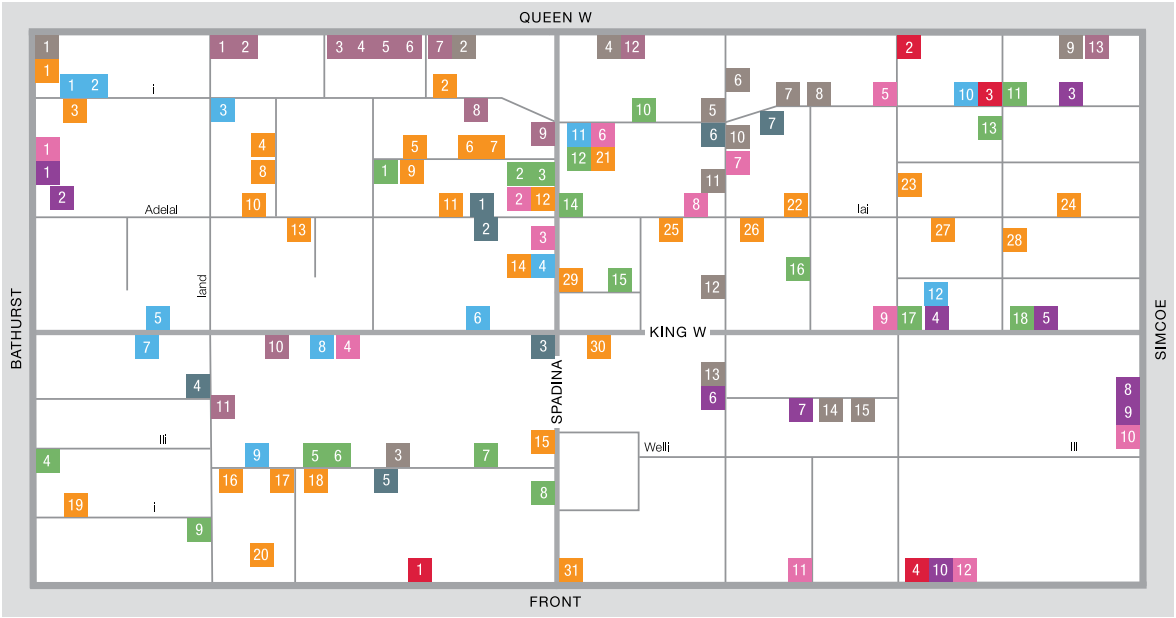


Figure 16
CULTURAL BUSINESSES
 in KING-SPADINA
 Source: From the Ground Up: Growing Toronto's Cultural Sector



Distillery District Office/Retail space

In relation to the office market, what this trend portends is difficult to ascertain at this time. However, should the demand for office space in this sector continue to be focused on Class B and C space, then supply issues are likely to arise.

Key questions to be addressed through a review of the planning framework for Downtown could include:

- How and where will suitable new sites be found?
- Will the existing stock of brick and beam space need to be preserved to ensure supply is not restricted as a result of conversion to residential?
- What is the scope for re-sculpting more existing buildings to provide additional space as has been done with the Toronto Sun building and is currently being done at Richmond and Peter Streets?
- Are there options for establishing specific policies to ensure the type of space demanded by the creative/cultural sector can be provided in the preferred areas of the Downtown?

The office space issue was noted in the research conducted by Malone, Given, Parsons. This study suggests that the anticipated demand for premium office space in and near the financial core can be met so long as important sites remain available and economically viable, or so long as larger mixed-use projects include a substantial commercial office component.

The Official Plan Review currently underway has proposed a new policy framework with respect to encouraging office development which aims to ensure a future for office development Downtown. Official Plan Amendment 231, approved by Council, will require new residential and mixed-use development that requires the demolition of office space to replace that office space either within the new development or on another site built in advance, or in concert with, the residential development. Given the above, clearly, parsing the nature of the supply and demand for office space needs to be part of establishing that framework.

The recent patterns of growth in population, households, office and condominium development in the Downtown present some real challenges for the City in the near future. These challenges confront planning, transportation, infrastructure, service provision and economic development; and while the City, as a matter of course, acts on these challenges, they are likely to intensify going forward.

Pedestrians on Bay Street in Financial District



LIVEABILITY

Since the Census of 2011, there have been at least 8,000 new housing units built. As such, the Downtown population today is much higher than reported in 2011 and is now well over the 200,000 figure. Moreover, Downtown's population has also been growing through 'natural increase'. From January 2011 to September 2013 there have been about 5,200 babies born to mothers resident in the Downtown⁶. This is only slightly less than the number of children under the age of 5 counted by the Census in 2011. Notable is the fact that 22% of these infants find their home in the Harbourfront and Railway Lands.

With Downtown growing so fast, and a two-year wait period for release of Census data, the City Planning Division has taken to conducting a detailed survey of Downtown residents on a periodic basis. These surveys provide timely insight into the characteristics of Downtown residents and their views on living in a high-density urban environment. Conducted in 2006 and 2011, the "Living Downtown"⁷ and "Living Downtown and in the Centres"⁸ surveys confirm the general demographic conditions observed in the Census results. Downtown residents tend to be young, highly educated, living alone or sharing a residence in a non-family situation, or in a childless couple household.

One important question asked in both surveys, which is not available through the Census, was for information on the location of their previous residence and their intentions with respect to future moves.

In the 2006 survey, 70% of respondents reported that they had moved Downtown from a location elsewhere in the City. Of that group, almost half had at one time lived at another Downtown location, while another third had lived within a 5 km radius of Downtown. In the 2011 survey almost 45% of respondents reported that they had moved from another Downtown location, with over 11% reporting that they had moved within the same building.

It appears that demand for new housing Downtown is not limited to serving the needs of new arrivals. Many of those who already live Downtown have moved around the Downtown area and many want to stay here. These are residents who are fully aware of the benefits and tensions of living in a high-density environment. Those who have moved Downtown from nearby neighbourhoods are also, likely, fully aware of the quality of life aspects of Downtown as they are moving from somewhat higher-than-average density neighbourhoods which exhibit a fine grained street network and which are relatively pedestrian and cycling friendly with good transit access.



Cyclist stopped for TTC streetcar in Downtown

⁶ Ontario Vital Statistics provided through Intellihealth administrative data management system

⁷ Profile Toronto: Living Downtown, Toronto City Planning Division, October 2007

⁸ Profile Toronto: Living Downtown and the Centres, Toronto City Planning Division, March 2012



People enjoying Yorkville Park

A key element of both surveys was to explore the attraction of the Downtown lifestyle by enquiring about reasons for choosing to live Downtown, reasons for choosing their current residence, and rankings of quality of life features of Downtown living.



Crowd outside of Massey Hall

The results include:

1. Reasons for Choosing to Live Downtown

- “Close to Work” and “Access to Transit” were the most cited reasons in both surveys. “Entertainment / Nightlife” and “Urban Lifestyle” were supplanted from the number 3 and 4 position in 2006, by “Access to Shops” and “Ability to Walk Anywhere” in 2011.

2. Reasons for Choosing Current Residence

- “Close to Subway” and “Close to Work” not surprisingly top the reasons in both 2006 and 2011, followed by “Affordability” and “Design / Layout of Unit” in 2011, while in 2006 “Close to Culture” and “Close to Streetcar/Bus” were cited more frequently.

3. Length of Tenure

- In keeping with the observation that many respondents previously lived elsewhere Downtown or in nearby neighbourhoods, the 2011 survey asked respondents how long they thought they would stay in their current home. Almost 30% anticipated moving within 2 years, with almost half the respondents saying they anticipate moving within 5 years. The most prominent reasons cited for moving within the next five years were:
 - “Move to a larger unit”
 - “Purchase next home”
 - “Looking for more affordable home / lower maintenance fees”
 - “To start a family, or family will grow”
- Even with concerns about unit size, affordability and need for space for children (present or planned), 65% of respondents indicate they will look for another home within the Downtown area.

In 2013, City staff and consultants undertook an extensive consultation process with residents of condominium buildings across the City. The feedback from Downtown residents focused on both their surrounding community and the buildings in which they live.

With respect to the surrounding community, there was a clear overall impression that services and infrastructure were not keeping up with development, and there was a need to better coordinate development with the requisite infrastructure and services. Notable comments were made about:

- traffic congestion;
- transit crowding (especially King streetcar);
- places for people (and dogs) in the public realm – parks, open spaces, sidewalks, etc.;
- breathing spaces and places for exercise and recreation; and
- lack of visitor parking – in the neighbourhood around the condo building and within the condo building.



Little boy riding a tricycle

With respect to the buildings themselves, opinions were expressed regarding:

- Lack of family-friendly buildings, noting in particular:
 - small unit sizes;
 - few amenities for children (playgrounds); and
 - lack of storage space.

There did not appear to be a great groundswell of people saying they wanted to raise a family in a condo Downtown, but there was strong advocacy by a few, and a clear sense from others, that a 'well-rounded' community included children and even grandparents, as well as a range of incomes.

While people generally understood the 'planning' rationale for intensification, they wondered if it was becoming too intense. A common comment was that the buildings Downtown are getting too tall and too close together.





CHAPTER 2 **HOW DID WE GET HERE?**

HOW DID WE GET HERE?

TRANSFORMATION

Renewal and intensification of activity has been a constant feature of Downtown Toronto, with public agencies as well as private development active in addressing the demand for new housing, new commercial space for business and new space for universities, colleges, government and institutions. The image of Downtown has, to a large extent, been shaped by large transformational projects set against a background of steady incremental change.

The economic landscape was reshaped by the development of large blocks of tall office towers from the 1960s through the 1980s and, more recently, by the creation of an office district south of Union Station in the former Railway Lands and transformation of the “Kings”. Significant investment in the health and post-secondary education sectors over the past few years has also created job opportunities and reinforced the important role Downtown plays in these sectors.

REGENT PARK TRANSFORMATION



Regent Park Apartment



Tear Down Of Regent Park



New Regent Park

The social landscape was reshaped in the 1940s by the development of Regent Park and in the 1950s and 1960s with the influx of rental apartment blocks, most notably St. James Town. The progression of such projects addressing the demand for Downtown living since the 1970s includes:

- St. Lawrence Neighbourhood;
- Harbourfront;
- CityPlace (the Railway Lands);
- Central Waterfront;
- The redevelopment of Regent Park; and
- Infill tower projects throughout the mixed-use areas including intensification of Bloor-Yorkville, and the Bay Street corridor among other corridors.

During the 1960s and 1970s gentrification of older Downtown neighbourhoods helped to retain and stabilize the historical aspects of some neighbourhoods, but often led to displacement of more vulnerable groups. At the same time, there was a process of concentration of social services in some parts of downtown. This concentration has made Downtown a focal point for those who use these services from across the City. A transformative influence on Downtown character was the development of a number of social and non-profit housing projects. This considerable investment on the part of the federal and provincial governments, as well as the City, created not only much-needed affordable rental housing but also established mixed-income communities which have added to the diversity of Downtown.

The planning framework guiding development Downtown has been flexible, adjusting to the economic and social demands of the time. Downtown is where mixed use was first introduced to the land use regulations as part of the Central Area Plan in 1976, which also, ambitiously, called for significant residential development Downtown. Novel approaches to managing growth were experimented with here, including:

- Density bonus policy for achieving public objectives;
- Interim control by-laws; and
- The embedding of a mixing formula in the Zoning By-law to encourage a mix of commercial and residential development.



Harbourfront condominiums

RENEWAL AND WATERFRONT VISION

Another novel approach to planning controls was initiated in the mid-1990s when two former industrial areas (known as the “Kings”) were opened up to new development. The King-Spadina and King-Parliament areas had been protected for ‘industrial’ activity by strict Official Plan policy and exclusionary zoning since the 1970s. The prolonged tepid recovery from the recession of the early 1990s led Council to relax planning controls and introduce a land use category of “Regeneration” by way of Secondary Plans. Where comprehensive master planning

exercises set out a framework for large areas of significant renewal, such as the Railway Lands and Harbourfront, the vision for the “Kings” was one of more incremental change. As parking lots were readily developed with condominium projects, the renovation of large factory and warehouse buildings addressed the demand for new office space in the core through the early years of this century. The success of increased employment as well as population growth has contributed to the continued attraction of Downtown for businesses and new residents.

Retail change, other than the Toronto Eaton Centre in the 1970s and Yonge-Dundas Square in the late 1990’s, has come via renewal along traditional shopping streets, such as Bloor Street and Queen Street, aided by the establishment of activist Business Improvement Area boards (BIAs) and the general trend toward retail gentrification on main streets. In addition, the expansion of the underground pedestrian PATH network that connects major office buildings in the core has brought a unique form of retail experience and connectivity to the financial district.

In the past few years the accelerated increase in residential population has attracted major grocery chains to locate significant new stores Downtown including Sobeys in City Place, Metro in College Park and Loblaws in the refurbished Maple Leaf Gardens as well as on the waterfront.

More recently, the 2003 Central Waterfront Secondary Plan was adopted to "unlock" the potential of the waterfront area as it gradually deindustrialized. The creation of Waterfront Toronto to facilitate this transition has successfully opened up new areas for business and residential development in the East Bayfront and West Donlands. Corus Entertainment and George Brown College have brought a significant number of jobs to the Waterfront while Waterfront Toronto and staff in Parks, Forestry & Recreation have created Canada's Sugar Beach, Sherbourne Common and Corktown Common as major additions to the Downtown network of parks.



People walking along Simcoe wave deck

The City and Waterfront Toronto are now accelerating the process of articulating a vision for the long-term redevelopment of the Portlands. Importantly, significant new parkland and public open space on the water's edge, transportation and other infrastructure renewal and expansion has been advanced.

The large-scale master planning initiatives for brownfields, such as the Railway Lands and Waterfront, incorporated planning for the provision of appropriate services and infrastructure in these deficient areas to support the conversion of these lands to more intensified, urban uses. Secondary Plans for comprehensive redevelopment such as in Regent Park also provided an approach for addressing infrastructure needs in tandem with the planned redevelopment. The very latest example of this approach is Alexandra Park on the western edge of Downtown.



Child playing at Sugar Beach

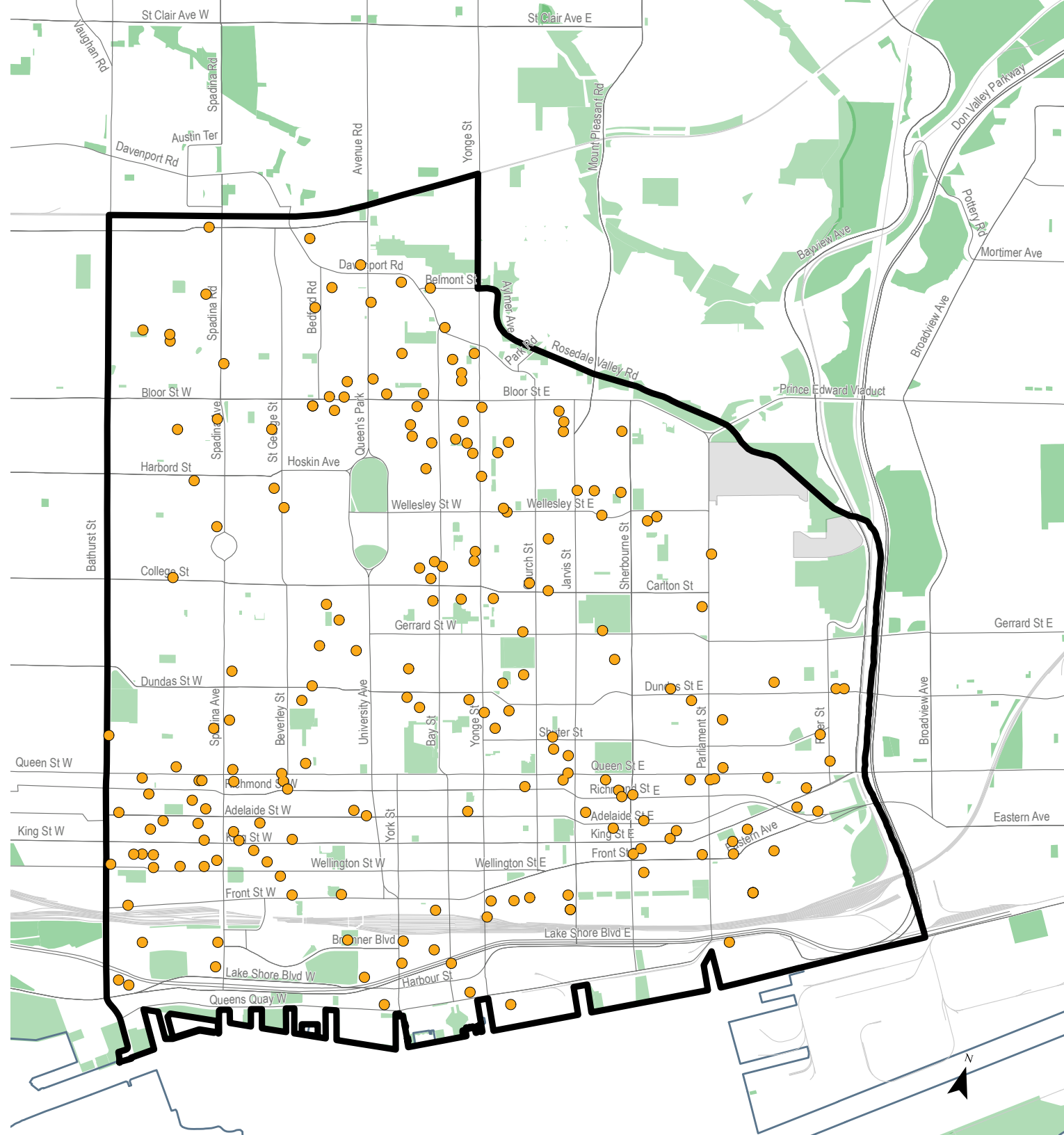
In the future, development across Downtown will likely become more focused than it is now on incremental sites, in terms of size and context. The volume and pace of development activity over the past five years is already providing a challenge for the current planning framework. While the remaining opportunities for new developments may be increasingly restricted to smaller sites, the projects these sites accommodate may still be very large, in terms of gross floor area and the number of residential units. Frequently, large developments on small sites pose planning challenges in the way they relate to their surrounding context and the manner in which they can be serviced and absorbed into the existing built fabric and the extent to which they can contribute to the infrastructure needs that they may generate. These factors have significant implications for building design and the planning of infrastructure as future growth becomes increasingly likely to be dispersed across Downtown. These challenges suggest new collective strategies are required.

Map 3

DEVELOPMENT PROPOSALS

Legend

-  **Study Area**
-  **Development Proposals
2003 - 2007**
-  **Park & Green Space**
-  **Cemetery**
-  **Major Road**
-  **Railway**



Planning Applications/Projects Submitted between
January 1, 2003 and December 31, 2007.
Source: IBMS/LUISII, October 2013

DEVELOPMENT TRENDS

While the Official Plan recognizes Downtown as an area to accommodate significant growth, it also acknowledges the differentiation of character across Downtown. Considerable areas are subject to the Neighbourhoods or Apartment Neighbourhoods land use designation with the intent they would remain relatively stable. Between the Mixed Use, Institutional and Regeneration areas, there are significant opportunities for growth. The 2006 designation of Downtown as an “*Urban Growth Centre*” by the Province in the *Growth Plan for the Greater Golden Horseshoe (Growth Plan)* may have created the impression that the whole of Downtown is fair game for large-scale redevelopment and that a gradual transition between areas that might moderate scale and mitigate impacts is not necessary or intended.

Over the past ten years 468 applications for development projects Downtown have been submitted to City Planning providing for over 118,000 residential units, in addition to significant commercial and institutional investment. Over 26,000 of these residential units have been built and occupied.

The vast majority of these completions are found in projects first applied for between 2003 and 2007 (see Map 3), illustrating the complexity of the approvals and construction processes in Downtown. With 15,000 of these units currently under construction, the pace of growth does not seem about to abate.




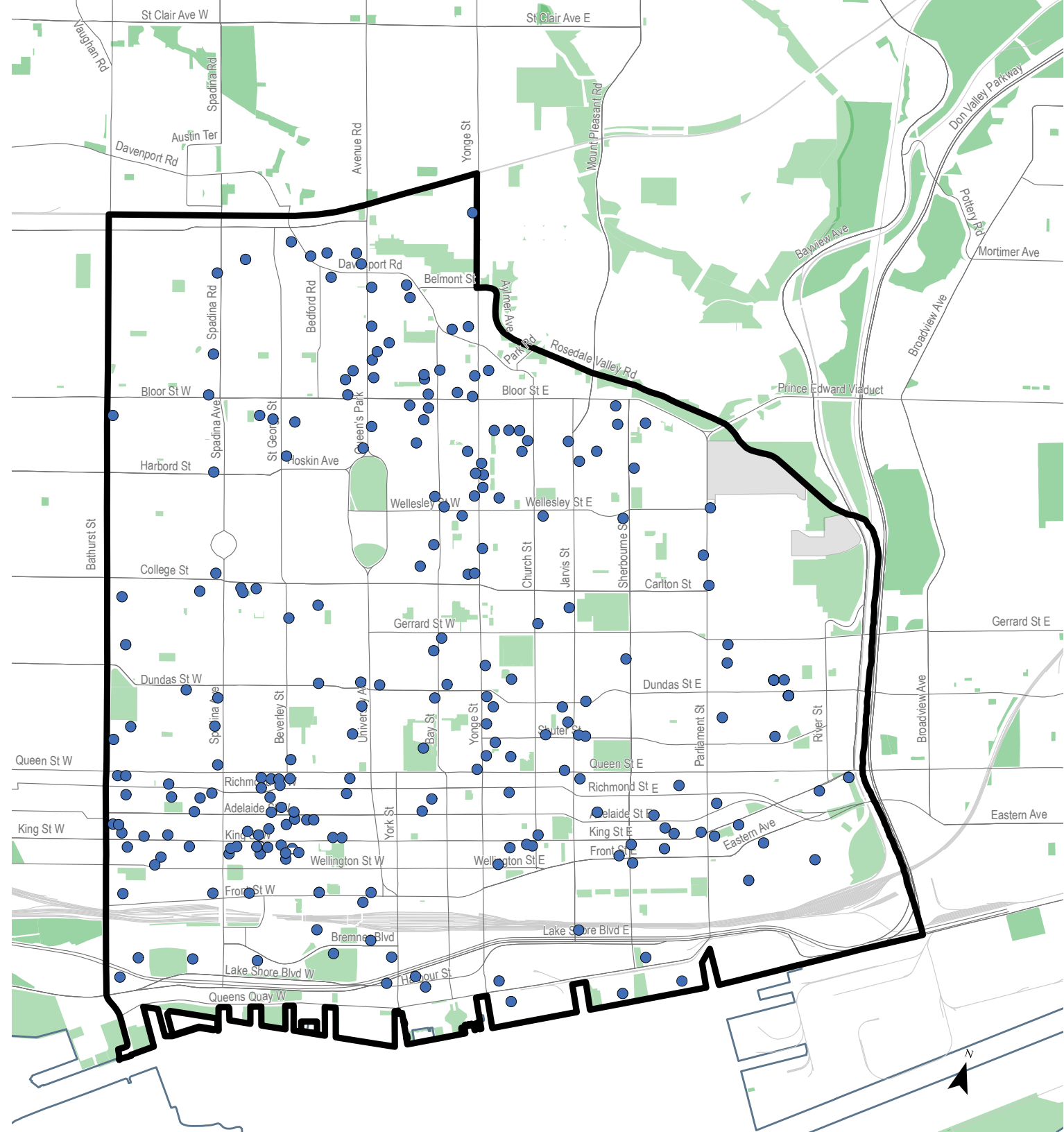
Sunset behind Aura condominium

Map 4

DEVELOPMENT PROPOSALS

Legend

-  Study Area
-  Development Proposals
2008 - 2013
-  Park & Green Space
-  Cemetery
-  Major Road
-  Railway



Planning Applications/Projects Submitted
between January 1, 2008 and October 28, 2013.
Source IBMS/LUISII, October 2013



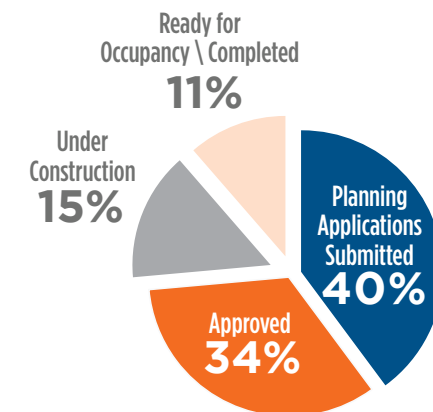
View of Spire Condominium
at Church Street and Adelaide Street from Front Street

Over the most recent five years there have been 246 applications proposing over 77,000 new housing units and 2 million square metres of commercial and institutional space (see Map 4). As of October 31, 2013 only 26% of these projects had been built or were under construction; another 34% were approved; and 40% were still being reviewed as seen in Figure 17.

While the size of units within condominium towers has been trending toward smaller condos, recent initiatives to encourage developers to include larger units (notably three-bedroom units) in projects appear to be enjoying positive results. Since the beginning of 2008, almost 5,000 3-bedroom units have been included in development proposals, significantly more than had been proposed in projects applied for prior to 2008. Overall, one-third of all the dwelling units in the applications filed during the past five years are for 2- or 3-bedroom units.

Figure 17
DEVELOPMENT PROPOSALS

JAN. 1, 2008 TO OCT. 28, 2013



Source: IBMS-LUIS II, October 2013

Prepared by: Toronto City Planning, Strategic Initiatives,
Policy and Analysis, November 2013



Map 5

DEVELOPMENT PROPOSALS by Height 2008-2013

Legend

 Study Area

Proposed Number of Storeys

-  Less than 5
-  5 to 11
-  12 to 19
-  20 to 29
-  30 to 39
-  40 to 49
-  50 or More

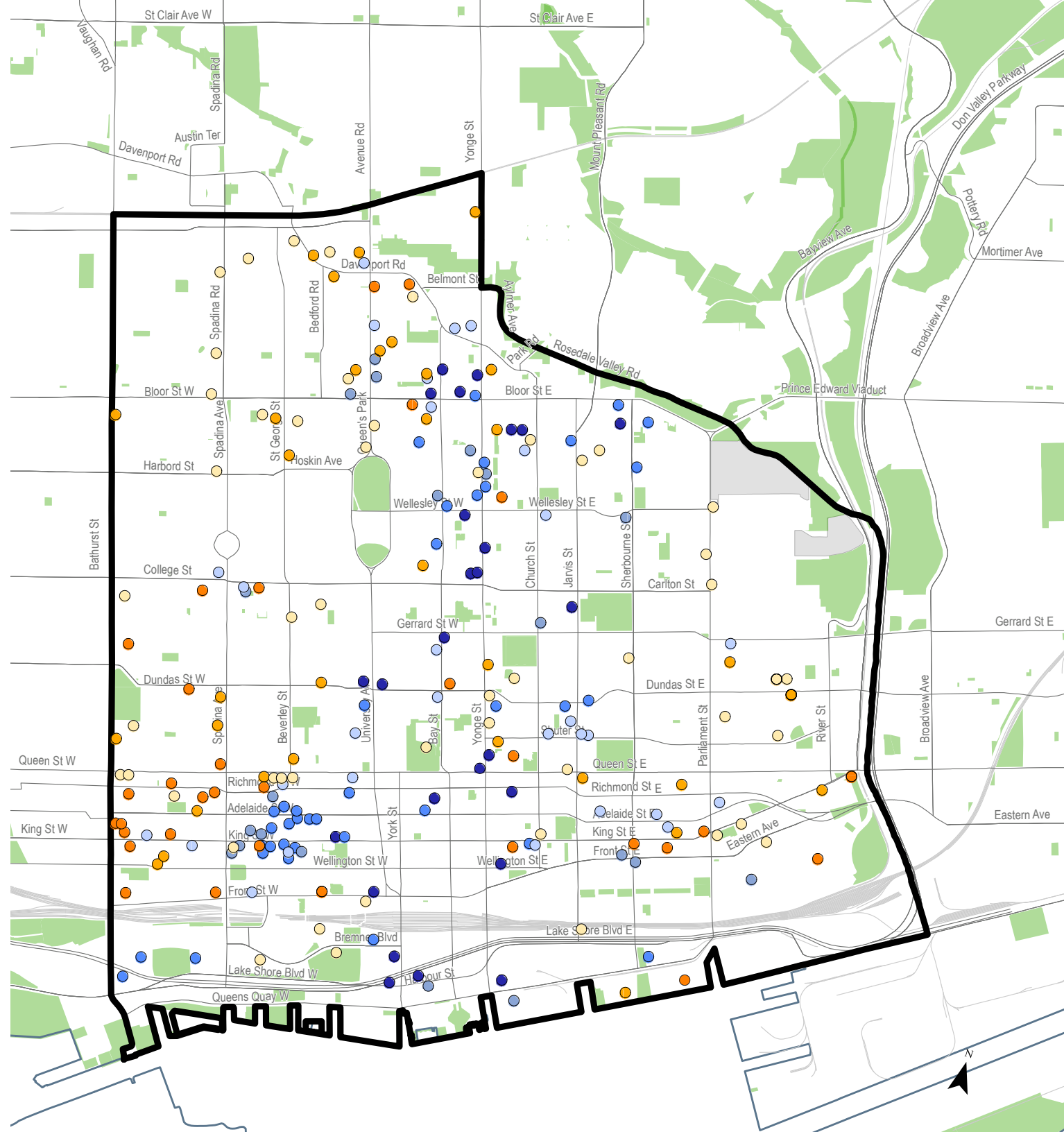
 Park & Green Space

 Cemetery

 Major Road

 Railway

Planning Applications/Projects Submitted
between January 1, 2008 and October 28, 2013.
Source IBMS/LUISII, October 2013

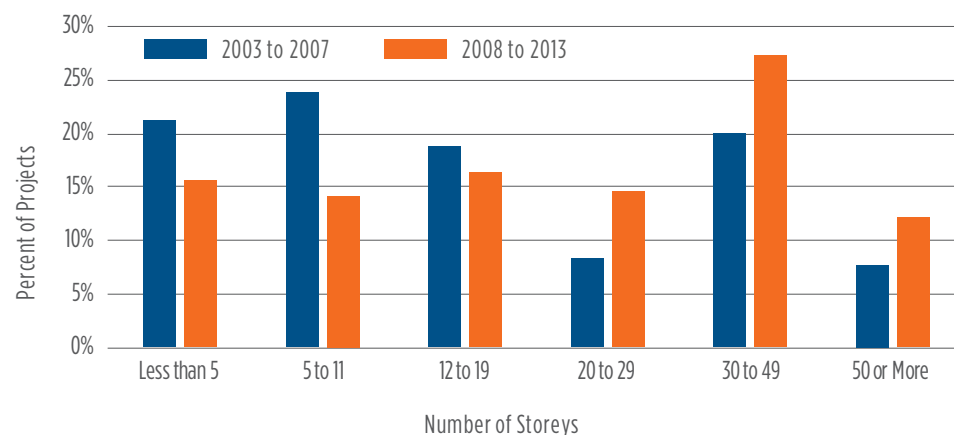


As is evident to the casual observer of Downtown development, projects have been getting taller in recent years. As seen in Figure 18, of all applications submitted between 2003 and 2007, 57% were 12 storeys or less in height and 22% were 30 storeys or more. In the last five years 36% of projects have come in at 12 storeys or less, while 35% are taller than 30 storeys. In fact, 11% are over 50 storeys (see Map 5). To some extent this trend towards higher residential buildings is a result of the shift to smaller sites as noted above, along with the inflation of land values.

The guidance for managing growth provided through provincial policy changed significantly after the current Official Plan was adopted by City Council⁹. Toronto's approach to implementing this guidance, most notably the broad objectives of the *Growth Plan*, is grounded in the approach of adopting Secondary Plans for major growth areas. The other *Urban Growth Centres* in Toronto – Yonge & Eglinton Centre; Scarborough Centre; North York Centre and Etobicoke Centre – all have Secondary Plans to guide growth, including refined land use policy, urban design guidelines and, in some, Community Improvement Plans to address incremental infrastructure needs.

Figure 18

MAJOR DEVELOPMENT Projects by Height








Source: IBMS-LUIS II, October 2013

Prepared by: Toronto City Planning, Strategic Initiatives,
Policy and Analysis, January 2014

⁹ The *Provincial Policy Statement*, 2014 and the *Growth Plan* for the Greater Golden Horseshoe, 2006 both articulate the primary tenets of intensification and building complete communities that are a foundation of the Official Plan as adopted by Council in 2002 and approved by the Minister in 2003. The Official Plan came into full force and effect in 2006 the same week that the *Growth Plan* came into force

Map 6 SECONDARY PLANS IN THE DOWNTOWN

Legend

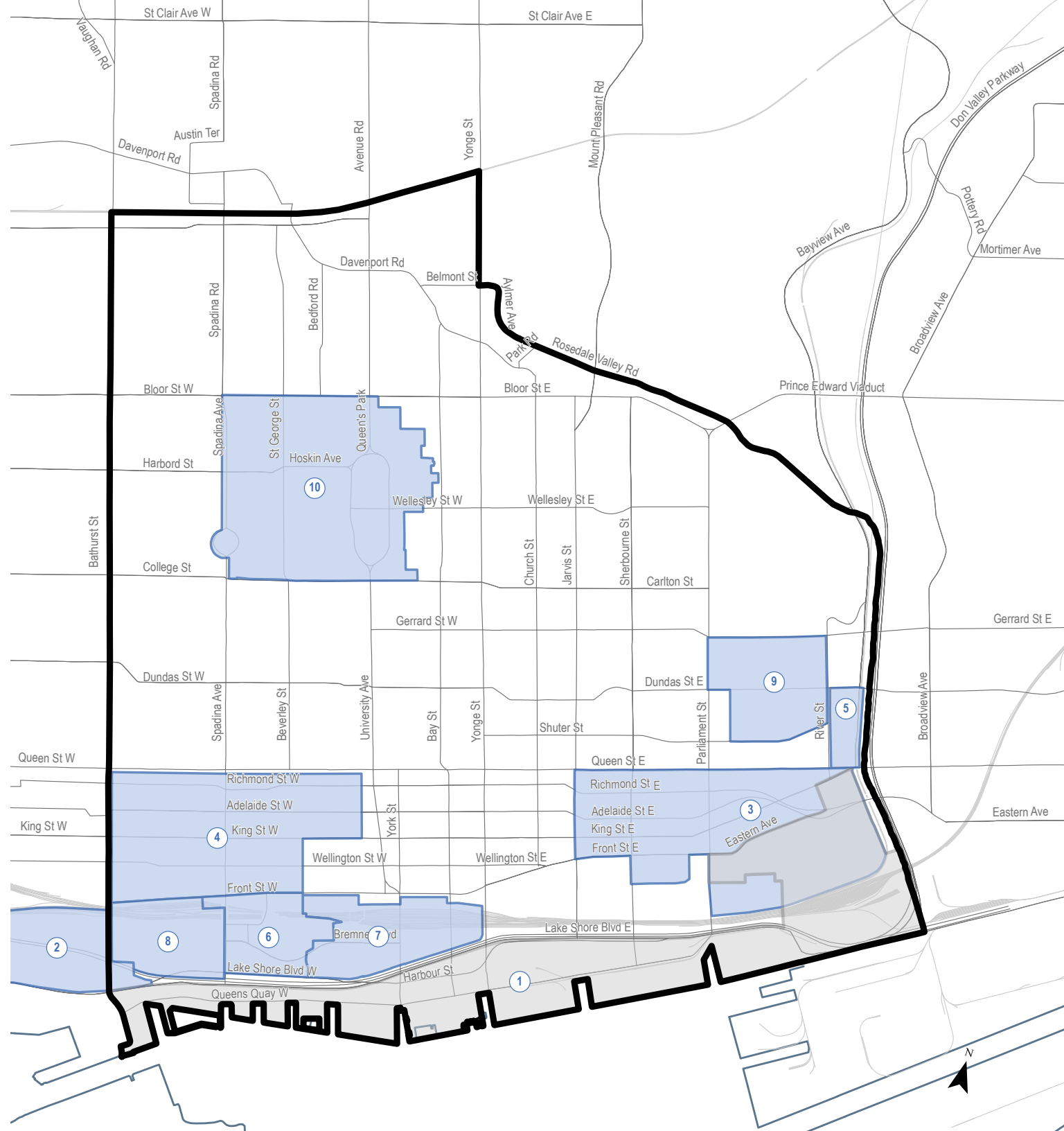
-  Study Area
-  Secondary Plan
-  Central Waterfront
-  Major Road
-  Railway

- 1 Central Waterfront*
- 2 Fort York Neighbourhood
- 3 King-Parliament
- 4 King-Spadina
- 5 Queen-River**
- 6 Railway Lands Central
- 7 Railway Lands East
- 8 Railway Lands West
- 9 Regent Park
- 10 University of Toronto

* Under Appeal

** In Progress

Source: City Planning





REFINING THE PLANNING FRAMEWORK

Chapter Two of the Official Plan lays out a vision for Downtown and a policy framework for reinvestment in infrastructure and programs to ensure a high quality of life for residents and an attractive business environment, while Secondary Plans, Site and Area Specific Amendments and the specific land use designations and policies and guidelines guide development Downtown. Notable are specific directions for improving accessibility to Downtown and mobility within Downtown. To understand how the policies of Mixed Use Areas or Regeneration Areas apply specifically to a site in Downtown, one must understand the role of Downtown as articulated in Chapter Two: Shaping the City, as well as understanding the planning objectives of Chapter Three: Building a Successful City and specific policies in Secondary Plans and Site and Area Specific Amendments.

There are 8 Secondary Plans in the Downtown and one in preparation which guide development in areas where large-scale change was anticipated (see Map 6). There are also 51 Site and Area Specific Amendments to the Official Plan which guide some of the more incremental growth experienced throughout the rest of the mixed-use areas including larger areas such as Bloor-Yorkville, Downtown Yonge and North Downtown Yonge. Council has also adopted Heritage Conservation Districts and various area guidelines focused on shaping the broad directions of the Official Plan.

A good example of guidelines which implement the policies of the Official Plan are the Tall Building Guidelines, adopted by City Council in May of 2013. As a city-wide, urban design guideline, “Tall Building Design Guidelines” focus on how the design of new tall buildings should be evaluated and carried out “to ensure that tall buildings fit within their existing and/or planned context and limit local impacts” (Official Plan 3.1.3 Built Form – Tall Buildings). The “Downtown Tall Buildings: Vision and Supplementary Design Guidelines”, adopted by City Council in July of 2012, used together with the city-wide Tall Building Guidelines, provide a finer grain of detail to more effectively guide the review and approval of tall building proposals in the Downtown area.

The Secondary Plans are generally of two formats:

- master plans for areas that were previously characterized by industrial uses or were in need of comprehensive revitalization and area plans such as the Central Waterfront and Regent Park; and
- area plans for parts of Downtown requiring specific directions for growth due to the mature urban fabric and large number of heritage buildings such as King-Spadina and King-Parliament.

In general, these Secondary Plans have been working well and have succeeded in realizing Official Plan policies. However, in some areas the magnitude of growth has raised issues of infrastructure constraints. In other Secondary Plan areas, policies and guidelines may not adequately deal with issues of transition or lead to protecting heritage sites. For some Secondary Plans, conditions and expectations have changed so drastically that the policies are no longer relevant or development has taken an unintended direction.

From time to time both site specific and area specific amendments to the Official Plan are made. A number of these amendments were carried forward from the former City of Toronto Official Plan. Any development permitted under an amendment to the Official Plan must be compatible with its physical context and not affect nearby Neighbourhoods or Apartment Neighbourhoods. Currently there are 51 site and area-specific amendments to the Official Plan in the Downtown; 19 are area-specific amendments while 32 are for specific development sites.

One tool the City employs to help address shortfalls in some infrastructure is by way of agreements under Section 37 of the Planning Act, whereby a developer, in situations where the proposed development represents good planning, provides community benefits in return for increases in the permitted height and/or density limits set out in the zoning by-law. Developers can make contributions toward specific capital facilities which bear a reasonable planning relationship to the contributing development. At a minimum, these capital facilities must have an appropriate geographic relationship to the development and address planning issues associated with the development. Over the years, the Section 37 approach has yielded considerable benefits to community services, improvements to local parks and contributions toward affordable housing.

Section 37

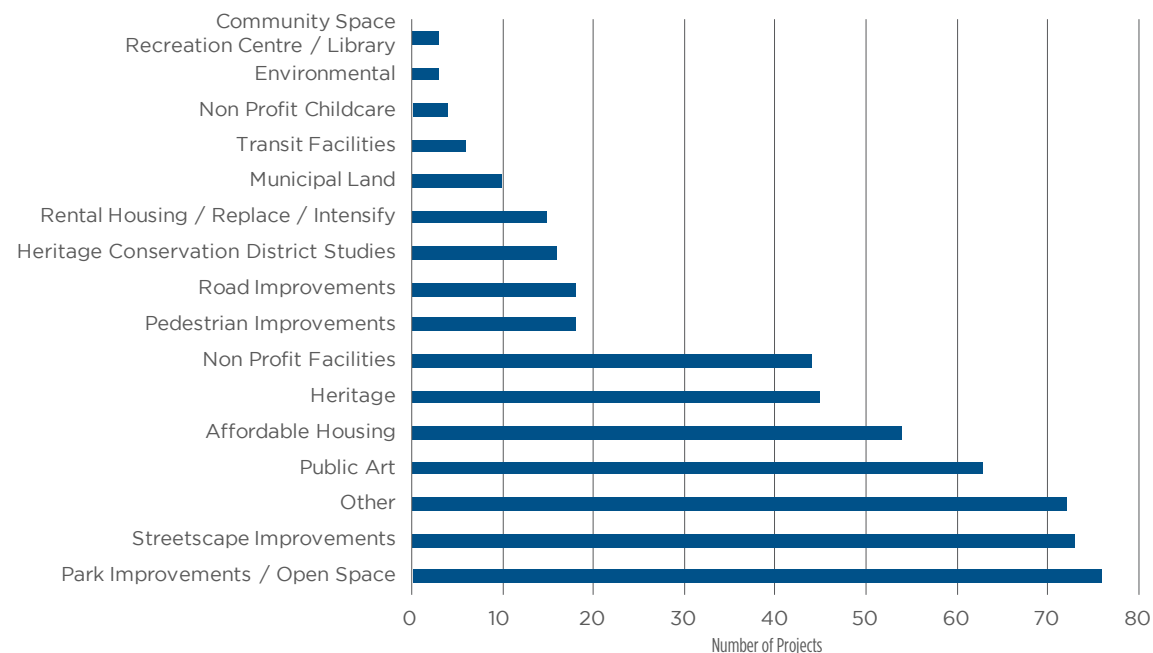
Over the past ten years, 152 projects have secured community benefits including infrastructure contributions through Section 37 agreements resulting from applications for increased heights and density. These benefits are valued at \$140 million and Figure 19 illustrates the range of benefits secured. The most prevalent benefits are improvements to parks and other open spaces, streetscape improvements, and public art. The category “other” encompasses a wide range of community benefits including ensuring a percentage of units be large enough to accommodate families, landscaping, and specific architectural and design features.

Some benefits achieved do not have a monetary value assigned to them in the Section 37 agreements. (Examples of benefits that might not have a monetary value include heritage conservation measures or the provision of family sized units.) The chart illustrates the frequency of specific attributes of benefits negotiated over the past 10 years.

Figure 19

SECTION 37 Benefits 2003-2013

WARDS 20, 27, 28










Map 7

HERITAGE PROPERTIES

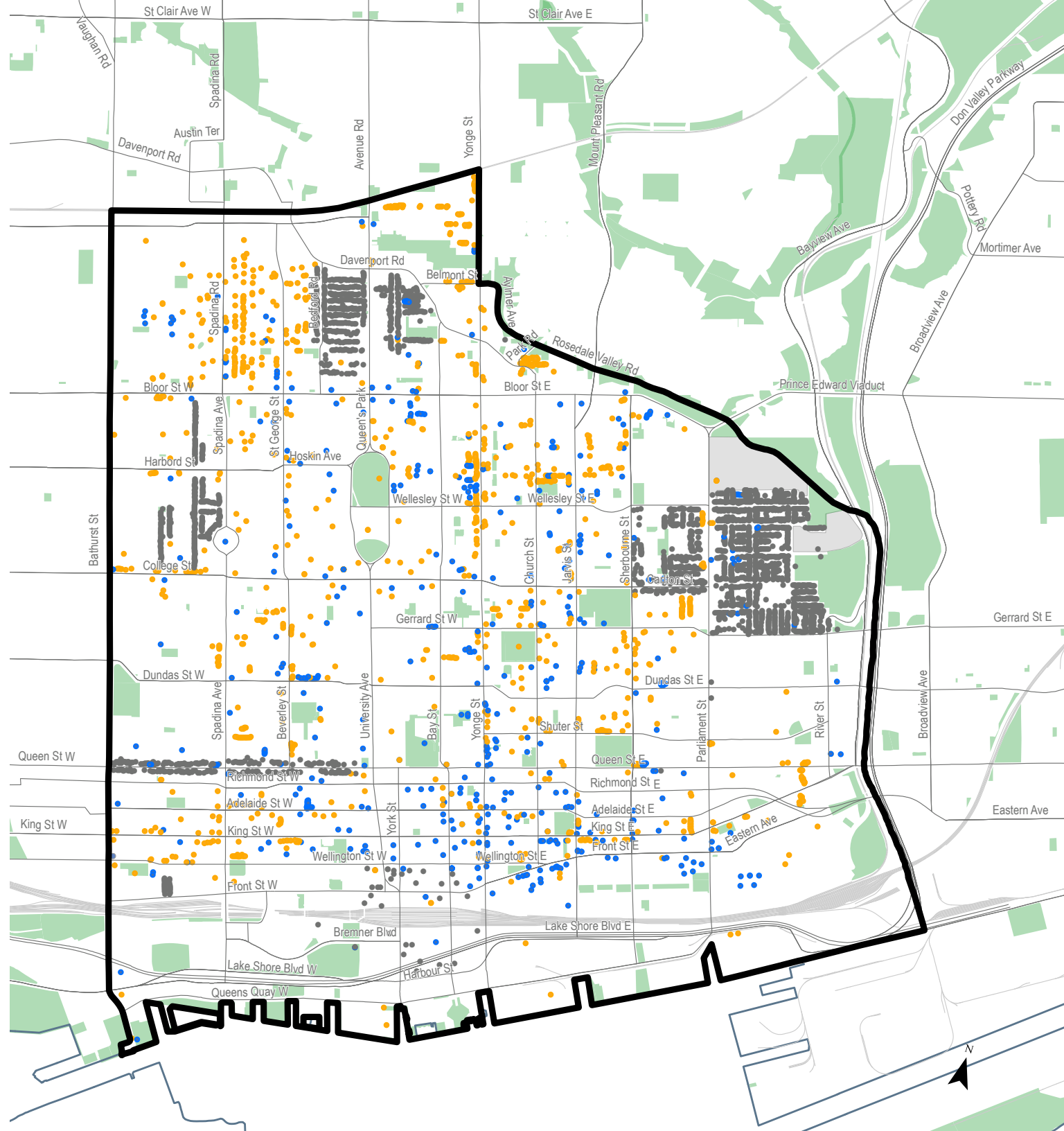
Legend

 Study Area

Heritage Status
(As of January 2014):

-  Listed
-  Designated Part IV of Ontario Heritage Act
-  Designated Part V of Ontario Heritage Act
-  Park & Green Space
-  Cemetery
-  Major Road
-  Railway

Source: City Planning



HERITAGE: STRENGTHENING THE PLANNING FRAMEWORK

As Downtown is the oldest part of Toronto, proposals for new development must take into consideration the diverse range of heritage buildings, districts, landscapes, archaeological resources and views that are present there. These heritage resources are part of our daily experience of the Downtown and are a vital asset: they strengthen the city's liveability, providing a rooted sense of local identity, built form diversity and a richness in character; they strengthen the city's economic competitiveness by stimulating tourism and creating employment; and they provide tangible connections to our past and continuity for the future.

The scale, number and significance of our cultural heritage resources is determined through an on-going process of identification, evaluation and inclusion on the Heritage Inventory. Individual properties can be listed, or designated under Part IV of the Ontario Heritage Act. Groups or collections of properties can also be designated. Referred to as Heritage Conservation Districts, these properties are designated under Part V of the Ontario Heritage Act. Cultural heritage landscapes can also be designated under either Part IV or Part V of the Ontario Heritage Act. Listed properties are evaluated in the same manner as designated properties.






In all instances, their inclusion on the Heritage Inventory is a clear statement that City Council expects their values and attributes to be conserved. The identification of heritage properties that tell our City's stories is an on-going process. Map 7 illustrates the location of over 4700 properties that are either currently listed or designated under Part IV and Part V of the Ontario Heritage Act in the Downtown.

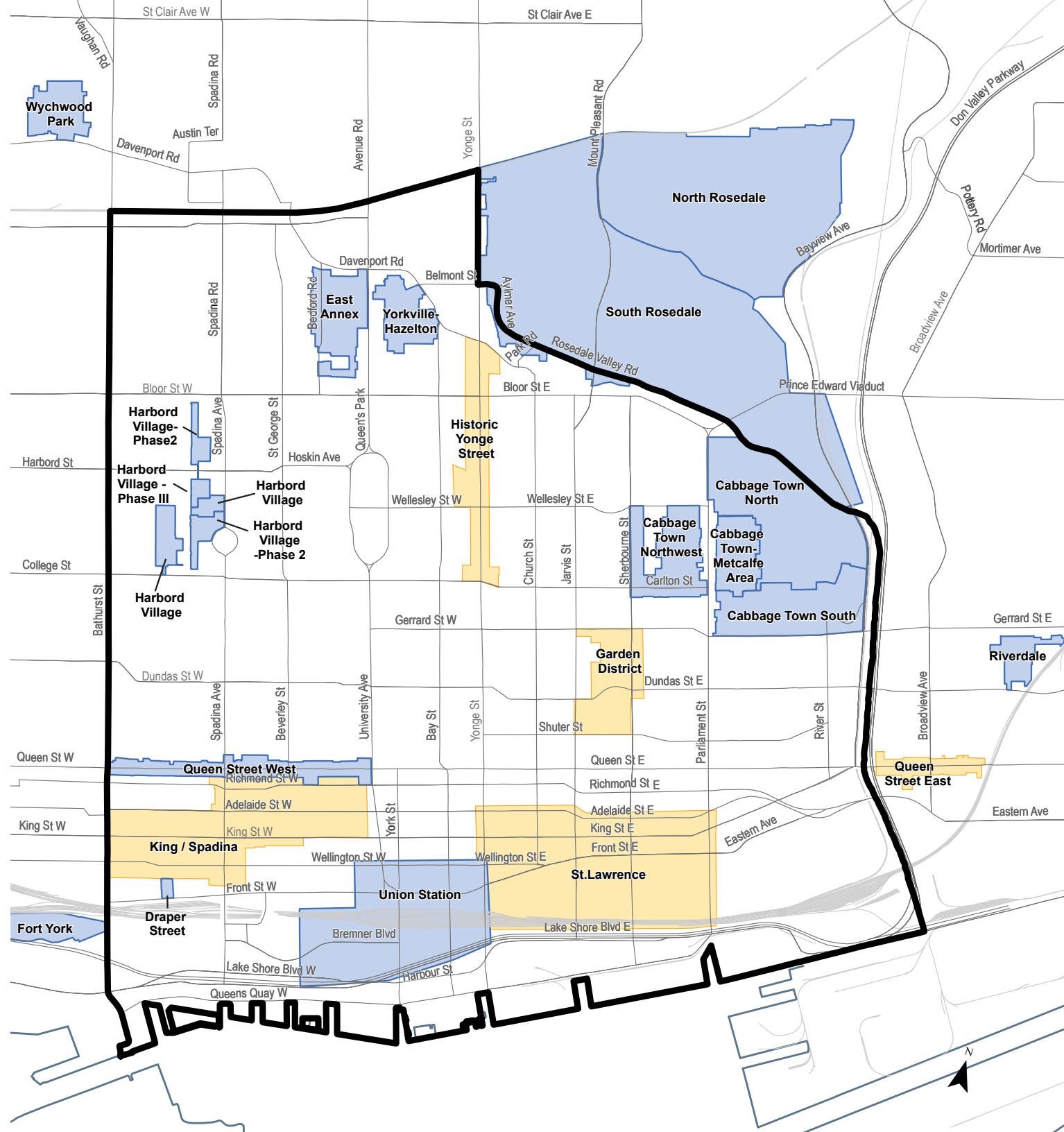
Map 8

HERITAGE CONSERVATION DISTRICTS (HCDs)

Existing HCDs and
HCDs under study
(AS OF JANUARY 2014)

Legend

-  Study Area
-  Existing HCD
-  Current HCD Study
-  Major Road
-  Railway



Source: City Planning

Heritage Conservation Districts (HCDs) are an important legislative tool that provides a strong and enforceable planning framework, based in an ethic of conservation, to ensure that future growth and development will maintain an area's unique heritage character. There are currently 14 HCD's in the Downtown; a further 4 HCD studies were initiated in 2013 (see Map 8):

- St Lawrence;
- King/Spadina;
- Historic Yonge Street; and
- Garden District.

While there are many areas in the Downtown that may be in need of an HCD study, these areas have been prioritized by City Council for immediate study. Some of the potential HCD study areas are currently part of, or building on, ongoing planning studies or Official Plan amendments. The opportunity to complete these studies concurrently with these amendments will ensure a higher level of compatibility and integration of heritage objectives with the planning process. HCDs can and do address more than which properties in a district should be protected. They also set policies and guidelines for the public realm, open space, new development and zoning matters such as height and density, to ensure that the sense of place in an HCD is conserved and maintained in the long-term.

Downtown is also where many sensitive archaeological resources or areas of archaeological potential are found. From St. Lawrence to Fort York, these archaeological resources play an important part in helping us understand the City's history. As development necessitates the excavation of certain sites, the Official Plan and Archaeological Management Plan guide how development can address and mitigate, impacts upon significant archaeological resources. Archaeological assessments and the refinement of mapping for areas of archaeological potential will help in this process. However, the fragile, rare and irreplaceable archaeological sites and resources must be regarded carefully and conserved in all public works, as well as public and private land development.



EMPRESS HOTEL
built in 1888



EMPRESS HOTEL renamed
the EDISON HOTEL in 1947

Functioned as a hotel and
music venue in 50's, 60's and 70's



EMPRESS HOTEL
with retail

Photo circa January 2006



EMPRESS HOTEL after
serious fire damage.

Photo circa January 2011.



The site of the EMPRESS HOTEL

Heritage building had to be demolished after
building was severely damaged after a fire

Photo circa December 2011











In the past many of Toronto's historically significant resources were lost or compromised. Unprecedented development and redevelopment in the past ten years has brought into focus the need to implement a stronger policy framework for heritage conservation. As a result, the City of Toronto has recently taken steps to improve the protection of heritage resources, including implementing updated legislation through new Official Plan and procedural policies. Official Plan Amendment 199, containing new heritage conservation policies, was adopted by Council on April 3, 2013. This new policy strikes a balance between continued intensification and redevelopment in the Downtown, with the protection and conservation of our important heritage properties and districts.

Moving forward, it is important to ensure the archeological potential and the strengthened approach to protecting important architectural and cultural heritage is central to any review of the planning framework guiding future growth Downtown.

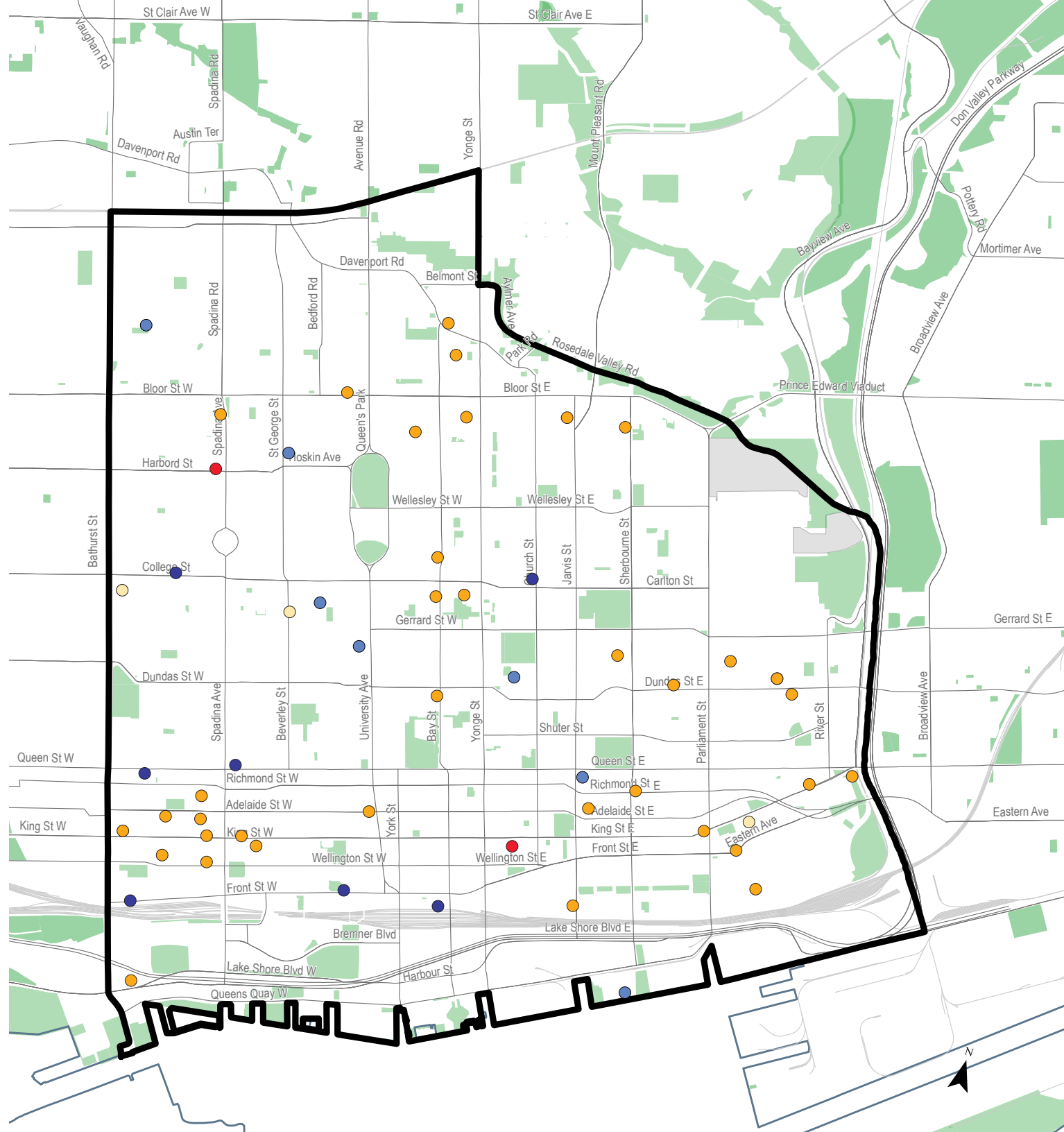
Map 9

DEVELOPMENT PROPOSALS READY FOR OCCUPANCY OR COMPLETED

Legend

-  Study Area
-  Residential Townhouses
-  Residential Apartments
-  Mixed Use - Residential / Non-Residential
-  Commercial
-  Institutional
-  Park & Green Space
-  Cemetery
-  Major Road
-  Railway

Planning Applications/Projects Submitted between
January 1, 2003 and October 28, 2013.
Source: IBMS\LUISII, October 2013





Pedestrian scramble at Yonge Street and Dundas Street West

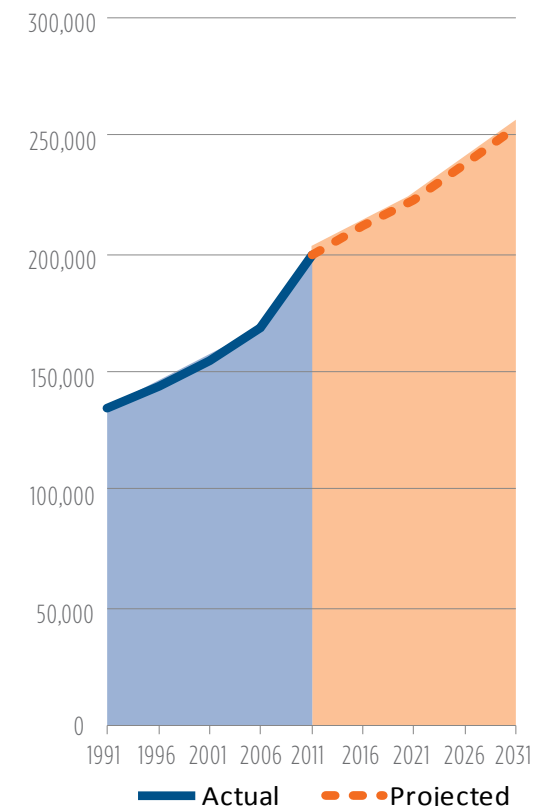
HOW DO WE MOVE FORWARD?

As noted, there have been at least 8,000 housing units built Downtown since 2011 (Map 9), adding a minimum of about 14,000 more residents Downtown at current occupancy rates which puts today's population at well over 200,000. With considerable potential in the East Bayfront, and continued interest in the King-Spadina and King-Parliament areas and the central North Downtown Yonge area between Bay St. and Church St., Downtown appears headed for a population that could easily reach 250,000 by 2031¹⁰. Figure 20 indicates the pace of growth that would be required to achieve that population total from 2011 to 2031.

This is about the same growth per year as in the 15 years before 2006. The projections work for the Official Plan anticipated adding about 35,000 housing units between 2011 and 2031; in fact, as of October 28, 2013 there were well over 60,000 housing units in the pipeline which had not yet reached the construction phase.

The rapid growth since 2006 and the size of the pipeline indicate that growth to 2031 might be much greater than the 'maximum' projection of 250,000. This suggests that a review of the long-term prospects for growth in the Downtown should be undertaken.

Figure 20
**ACTUAL AND PROJECTED
POPULATION**
Growth in Downtown 1991 - 2031



Source: Toronto City Planning, Research and Information, November 2012

¹⁰ "Flashforward" (City of Toronto, Urban Development Services, 2002), which developed population projections for Toronto to 2031. The future spatial distribution of population in the City was based on the spatial distribution of estimates of future housing supply. The Maximum Scenario assumed that all identified potential new housing would be constructed by 2031.

The planning framework has served the City well in areas of major transformation and other areas with Secondary Plans. Community infrastructure and parks have been added as part of co-ordinated development approvals in the Railway Lands, Harbourfront and the Waterfront. Outside of these areas, where incremental sites in Mixed Use Areas are increasingly targeted for development, it has been much more difficult to plan for these important elements that make up complete communities as called for in the Official Plan.

The planning framework continues to evolve. The Official Plan Review currently underway has introduced amendments that could impact future development Downtown. In addition to OPA 199 (discussed above) which bolsters the Heritage policies, two other amendments address important planning objectives:

- OPA 214 introduces refinements to the policy guiding Section 37 amendments which permit, among other things, the recognition as affordable rental housing units in condominium developments which are signed over to, and managed by, an affordable housing agency; and
- OPA 231 adjusts the overall population and employment growth targets for the City to 3.19 million residents and 1.66 million jobs to be achieved by 2031. It also introduces new policies to support economic growth including the requirement to replace significant amounts of office space that might be demolished to make way for residential development.



Harbourfront Neighbourhood

There are many active residents associations and other stakeholders Downtown and City staff have heard concerns that development is outpacing the capacity of the infrastructure Downtown to provide appropriate service levels. Continuing to add residential development Downtown will have an impact on important services, notably transit, parks and community services. As was seen through the condominium consultations, crowding on surface transit is a particular concern.

Indications that a review of the planning framework for Downtown should be undertaken include:

- The increasing pace of growth;
- The increasing pressure on city services generated by the pace and volume of residential development;
- The spatial implications for infrastructure provision as development is occurring on sites throughout Downtown and less in large master planned areas;
- The trend to increased heights and densities on these smaller sites; and
- The recognition that much more growth is on the way.

The continued pace of development activity has also raised concerns about the adequacy of major infrastructure such as the handling of water and wastewater to service development. There appears to be a need for a more comprehensive exploration of infrastructure capacity across Downtown to support growth while renewing major infrastructure for the long-term.



Portlands Energy Centre

This will be especially important for services that require environmental assessments; e.g. Toronto Water has a detailed plan for dealing with the eventual transformation of the Waterfront based on the growth projected in that focused area. However, as all the more dispersed developments also draw on the capacity of trunk services, there will still be implications for servicing in the future.

After ten years of remarkable growth it would seem prudent to assess the long-term prospects for growth, and to not only review the planning framework for continued growth, but to also integrate such an assessment with a review of the infrastructure needed to continue to support residential and business growth Downtown.

Such a review of the planning framework would not be limited to the policies of Chapter Two of the Official Plan but should examine the full suite of policies, Secondary Plans, Site and Area Specific Policies, Urban Design Guidelines and infrastructure plans that should also be influencing growth and change.

Importantly, there is ongoing service planning and long-term budgeting at the City but the information has not been collected in one place to establish a baseline understanding of what infrastructure capacity is keeping pace with Downtown growth and what gaps might require alternative strategies or renewed focus. Master service planning especially for long term infrastructure investment, such as sewer capacity, may also now be needed across the Downtown to support growth decisions well into this century.



TRENDS
ISSUES
INTENSIFICATION
DOWNTOWN
TORONTO

CHAPTER 3 “WHAT HAVE WE LEARNED SO FAR?”

A CANVAS OF INFRASTRUCTURE RESPONSE TO GROWTH AND PLANS FOR THE FUTURE

“WHAT HAVE WE LEARNED SO FAR?”

A CANVAS OF INFRASTRUCTURE RESPONSE TO GROWTH AND PLANS FOR THE FUTURE

As the most mature and intensely developed part of the City, the Downtown has a full range of hard (e.g. water, pedestrian network, and surface transit) and soft (e.g. childcare, human services, and parks) infrastructure in place, making it a prime candidate for further development growth as articulated in Provincial and City policy. However, this infrastructure requires constant maintenance, occasional full renewal (e.g. a new 100-year pipe), and, in recent years, extension into major brownfield areas such as the Railway Lands and East Bayfront. Considering the amount of growth that has taken place, it is not surprising that the infrastructure that has supported this growth is beginning to strain.



Major Capital Infrastructure construction of sidewalks at Shuter Street and Victoria Street

The City has mechanisms at its disposal to plan for improvements to infrastructure. However, concerns are rising that development is outpacing the ability of these mechanisms to make the necessary improvements. Through the preparation of 10-year capital budgets various City Divisions plan for medium-term improvements and initiate plans for long-term major capital works. Similar budget exercises on the part of agencies such as the TTC, Toronto Hydro, Toronto Public Library Board, the School Boards and others are premised on the long-term growth prospects articulated in the Official Plan. The City also employs tools such as the Development Charges By-law and the Alternative Parkland Dedication By-law to raise funds to replace and enhance important municipal infrastructure.

This chapter presents insight into recent achievements, current plans and anticipated challenges for major infrastructure elements for which Toronto has direct responsibility. This section highlights the implications for key infrastructure elements moving forward.

As the planning framework is reviewed it is important to couple this with a more refined evaluation of growth potential Downtown. This review should include an assessment of required enhancements to a range of infrastructure addressing issues of:

- Accessibility to the Downtown and enhanced Mobility within it;
- ‘Breathing space’ – open spaces whether they be City parks or publicly accessible private open space, or enhanced public rights-of-way;
- Quality of the public realm;
- Network services – such as surface transit, water, wastewater, hydro;
- Emergency services – Fire, EMS; and
- Quality of life features found in neighbourhoods – recreation, community services, social services, childcare.



Sail in Cinema at Sugar Beach

PUBLIC REALM

The public realm refers to a significant part of the urban environment, including:

- Streets and laneways;
- Public parks and open space (discussed in a separate section below);
- Privately owned public open space (e.g. plazas, forecourts, landscaped setbacks); and
- Publicly accessible concourses and walkways.

Collectively, these spaces are of great importance to the liveability and experience of the city. They are not just a means of moving around the city, but can, and should be, desirable destinations in their own right. The public realm within Downtown must also perform numerous roles, ranging from satisfying the most local neighbourhood, employment and institutional needs, to accommodating major events that support the economic, cultural, and tourism roles that Downtown Toronto plays for the broader region.

The increasing residential fabric and a growing workforce have heightened expectations to improve and maintain the quality of all elements of the public realm, to add more space to improve the pedestrian experience and create more destinations. The long-term success of the public realm generally relies on:

1. The amount and quality of space available and dedicated for public use;
2. The connectivity and relationships with surrounding buildings and land use patterns; and
3. The quality of design, programming and ongoing maintenance.



Sidewalk on south side of Dundas Street West between Bay Street and Yonge Street

These three pillars for success are particularly important within the Downtown where population density is very high, and the pattern and intensity of uses are extremely diverse and space is limited.



Shops and patios on sidewalk in Kensington Market



Expansion of public realm into Yonge Street as part of Celebrate Yonge festival

STREETS, SIDEWALKS AND BOULEVARDS

With approximately 300 kilometres of streets in the Downtown, there is no question that sidewalks and boulevards are vital public realm assets shaping the daily experiences of people living, working and visiting Toronto's core. Some of Toronto's Downtown streets were designed to include sidewalks and boulevards measuring about 3.5 metres wide. This modest width, combined with buildings set at or very near the property line, poses a challenge to unobstructed pedestrian movement, and the accommodation of desirable streetscape elements, such as trees and furniture, and other boulevard activities like cafés.

The design for many Downtown streetscapes is characterized by a narrow furnishing and tree planting zone next to the roadway curb and space for pedestrians along the building frontage. The modest sidewalk zone (as measured from the curb to building face) is typically not wide enough to accommodate street furniture and utilities, significant marketing and café areas or heavy pedestrian flows, and is especially strained where both demands are present.

Road reconstruction projects, as well as new development, afford the opportunity to expand sidewalk and boulevard widths, through curb realignment or building setbacks respectively. They also provide opportunities to make quality improvements following the design direction of the Streetscape Manual, Vibrant Streets, and the various Public Realm Strategies produced by the 20 Downtown Business Improvement Areas. In most cases sidewalk and boulevard expansion, particularly through changes in curb alignment, will have to be evaluated in the context of the overall transportation network priorities for a particular street. Such improvements will be incremental, following the pace and path of development or priorities of the longer-term capital infrastructure program.

PRIVATELY OWNED PUBLIC SPACE

Since 2000, approximately 100,000 square metres of open space has been added to Toronto's Downtown through the development review process. These Privately Owned Publicly Accessible Spaces (POPS) have been secured through a variety of planning tools including Section 37 and Site Plan Agreements. In many instances, these new spaces are further enhanced by public art installations secured through the City's Percent for Public Art Program during development review.

In addition to new plazas and mid-block connections, building setbacks are secured to augment the existing sidewalk width by expanding pedestrian access onto adjacent private property. For instance, the recently adopted Tall Building Design Guidelines (2013) recommend a minimum 6 metre wide sidewalk zone (measured from the curb to building face) to provide enough space for pedestrian movement, street trees and furnishings. Many streets and areas within Downtown already benefit from even more generous sidewalk zones (e.g. 8-10 metres), demonstrating how public and privately-owned space along building frontages can work together to support vibrant, pedestrian-oriented street life.



Rendering of privately owned publicly accessible open space at 300 Front Street

A unique privately owned element of the public realm in Downtown Toronto is the underground PATH system, a 30 km long network of shopping areas with 1200 stores and walkways linking major Downtown buildings to 5 subway stations and Union Station. A master plan and guidelines have been developed to manage the extension of the PATH system recognizing the importance of this network to the Downtown workforce in particular, but ensuring it augments, and does not replace, the role of streets as the primary routes for pedestrians.

MOVING FORWARD




The Official Plan articulates a vision for a vibrant and attractive Downtown, rich with pedestrian and open space amenities that can be used and enjoyed by residents, workers, and visitors alike. The public realm must invite people to move, meet, gather, sit, rest, stay and play.

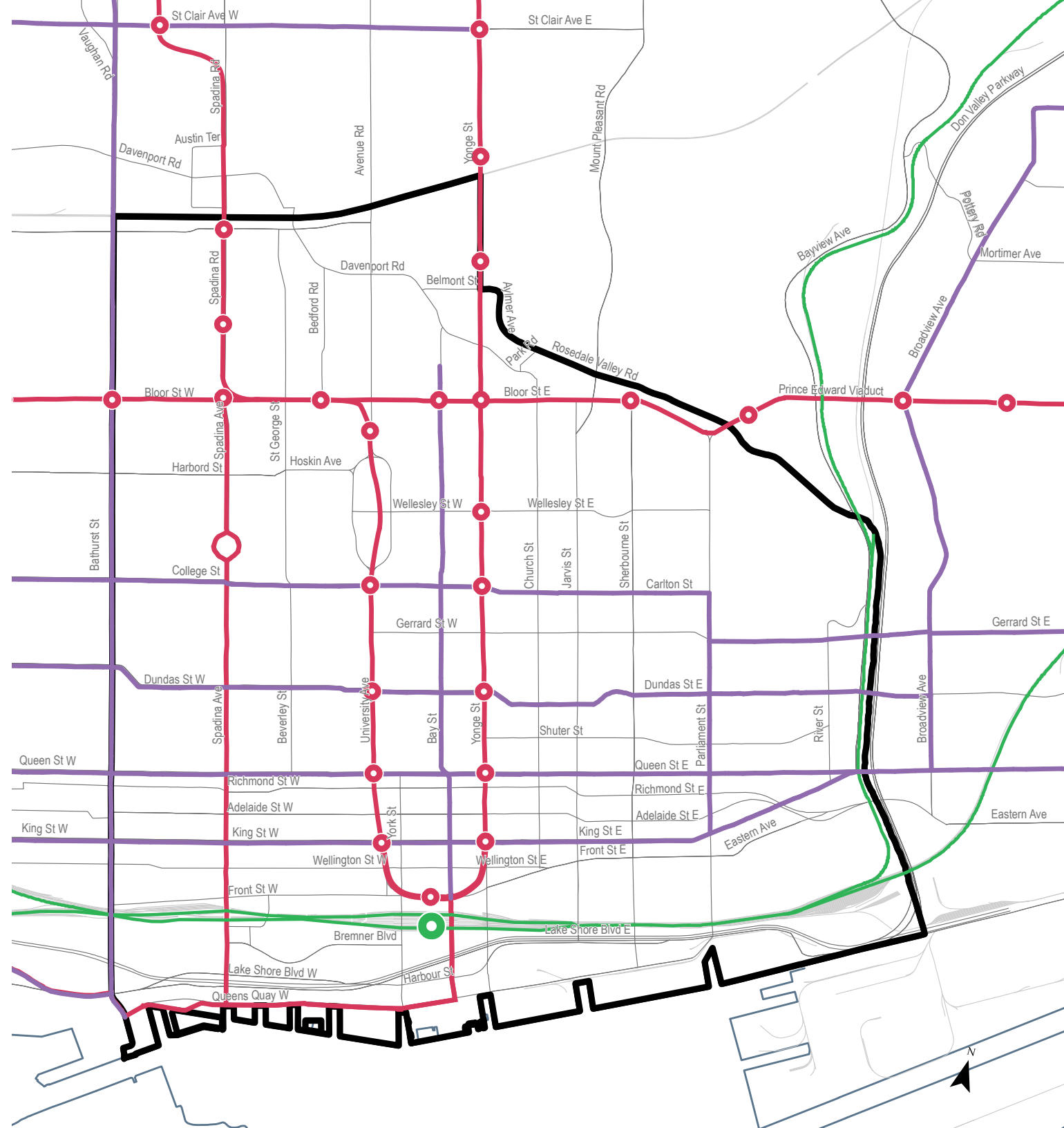
Many existing public realm assets, such as streets, sidewalks, parks and open spaces were not planned or designed to anticipate the current, let alone future, intensity of population and workforce growth. Furthermore, due to the incremental nature of growth, the Downtown will need to rely on private partnerships (e.g. with BIAs and developers) and a number of complementary strategies to improve and expand the public realm.

Most changes, such as building setbacks and streetscape improvements, will be modest, but have potential to be transformative if well-coordinated and consistently applied. Fewer but no less important changes, such as road reconstructions and new public parks, will require major investments, planning and consultation.

Map 10 SURFACE TRANSIT PRIORITY NETWORK

Legend

-  Study Area
- Existing**
-  TTC Subway and LRT Lines
-  GO Rail Lines
- Expansion Elements**
-  Transit Priority Segments
-  Major Road
-  Railway



Source: Toronto Official Plan December 2010

TRANSPORTATION

Downtown is the hub for all modes of public transit from across the region. Providing good access to the Downtown is a key factor in maintaining the strength and resiliency of the regional economy. The Downtown draws upon a workforce from throughout the entire region (Figure 21). Around 12% of Downtown jobs are filled by workers who also live Downtown, while 55% are filled by people living outside the Downtown but still within the City, and around 33% are filled by people living outside the City entirely.

Union Station is the country's largest regional rail and transit hub serving commuters from throughout the GTHA as well as travellers from across the country; and soon with the Union Pearson Express (UPE) air-rail rapid transit link, international access will be enhanced. Residents, workers, students and visitors in the Downtown are currently served by a network of subway, streetcar and bus routes (Map 10); and the pattern of compact and attractive streets and blocks that encourages movement by foot and by bicycle.

There are three key aspects to the transportation challenges facing Downtown:

- The growing demand for regional travel between the Downtown and the rest of the GTHA outside of Toronto;
- Trips to and from Downtown by City residents, and an increasing number of trips to the rest of the City by Downtown residents; and
- The rapidly growing number of local trips within the Downtown by those living, working, and visiting there. The majority of these trips require not only better surface transit service, but an improved quality of streets for pedestrians and cyclists.

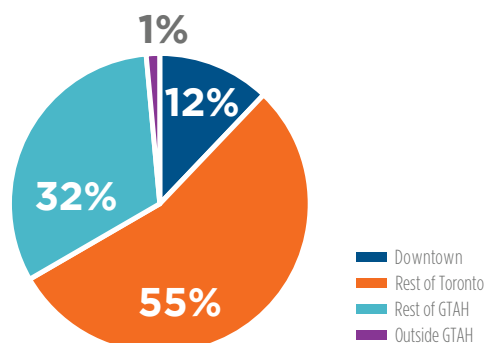
Improving regional and city-wide travelling conditions for the growing numbers of people coming to and from the Downtown is being addressed by long-term, capital-intensive expansions and upgrades to regional and city-wide rapid transit services.

The City and TTC are currently working with Metrolinx, the regional transportation authority, on a number of commuter rail, subway, and LRT projects that will help accommodate the growth of trips into and out of the Downtown. Included among these large-scale projects are: more frequent all-day, 2-way GO Rail service; the potential electrification of selected GO Rail corridors; the renovation and expansion of Union Station; and the planning for a new relief subway line to relieve overcrowding on the Yonge Line, particularly at the critical Yonge/Bloor interchange station. These major projects have a long lead time and are part of a complex planning process that requires Environmental Assessments and, often, inter-governmental coordination and funding commitments.

Figure 21

ORIGIN OF WORK TRIPS TO DOWNTOWN,

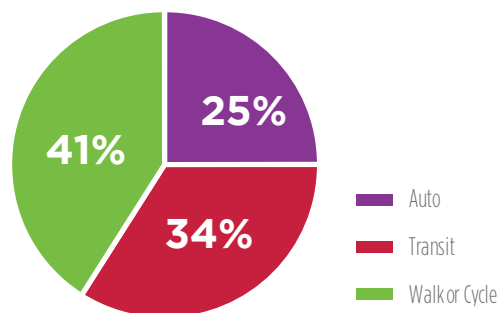
2011 (PERCENT OF ALL WORK TRIPS TO DOWNTOWN)



Source: Transportation Tomorrow Survey, 2011

Figure 22

HOW DOWNTOWN RESIDENTS TRAVEL TO WORK



Source: Transportation Tomorrow Survey, 2011

The City has many transportation projects and initiatives underway that focus on specific corridors Downtown (e.g. Richmond-Adelaide Cycle Track Study, York-Bay-Yonge Ramp EA Study, Billy Bishop Airport) or on very localized planning areas (e.g. Lower Yonge Precinct Plan Study, Port Lands). Transportation Services Division is also implementing a city-wide Congestion Management Plan, and also a more focused Downtown Traffic Operations Study to better manage traffic congestion Downtown.

Planning for transportation needs within the Downtown is more of a local, City responsibility where there is greater focus on less capital expensive and more short-term, incremental solutions. The City has a large measure of control over its streets, including the Gardiner Expressway and Don Valley Parkway, and through its agency, the Toronto Parking Authority (TPA), can influence the amount, price and location of municipal parking in the Downtown.

With 62% of Downtown residents working within the Downtown, it is also important to focus on local surface transit, pedestrian, and cycling networks. The success of the Downtown as a mixed-use area, in which many people now live as well as work, has brought with it an increasing recognition of the need to improve conditions for people walking and cycling, as 41% of Downtown residents who also work Downtown tend to commute by walking or cycling, as shown in Figure 22.



Crowd of commuters getting onto 501 Queen Streetcar



Line of bicycles on bike lane waiting at stop light at Spadina Avenue and College Street

If the Downtown is to maintain and enhance its attractiveness as a place to live, work, shop and play, then we must re-evaluate how the right-of-ways of the street network are used to ensure the maximum benefit, safety and comfort of all those who use these public spaces.

MOVING FORWARD

A foundation of the Official Plan is the integration of transportation and land use. Any review of the planning framework Downtown needs to fundamentally consider this principle. Integration of some transportation issues and solutions has occurred through some local master planning exercises, and incrementally, as individual development projects have incorporated fewer parking spaces, on-site parking for automobile sharing companies, bike sharing or improved adjacent boulevards and sidewalks.

Downtown residents increasingly walk or bicycle around Downtown, and with limited capacity to create new streets, it is important to take a holistic view of how the existing network of Downtown streets is used. Much greater attention must be given to making walking and cycling (i.e. active transportation) more attractive means of getting around the Downtown and as a way of relieving vehicular congestion on the streets. Ensuring our streets are used more efficiently will also require a strategy to better manage curbside uses, like loading, parking and taxis. Managing the continued intensification of Downtown could benefit from a comprehensive Transportation Strategy that would identify short-term and medium-term improvements and co-ordinate inter-Divisional planning and implementation of, amongst other things:

- A well-defined public street structure including maximizing the utility of and connections to existing networks e.g. PATH and Subway;
- A series of surface transit network priority improvements;
- A network of priority walking routes and other pedestrian improvements at key locations;
- A network of bicycle routes;
- Appropriate public street right-of-way design priorities to support the identified transportation networks listed above;
- A curbside management strategy to support a more efficient use of our streetspace;
- Possible quick start project locations for transportation improvements; and
- An implementation framework for future transportation studies, projects, and initiatives.

It is important, moving forward, that the planning and implementation of transportation improvements be guided and co-ordinated by a Downtown Transportation Strategy, developed as part of a comprehensive review of Downtown infrastructure and growth. As the Downtown matures, the limited space on public streets must be used to move people more efficiently and to create more integrated and connected networks for transit, walking, cycling, as well as, cars. The creation of pedestrian zones on the Ryerson and University of Toronto campuses and Pedestrian Sundays road closures in Kensington Market have proven generally successful. Pedestrian-focused design interventions such as Market Street or in the West Don Lands could become more common. It may also be time to consider establishing some parts of Downtown streets for the exclusive use of transit, pedestrians and cyclists.



Berczy Park

PARKS

The availability and quality of parks and a healthy urban forest are essential to creating a quality living environment for any neighbourhood, but most notably in high-density neighbourhoods. Residents and workers in the Downtown enjoy a range of public open space settings from large parks that are destinations for people from across the City such as Queen's Park and Allan Gardens, to smaller parks that are a focal point for local communities such as Victoria Memorial Square, Clarence Square, or David Crombie Park.

Regardless of size, many Downtown parks are more intensely used than parks elsewhere in the City, owing not only to the higher density of residents but also by the Downtown workforce and visitors to Toronto.

Building the park system with additional parkland is largely provided through and funded by development. This occurs through the conveyance of land as a result of development or through the provision of a cash-in-lieu of parkland payment when a conveyance is not appropriate.

While the City of Toronto Official Plan prioritizes the provision of new parkland when development occurs in low parkland provision areas, this is often difficult to achieve in a dense urban setting where developments are “infill” projects on small urban lots. Despite Official Plan policies to pursue land dedications, the development pattern Downtown often necessitates the City to accept cash-in-lieu of parkland payment. According to the Municipal Code policy, cash-in-lieu of parkland payments are held in reserve for land acquisition and park development.

Parkland Dedication By-law

The Planning Act R.S.O. 1990, through Sections 42, 51.1 and 53, enables municipalities to require, as a condition of development or redevelopment, a conveyance of land, or cash-in-lieu of land, for park or other public recreation purposes. The parkland dedication rate is 5% for residential development (unless the Alternative Parkland Dedication rate applies) and 2% of lands for all other uses. Section 3.2.3.2 in the Official Plan outlines the criteria for determining whether to accept parkland or cash-in-lieu of parkland as a condition of development.

If the development site is in a Parkland Acquisition Priority Area, identified in Schedule A to Chapter 415, Article III of the Municipal Code, an alternative rate of 0.4 hectares per 300 units, subject to a maximum cap based on the size of the net development site is applicable. For most medium and high density developments, the effect of the alternate rate increases the dedication from 5% up to 10% for sites under one hectare in size, up to 15% for sites between 1 and 5 hectares in size, and up to 20% for sites over 5 hectares.

If it is determined that cash-in-lieu is the appropriate form to fulfill the statutory requirement, the cash-in-lieu policy directs the 2% and 5% payments to be distributed as follows in Table 1.

Any payments received in excess of 5% as a result of development or redevelopment subject to the Alternate Rate may be used to acquire parkland or to improve the parks within the service area of the development. Given the Downtown is within a Parkland Acquisition Priority Area, the alternative parkland dedication rate has applied to the majority of new residential developments since January 2008.

	Cash-in lieu Allocation (2% and 5%)		Alternative Rate Cash in Lieu Allocation
	CITY WIDE	DISTRICT	WITHIN THE SERVICE AREA
Land Acquisition	25% to acquire parkland throughout the City*	25% to acquire parkland throughout the District*	Acquire parkland accessible to the area in which the development is located
Park Development	25% to develop and upgrade parks and recreation facilities throughout the City*	25% to develop and upgrade parks and recreation facilities throughout the District*	or to improve parks in the vicinity of the development

Table 1

*Where priorities have been identified

Map 11

PARK IMPROVEMENTS

Legend



Study Area



**Recently Completed
and Planned Future
Projects (2009-2015)**



Parks



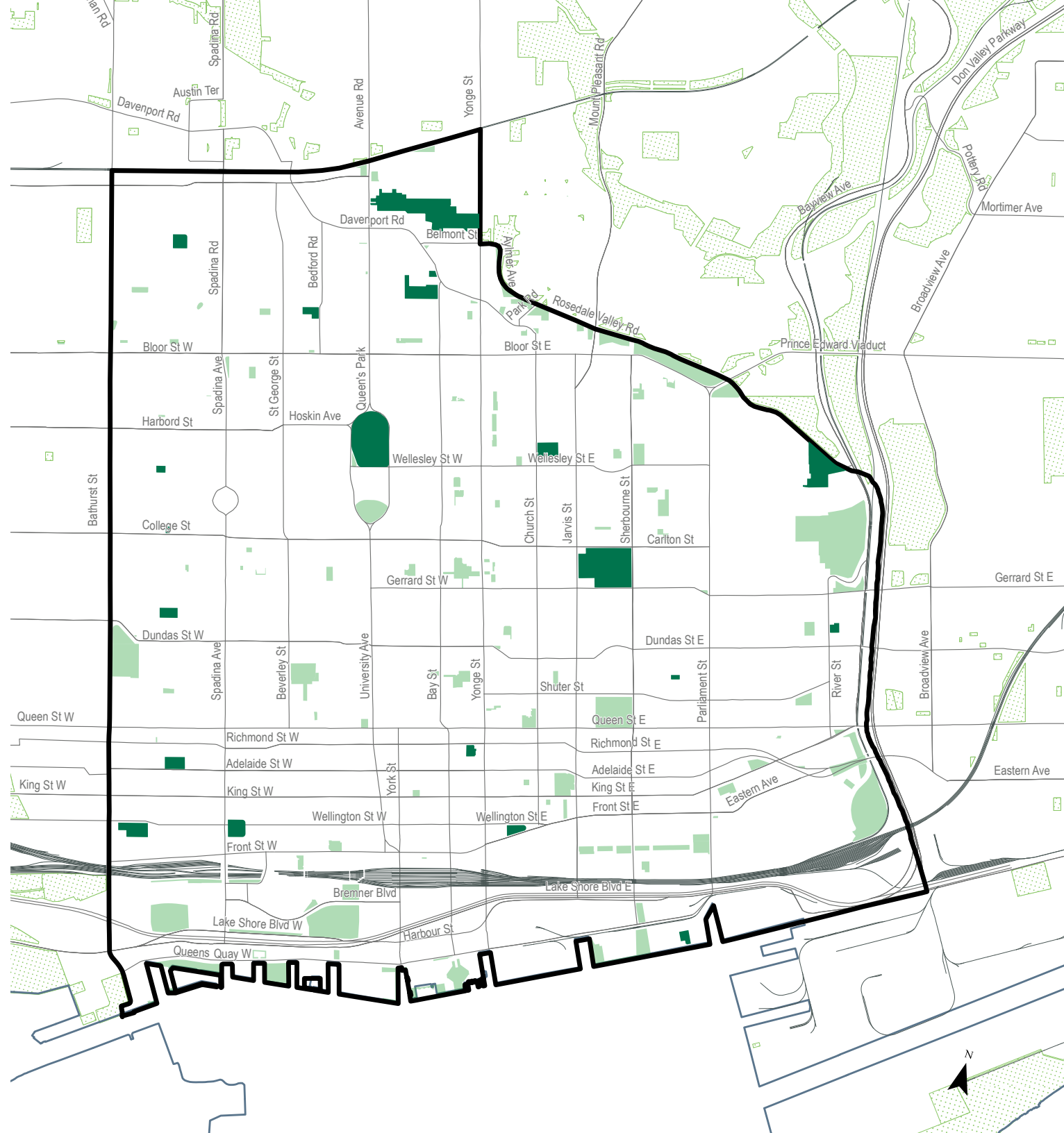
**Parks and Green
Space Outside Study
Area Boundary**



Major Road



Railway



Source: PF&R

Despite the constraints on incorporating new parks with development proposals, a number of new parks, illustrated on Map 11, have been delivered through development in the past 10 years, including:

- Town Hall Square in Yorkville;
- Canoe Landing Park, and Northern and Southern Linear Parks in the Railway Lands; and
- Wellesley Magill Park in East Downtown.

In addition to the above, the redevelopment of Regent Park will deliver new and revitalized parkland including a park adjacent to the new Wellesley Aquatic Centre and an enlarged Regent Park Athletic Grounds in 2014/2015.

There have been considerable additions to the parks inventory along the waterfront as PF&R staff have worked with Waterfront Toronto to deliver improvements along the Central Waterfront such as the Wavedeck and the Water's Edge Promenade, along with several new internationally recognized parks including Sherbourne Common, Canada's Sugar Beach, Corktown Common and Underpass Park. As well, new parkland is being provided through the redevelopment of former University of Toronto property on Bay Street and College Park, which is being redeveloped through adjacent condominium developments. See Map 12 located on page 74.









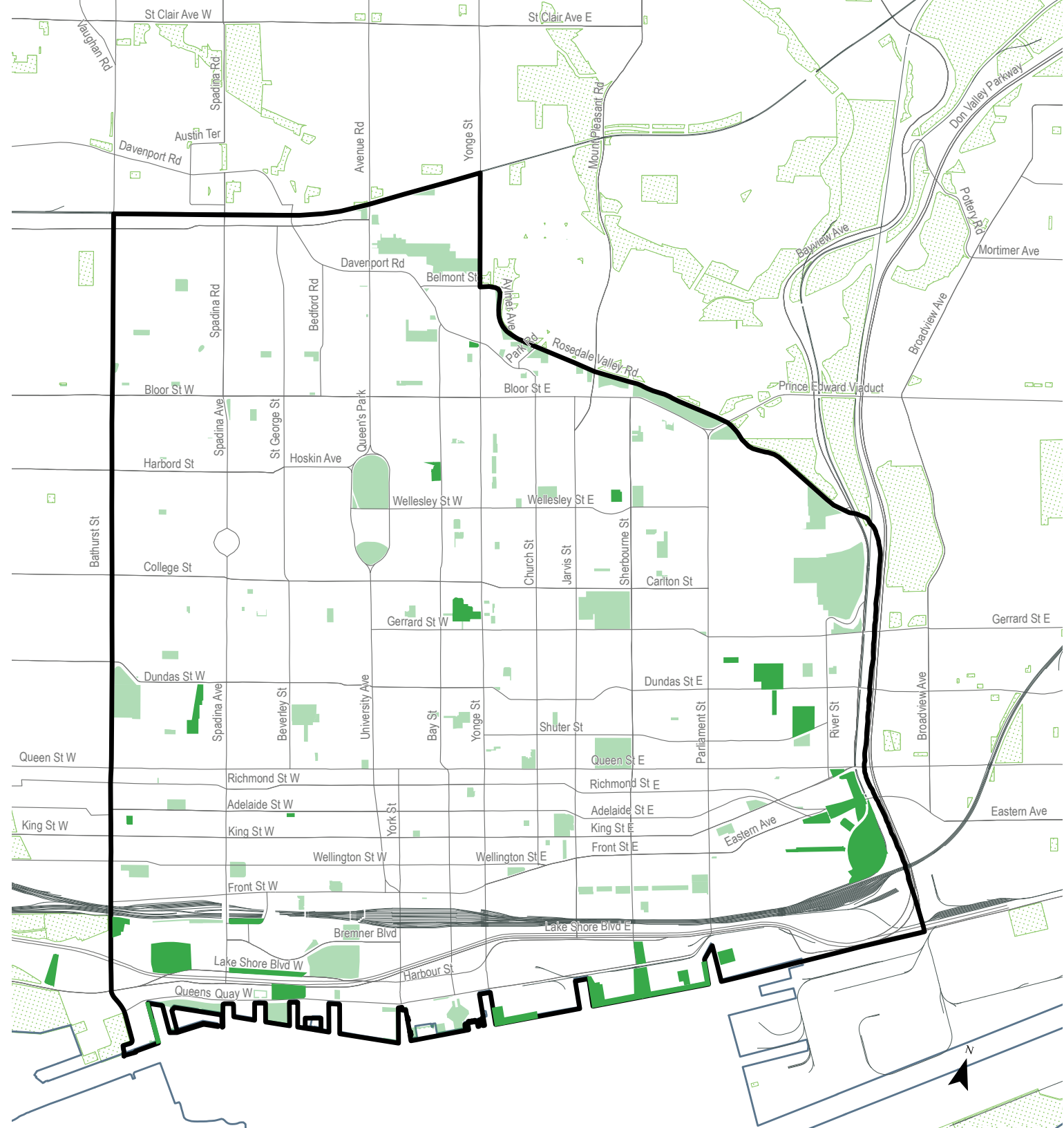
Privately owned publicly accessible open space
at Toronto-Dominion Centre

Map 12

CURRENT AND FUTURE PARKS

Legend

-  **Study Area**
-  **New, Planned and Recent Parks (2009-2018)**
-  **Parks**
-  **Parks and Green Space Outside Study Area Boundary**
-  **Major Road**
-  **Railway**



Source: PF&R

Parks, Forestry and Recreation Assets in the Downtown Study Area

38	PLAYGROUNDS
3	SPORTS FIELDS
4	PARK FIELD HOUSES
6	BASKETBALL COURTS AND 1 HALF COURT
1	SPLASH PADS
11	WADING POOLS
7	DESIGNATED DOGS OFF-LEASH AREAS
6	OUTDOOR ARTIFICIAL ICE RINK SITES
7	COMMUNITY GARDEN SITES
2	SKATEBOARD SITES
1	ANIMAL ATTRACTIONS
1	CONSERVATORIES
1	INTERPRETIVE CENTRE
14	TENNIS COURTS
1	BOARDWALK
5	COMMUNITY CENTRES
7	indoor pools
2	outdoor pools
1	arena

Significant achievements of new parks have been easier to realize through the master planning of large-scale redevelopment projects, exercised by both the public sector (Regent Park and the waterfront) and the private sector (Railway Lands). This is a theme that recurs throughout the discussion of infrastructure improvements Downtown. The most significant challenge is the acquisition of new parks in a part of Toronto with few, and decreasing, suitable sites, and the limitations of funding to acquire new parks in an area with increasing property values.

Challenges of parkland acquisition in the Downtown include the lack of available sites, high land prices, market value policy and in some cases the need for site remediation. There are few 'vacant' land parcels in the downtown core that are suitable for new parks. Underutilized sites such as surface parking lots or older low-rise buildings are typically in private ownership and earmarked for redevelopment.

Land prices in the Downtown are at unprecedented levels – estimated to be as high as \$30-60 million per acre. Land appraisals are based on the “highest and best use” which in the Downtown is typically a high-rise commercial or residential development. The City has limited funds for acquisition of parkland and is challenged in being able to compete with developers at these market levels.

The acquisition process can take a year or more from first contact with the land owner to Council's approval of the Capital Project for the acquisition of land. City policy requires that acquisitions be purchased at fair market value. Market value appraisals are determined based on 'highest and best use' and comparable properties in the area which have recently sold. Appraisers follow a standard methodology which produces a reliable and defensible assessment of land value. However, land owners have high expectations for their return on investment and the City's policies do not provide flexibility for the Real Estate Division to negotiate attractive terms for acquisitions, which are necessary in Toronto's very competitive real estate market.

As of April 2014, there is \$29 million in the Toronto and East York District (TEY) parkland acquisition reserves (which includes the Downtown study area). In addition, there is \$37 million in reserves from the alternative rate cash-in-lieu payments from the three wards that make up the downtown, which can be allocated for parkland acquisition or improvement of existing parks. If the alternative rate reserves from the Downtown Study area were directed solely to land acquisition, with current land values estimated to be up to \$30-60 million an acre throughout the Downtown, the \$37 million may only purchase one acre of land in a lower demand area of the Downtown, at best. If combined with all of the TEY District land acquisition reserves, the combined \$66 million may purchase a site closer to where development is quickly occurring and property values are at a premium.

There is increasing pressure to accommodate a number of, often competing, users and uses in parks with a limited amount of space and resources. For example, the recent condominium consultation raised the significant challenge of accommodating dogs use of parks in the Downtown. Parks, Forestry & Recreation Division, through its Council-adopted Service Plans, is focusing on a system-wide approach to providing amenities and activities in parks. Balancing the needs of all users in providing equitable access, as well as managing expectations, is a challenging reality.



Street trees in the Downtown

STREET TREES

As the Downtown intensifies, the demand for space in the right-of-way makes it challenging to maintain and improve street tree canopy growth and health. Ten years ago it was not possible to plant trees along most of our main street sidewalks due to conflicts with utilities. Trees struggled to stay alive and were removed and replaced every 5 to 7 years on average. New, and improved tree planting conditions have been designed to provide sufficient soil volume allowing a tree to grow to measure 30 to 40 cm in diameter and extend its lifespan to as many as 50 years. Today the majority of new developments include planting trees along the public sidewalk fronting their property.

The recently amended Toronto Green Standards, which sets environmental performance targets for new development including, quantity of trees and amount associated root habitat, has been a catalyst for advancing tree planting in hard surfaces and ultimately increasing canopy cover in areas that were once void of trees.

Trees have, through the collective efforts of all stakeholders of the City's rights-of-way, achieved the status of a utility. They are considered an integral part of the City's infrastructure. Planting trees and their soil volume requirements is now integrated with the installation and repair of utilities.

MOVING FORWARD

The Parks, Forestry and Recreation Division is exploring new approaches to the design, management, maintenance and acquisitions to the network of parks and urban forest through the Division's three Service Plans. Some of the new approaches being considered by Parks, Forestry & Recreation can be piloted in the Downtown.

As intensification continues, a comprehensive look at the long-term prospects for increasing the availability and improving the conditions of parks Downtown is occurring. The Service Plans' focus on improving the quality and resilience of the parks will be applied in the downtown parks. However, with the growth that has and will likely continue to occur, acquisition continues to be a priority in many areas of the Downtown.

With limited opportunities to purchase or acquire parkland, new opportunities to expand the park system through existing city-owned land can be explored. It is important to keep in mind that opinions, perceptions and demands change over time. New opportunities may include closing sections of roads and converting to parks and recreation spaces, or investigating the opportunity to use the land under the elevated road network of the Gardiner Expressway and converting it to active recreation space similar to Underpass Park. Closing or converting roads for pedestrians and green space uses has been successfully implemented in Toronto and other cities around the world.

The high density of the downtown living environment for current and future residents requires that we look at how to improve and enhance the parks and recreation facilities that are fundamental to healthy, liveable and complete communities.

The challenges of the Official Plan parkland policies present in the Downtown need to be reviewed and examined to ensure all new parkland in the Downtown is functionally, fiscally and environmentally sustainable for future generations.

COMMUNITY SERVICES AND FACILITIES

A Downtown is home to a broad range of community facilities that serve residents from across the City and the GTA, including the various neighbourhoods within the Downtown. Good public transit access draws community and social service agencies to locate within the Downtown. A number of agencies provide services that are regional and citywide in nature and do not focus on serving the growing local residential population that now calls the Downtown home. Agencies that focus on serving the local community, such as community and recreation centres, libraries and childcare centres have a history of offering a range of community-based services. The service system and the facilities that they are located in within the Downtown are complex. At the same time the needs and demand for programs and services have grown.

This overview will focus on the local community services and facilities (CS&F) that are supported by the City. Future outreach and coordination with other agencies such as the school boards and other local multi-service providers would be advisable in order to complete the understanding of the current state of community facilities in the Downtown.

Parks, Forestry and Recreation (PF&R) operates a number of recreation centres Downtown. As with community facilities operated by non-profit groups, these facilities have also been challenged by the pace and magnitude of growth and addressing the multi-service needs of the population they serve, including offering both recreational as well as social and health related programs. The City-run and agency-operated centres often play a role as the first point of contact for information and referral to other services in the communities that they serve.

As Downtown has grown, some new City supported facilities have been built. As with parks, the most successful efforts have been in 'master plan' settings such as Harbourfront, Regent Park, the Railway Lands and West Donlands.

The vast majority of new housing is in the form of condominium towers which include shared amenity space in the form of meeting rooms and fitness facilities. In such a dense setting, some may question the need for community-based facilities. While the private facilities in individual condominiums might complement community facilities, they are not a substitute for effectively addressing "community programming" needs.



Yoga Class



Child learning to swim with instructor

Private amenity space in individual condominium buildings cannot fully meet community programming needs owing to issues of:

- Accessibility – the space is accessible only to residents of that one building, meaning it is difficult to meet a threshold of attendance for community programs;
- Affordability – any services offered in such private space, such as yoga classes, are offered privately and costs may be prohibitive, particularly given enrolment thresholds;
- Availability – to develop awareness and ensure a threshold of service delivery there must be certainty around program offerings; in private settings there may be issues of inclusion / exclusion and there is no guarantee of availability over a period of time as these facilities may be closed for any number of reasons; and
- Integration – condominium residents are part of their neighbourhood and should have the opportunity to participate in this larger outside community by using ‘public’ facilities. Not only does this help meet their social services and recreational needs, but it also fosters a sense of community and connectivity.

The theme that recurs throughout the discussion of infrastructure improvements Downtown is one of success through master planning exercises for large areas, especially new communities in brownfields, and the challenges of keeping pace with demands in infill settings.

The most significant challenge is securing and acquiring suitable sites for community facilities, recognizing the rising property values, size of the facility itself and securing locations in proximity to areas of growth.

Some neighbourhoods Downtown are thinly serviced by programs, even where facilities may be present as they do not serve the needs for growth. The magnitude and pace of growth suggests that the community sector might undertake a comprehensive review of its facilities, programs and the people they serve to ensure the needs of the emerging population are being met. That should include looking at the coordination of service delivery with input from the City Divisions that offer programs and services, and which have facilities Downtown. Further review should also look at the impact that growth has had on smaller community agencies that may need to relocate as a result of increasing rents and/or physical redevelopment of the existing location.

Ultimately the CS & F needs of the Downtown residents and workers should improve over time. Plans need to be in place to ensure that this is achieved so that residents can participate and engage in complete communities.

MOVING FORWARD

The liveability and quality of life for communities in the Downtown is inextricably linked to their access to community services and facilities. As noted in the above profile of City-led services, while some new facilities have been built and others are being planned for, there is a need to review and revisit the system as a whole. A review could look for synergies and new opportunities to enhance service coordination, improve the quality of existing facilities and plan comprehensively for future growth. This work would build on the existing initiatives and bring together the partner divisions to explore this challenge collectively in support of:

- Examining as one integrated network, the levels of service among City recreation facilities and other community-based facilities;
- Assessing the ability of Toronto Public Libraries to meet the ever changing needs of the growing population Downtown;



Children playing floor hockey



Toronto Reference Library

- Evaluating the potential for all of these facilities to foster community building across individual condominium buildings; and



Community board

- Review the network of childcare facilities serving Downtown residents as well as assessing the need for workplace childcare services as new office towers have been built and additional projects are on the horizon.



Daycare class

WATER / WASTEWATER

Toronto's water and wastewater systems are "hidden" but vital elements of the City's infrastructure. Water and wastewater systems are defined by two main elements:

- Watermains that deliver drinking water to the public; and
- Sewers that drain sanitary sewage in a sanitary sewer and drain stormwater runoff in a storm sewer, sometimes both together in a combined sewer.

Downtown growth has been accommodated in the past in part through "capacity" that was freed up as a result of the deindustrialization of the Downtown. Significant efforts are underway around long-term planning for major infrastructure improvements for master-planned communities along the City's waterfront. The East Bayfront, West Don Lands, Lower Don Lands and the Port Lands' Environmental Assessments have set the groundwork for the next stage of studies that will identify network enhancements required to accommodate future growth in these regeneration areas.

The pace and magnitude of recent infill growth in Downtown has placed increased pressure on the water and wastewater infrastructure. Proposed developments are exceeding what the current planning framework envisioned.

While the City has been successful in aligning infrastructure and growth in master-planned areas, there is no comparable framework for dealing with infill developments in Downtown that may overburden water and wastewater capacities.

WATERMAINS

To accommodate new development, it is incumbent on the developer to pay for any necessary improvements to the watermain to support its development. While water consumption rates have gone down due to conservation, the volume of development activity Downtown in adjacent areas suggests the need for an assessment of watermain capacity.

Initiatives underway to plan and improve City watermain include:

- The Pressure District 1 and 2 Hydraulic Study, which will update the existing hydraulic model through recalibration and validation, involving considerable field testing.
- The Joint Optimization Study with York Region, which covers the entire City and is focused on transmission mains.



Sanitary Trunk Sewer
Bypass Tunnel



Toronto sewer

SEWERS

Downtown is serviced by the High-Level, Mid-Level and Low-Level major trunk sewers aligned west to east which drain sanitary sewage and some stormwater to the Ashbridges Bay Wastewater Treatment Plant. Local sewers that drain to the trunk sewers and storm sewers drain directly to Toronto Harbour.

Initiatives to plan and improve the sewer system include:

- Water efficiency measures and combined sewer separation projects have helped to maintain sewer flows, notwithstanding the increase in development activity;
- Waterfront Sanitary Servicing Master Plan (WSSMP) completed in 2012 is a plan for infrastructure that will support development along the waterfront to the year 2031; and
- Toronto Water is having its model for combined sewers updated, and once complete will be able to confirm existing sewer performance to the local sewer level and provide additional information for which Toronto Water can plan for future growth. City Planning will provide population growth scenarios for drainage areas to facilitate planning for wastewater infrastructure. The model will be able to assess the impacts of population growth scenarios on the capacities of the sewer systems and identify requirements for upgrades where necessary.



Water pipes ready for installation

STORMWATER MANAGEMENT

Stormwater runoff can be affected by climate change and cause adverse impacts such as flooding. Intense rain events of the past few years have demonstrated that a storm that had been anticipated to occur once every 100 years; happens more frequently and can overwhelm the capacity of the sewers.

Development Downtown must adhere to the Wet Weather Flow Management Policy and Guidelines to reduce the adverse effects of stormwater runoff (e.g. wet weather flows) using appropriate stormwater management techniques and controls.

The Guidelines are being reviewed to ensure they provide adequate guidance to new development in adapting to climate change. Additionally, an environmental assessment has been completed for the Don River and Central Waterfront Project, which is designed to provide underground infrastructure to capture combined sewer overflows and treat them before they discharge to the harbour. Implementation of this plan is partially funded within Toronto Water's approved 2014 capital budget and 2015-2023 capital plan.



R. C. Harris Water Treatment Plant

MOVING FORWARD









Funds are budgeted for projects to cover the capital needs for state-of-good repair of water and wastewater systems involving local sewers and watermains. These projects can be expanded to accommodate development when it is known. However there may also be a need to improve associated major infrastructure that requires significant lead-time for planning and implementation. As with other major infrastructure, especially underground infrastructure, there is 'sticker shock' when it comes to budgeting for such improvements.

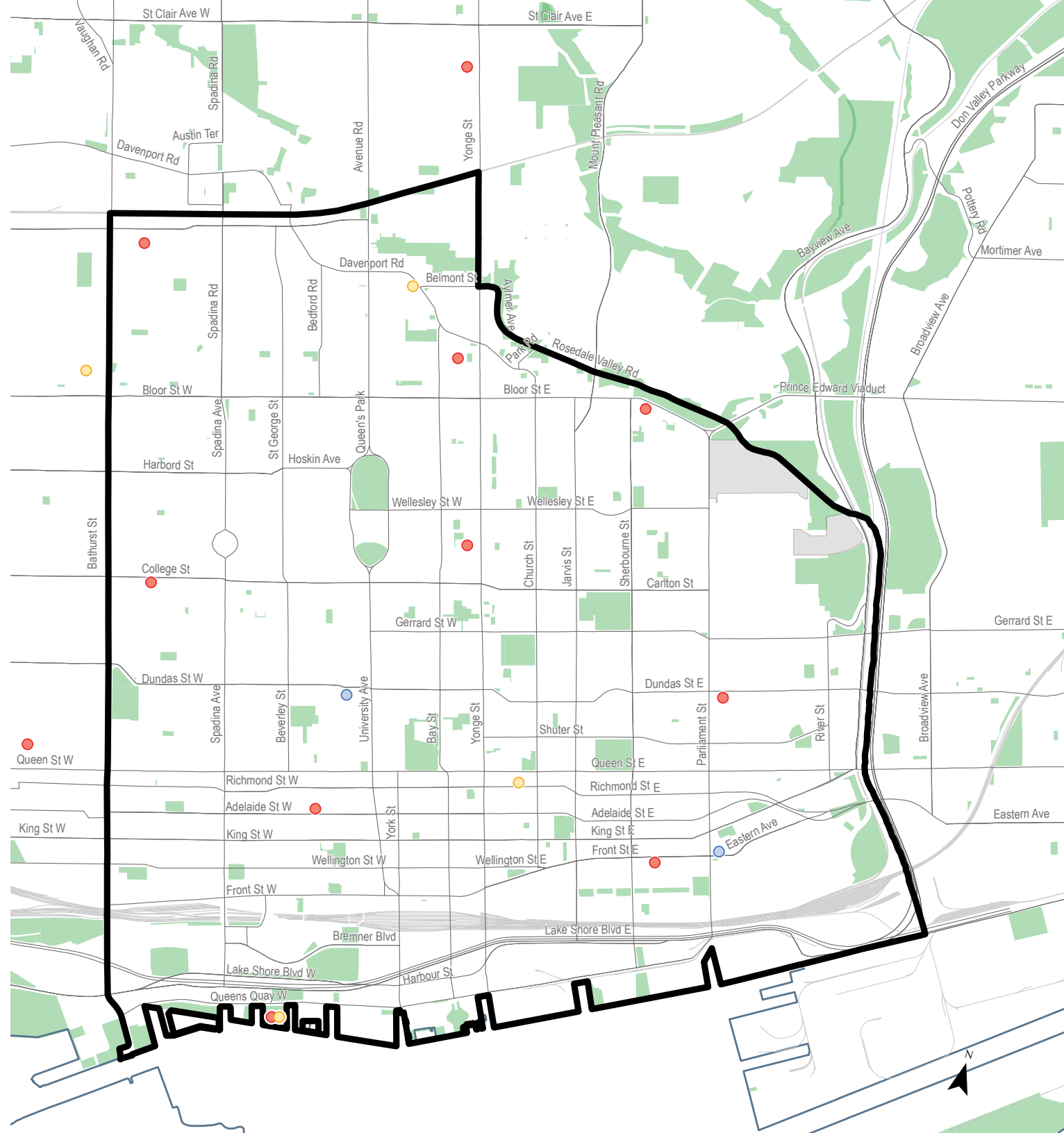
Planning for water and wastewater systems in the Downtown area is underway. The focus is on determining how growth will impact infrastructure and what upgrades would be needed to support further growth with an emphasis on infill developments. Information from the Pressure District 1 and 2 Hydraulic Study and model for combined sewers, will inform these planning efforts.

Map 13

EMERGENCY SERVICES

Legend

-  **Study Area**
-  **EMS (3 Within Study Area)**
-  **Fire (9 Within Study Area)**
-  **Police (2 Within Study Area)**
-  **Park & Green Space**
-  **Cemetery**
-  **Major Road**
-  **Railway**



Source: City Planning

FIRE AND EMERGENCY MEDICAL SERVICES

The delivery of emergency services Downtown is increasingly a challenge as pressures from growth in all dimensions affect the ability to respond to emergencies within established time frames. Fire Services and Emergency Medical Services (EMS) are affected not only by the amount of population growth Downtown, but also by economic growth and the development of commercial space, and the attractiveness of Downtown as a tourism destination. These latter features lead to traffic congestion that can significantly affect response times. Increasingly, Fire and EMS services are concerned with the scale of development Downtown, notably building height, affecting response time. Response time in a dense urban environment can no longer be measured from the station to the site, but must also take into consideration the time it takes to get to the location where the emergency is within a high-rise building or a large occupancy structure such as a shopping mall. Map 13 shows Emergency Services locations.

Another aspect of Downtown growth, that has implications for EMS in particular, is the increase in population groups that might be “at risk” such as the elderly. As noted earlier, older residents, those over 70 years of age, continue to increase at much the same pace as the population overall. The fact that those who might be seen as a somewhat more vulnerable population group are living in a high-rise setting poses concerns for EMS and Toronto Fire.

An area of concern for EMS is the increasing economic polarization which is identified with compromised baseline health status, fragmented support systems and a reliance on EMS, particularly for those who do not have a family physician.

Additionally, mixed-use development can pose challenges for response times. For example, it can be difficult to identify the exact location of a call when an emergency occurs in the underground PATH system. Moreover, there have been concerns about effective radio communications within the PATH system.

As with other infrastructure, planning for enhanced service arising from growth and development has been more easily accommodated in the context of master planning initiatives. For example, a Fire and EMS joint station was built on Queens Quay to deal with the development that was foreseen at the time in Harbourfront and the Railway Lands. More recently, the seasonal station at the CNE grounds has been upgraded to full service and can respond to calls in the western part of Downtown. The current 10-year capital plan for EMS calls for the construction of a multi-function station in the Port Lands.



Toronto Fire Truck

MOVING FORWARD

While a number of initiatives are underway to address the pressures that Downtown intensification, and indeed growth city-wide, presents for these services, other options could be pursued to improve accessibility and response times. Some current and planned enhancements include:

- Fire Services may need to consider dynamic staging (e.g. positioning emergency vehicles in strategic locations) in the future given increasing congestion on Downtown streets, noting that some streets no longer experience “off peak” conditions;
- Business Intelligence software is being explored by Fire Services in order to extract data from their computer-aided dispatch system. This would be a precursor to implementation of dynamically staging equipment along with GPS monitoring of trucks;
- Intelligent transportation systems would permit Fire and EMS to pre-empt traffic signals when responding to emergencies;
- PATHCOM, an advanced communication technology, has been jointly developed by Toronto EMS, Toronto Fire, Toronto Police Services, and the underground PATH network to address radio communication challenges;
- Over the next three years, Toronto EMS anticipates hiring 56 paramedics per year, city-wide, in order to align staffing with the projected population increase and call demand;¹¹
- Acquiring more advanced equipment – Fire Services may need to look into new equipment that can deliver water at a higher pressure rate to deal with the incidents in high-rises; and
- “Storefront Stations” incorporated into major mixed-use developments might enhance both Fire and EMS services and improve response times to localized emergencies, for example in a place like the Eaton Centre. A city initiative to introduce a form of municipal numbering system for below-grade retail could go a long way to improving emergency response times.

As with many aspects of the infrastructure required to service high growth areas, capital improvements are insufficient to deliver an adequate and secure level of service. While the City’s capital budget process and Development Charges By-law provide avenues for securing capital funds for new stations, operating costs are critical and adequate funding for equipment and staff must also be planned for. Innovative strategies to deal with growth and response times will likely require not only capital expenditures but could also have an impact on operating budgets. As the City continues to intensify, it is important to ensure a consistent level of service.

¹¹ POMAX, A Service and Organizational Study of Toronto’s Emergency Medical Services and Fire Services: Service Efficiency Review, June 2013

HYDRO

Like sewers and water, electricity supply is something that many took for granted until fairly recently. However, the blackouts of 2003 and 2013, along with the 2014 ice storm, have shone a light on the critical importance of power supply to the core of the City. Planning for hydro services is very complex and regulated by the Ontario Energy Board. While Toronto Hydro must deliver service to new customers, planning for this delivery in a dense, complex environment can be a challenge and the pace of growth over the past few years has placed pressure on parts of the distribution system.

New customers pay to connect to the grid, but service capacity must be available. Planning for overall growth in electrical demand is critical. Planning for new stations requires a minimum of 10 years lead time, based on econometric modeling that looks out 25 years into the future. While long-term planning has brought forward some major initiatives for Toronto Hydro, the pace of growth has created pressure to make timely connections to new major developments.

Current plans to improve reliability and enhance the supply of power to Downtown include, amongst other things:

- Copeland Transformer Station is currently under construction at Rees Street and Bremner Boulevard. This is the first new transformer station built Downtown in a generation. Planning for this station goes back 20 years when it became clear that development activity in the Railway Lands and Harbourfront areas would necessitate improved service. Reflecting the challenge of introducing a new transformer facility in the Downtown, and especially on a heritage site, the entire station will be built below grade at a cost of \$200 million. Recognizing that growth is not about to abate, the civil engineering of the underground facility has been built to accommodate a second phase of transformer capacity;
- The high voltage transmission line from Leaside to Midtown Toronto is being upgraded;
- Hydro infrastructure along Queens Quay is being upgraded and some servicing being placed underground in conjunction with Waterfront Toronto; and
- While conservation measures have provided some breathing room, there is a need to improve the reliability and capacity of the network servicing Downtown. Toronto Hydro is working with Hydro One on a Central Toronto Integrated Resource Plan which will improve service reliability in the event of major service disruptions.

MOVING FORWARD

There are limited opportunities to introduce alternative energy solutions Downtown, and when they can be implemented they cannot come anywhere near to adding the capacity required to service new development. Conservation and demand management initiatives are being pursued with vigour and have provided some breathing room. However, as overall demand continues to increase, planning may have to be advanced for Phase II of the Copeland Station service. This is something that Toronto Hydro is prepared to do as the picture of demand from new development arises from the Official Plan Review and a Downtown growth management and infrastructure study.



Copeland Transformer Station at Bremner Boulevard and Rees Street



TRENDS
ISSUES
INTENSIFICATION
DOWNTOWN
TORONTO

CHAPTER 4 **CONCLUSION**

CONCLUSION

The policy framework of encouraging residential intensification Downtown has been incredibly successful. Since 1976 the population has doubled. The number of jobs has also increased with the development of commercial office projects and investment in hospitals, colleges and universities. Accessibility to these jobs for workers throughout the economic region has been increased, largely through improvements to the GO Transit system. Most notably, accessibility has been increased through proximity: people are attracted to live Downtown because they work Downtown. The City and other levels of government have made significant public investments to upgrade infrastructure in support of growth. For example, the downtown network of parks and open spaces, recreation and community services has been improved and expanded.

Continued development Downtown can only benefit the City and the broader region as residential intensification over the past ten years has attracted economic growth and new commercial office towers. However, the pace and volume of development has been outpacing the City's ability to deliver the quality of infrastructure and services that has drawn residents to the core in the first place. Concerns about increasing heights, densities and demand on city services have been raised by residents and by those responsible for municipal and community services. It is increasingly difficult to add to the parks system and it is increasingly difficult to move around Downtown; by transit, on foot and by bicycle. Moreover, network services are already experiencing constraints, with concerns about the financing of major environmental reviews and the implementation of recommendations. Notably, Fire and Emergency Medical Services are increasingly challenged to respond to calls across Downtown.

The success of the City's policies of promoting higher density, mixed use development is most clearly seen and admired in the Downtown. However, high-density development carries an even greater civic responsibility to ensure that high quality design standards along with the right type of infrastructure are put in place. In particular, there is the need to create a much friendlier environment for pedestrians and cyclists to fully reap the benefits of the intense interaction patterns that the Downtown generates and, in doing so, to further increase the attractiveness of this unique area of the City. Promoting the active transportation (walking and cycling) agenda will require a refocusing of the City's priorities about the way the downtown street system is used.

The challenge is not simply to accommodate growth but to do it in a way that builds:

- **A prosperous and equitable downtown.**
- **A safe and attractive downtown.**
- **An inviting and sustainable downtown.**



Toronto skyline at twilight

An integrated growth management and infrastructure strategy could provide a review of the planning framework, and set the direction for managing future development. The strategy could include an assessment of the City's ability to plan and finance the important infrastructure requirements identified earlier. Such an integrated strategy could lead to recommendations and actions to:

- **Bring clarity to the long-term planning objectives for Downtown, particularly those in the City's control such as the use of the Downtown street system and the development of its parks and open space system;**
- **Address specific issues related to conformity with the Growth Plan and other Provincial planning objectives;**
- **Introduce strategies that better pace and calibrate growth with infrastructure renewal and enhancement;**
- **Address infrastructure service gaps;**
- **Examine options for funding; and**
- **Build a supportive infrastructure for the long-term health of Downtown as an attractive place to live, work, learn and play.**



TRENDS
ISSUES
INTENSIFICATION
DOWNTOWN
TORONTO

CHAPTER 5 APPENDICES

PROVINCIAL LEGISLATION

Planning Act, R.S.O. 1990
Provincial Policy Statement, 2014
The Growth Plan for the Greater Golden Horseshoe, 2013
Ontario Heritage Act, R.S.O. 1990 (amended 2009)
Environmental Protection Act, R.S.O. 1990

MUNICIPAL LEGISLATION

City of Toronto Zoning By-law 569-2013 & Zoning By-law 438-86
City of Toronto Municipal Code
City of Toronto Official Plan (consolidated 2010)
Toronto Green Standard V2.0 (2014)

SECONDARY PLANS (DOWNTOWN)	
King-Parliament	
King-Spadina	
Railway Lands - East	
Railway Lands - Central	
Railway Lands - West	
University of Toronto	
Regent Park	
Central Waterfront	

SITE AND AREA SPECIFIC POLICIES (DOWNTOWN)
#96 - 30 Gloucester Street
#151 - South of Carlton Street and North of Gerrard Street East Between Yonge and Jarvis Streets
#152 - 1 - 9 Sultan Street, and 11 St Thomas Street, and 76-86 Charles Street West
#155 - Church Street Between Alexander Street and Gloucester Street
#157 - 571 Jarvis Street
#158 - 7 to 33 Belmont Street (inclusive) and 10, 20, 30 Roden Place
#159 - 90 Harbour Street
#160 - 99 Maitland Street
#164 - 6 to 14 St. Joseph Street, 6 to 14 Irwin Avenue, 7 to 19 Irwin Avenue
#166 - Southeast Corner of College Street and University Avenue
#167 - 95 Wellington Street West and 70 York Street
#168 - 354 and 404 Jarvis Street
#169 - 21 Park Road
#171 - 275 Bleeker Street and 200 Wellesley Street East
#174 - Yonge Street Between Queen Street and North of Gerrard Street
#175 - 169 Gerrard Street East
#177 - 207 and 211 Queens Quay West
#179 - 15 Larch Street and 76 Grange Avenue
#181 - Harbourfront
#182 - Harbourfront
#183 - 225 Queens Quay West
#184 - 318 Queens Quay West
#185 - Bathurst Quay
#186 - 4 Bathurst Street
#187 - 585 - 659 Queens Quay West and 4, 5 and 10 Bathurst Street
#188 - 11 Stadium Road
#189 - 5 Bathurst Street and 585-627 Queens Quay West

SITE AND AREA SPECIFIC POLICIES (DOWNTOWN) CONT.

#191 - 56 Queen Street East, 106 King Street East and 330 University Avenue
#193 - 637 Lakeshore Boulevard West
#197 - Kensington Market
#198 - Portions of the Area Bounded by Bloor Street West, Avenue Road, Davenport Road and Spadina Road
#199 - West Side of Avenue Road Between Pears Avenue and Dupont Street and 2-26 and 1-51 Baldwin Street and 164-170 McCaul Street
#200 - 283 and 285 Spadina Avenue, and 393-479, and 396-484 Dundas Street West
#201 - 149-155 Dundas Street West, 255 McCaul Street, 18 Orde Street and 2-60 Murray Street
#202 - Lands Bounded by College Street, Simcoe Street, Queen Street West and Spadina Avenue
#209 - Lands Bounded by Avenue Road, Marlborough Avenue, Yonge Street and the Canadian Pacific Railway
#210 - 835-931 Yonge Street
#211 - Bloor Yorkville/North Midtown Area
#214 - 102-108 Shuter and 224-228 George Street
#217 - Lands bounded by Yonge, Front, Bay and Wellington Streets
#223 - 317 Dundas Street West and 100 McCaul Street
#224 - Lands Bounded by Yonge Street, Queen Street West, Bay Street and Adelaide Street West
#225 - Lands North and South of Bloor Street Between Park Road and Avenue Road
#239 - 412 Jarvis Street
#256 - 1 Davenport Road
#258 - 47-51 River Street
#265 - Certain Lands on the South side of Bremner Boulevard, East of Rees Street; Certain Lands at 6 and 10 Trinity Square
#318 - 51 Grosvenor Street
#319 - 76 and 100 Davenport Road
#334 - Bloor Street West, between Avenue Road and Bathurst Street
#349 - 15 Huntley Street
#350 - 15, 17, 17R, 19, 21 and 27 Beverley Street
#382 - North Downtown Yonge

URBAN DESIGN GUIDELINES

City-Wide:

Tall Buildings Design Guidelines
 Avenues and Mid-rise Buildings Study - Performance Measures
 Streetscape Manual
 Infill Townhouses
 Greening Surface Parking Lots

District Specific:

532-570 Bay St at Dundas
 Bloor-Yorkville/North Midtown
 Bloor Corridor Vision Study: Avenue Rd to Bathurst St
 Downtown Tall Buildings: Vision and Supplementary Design Guidelines
 King-Parliament
 King-Spadina
 North Downtown Yonge
 Queen West, Baldwin Village and the Grange
 Queen-University/Canada Life
 Railway Lands West/Central
 26 Shuter Street
 St. Lawrence Neighbourhood
 Toronto General Hospital
 University of Toronto (Main Campus)
 1 Yonge Street
 1320 Yonge Street
 #187 - 585 - 659 Queens Quay West and 4, 5 and 10 Bathurst Street
 #188 - 11 Stadium Road
 #189 - 5 Bathurst Street and 585-627 Queens Quay West

URBAN DESIGN GUIDELINES CONT'D

Other:

Bicycle Parking Facilities

Bird-Friendly Development

Percent for Public Art Guidelines

Accessibility Guidelines

Heritage Conservation Districts

HERITAGE CONSERVATION DISTRICTS (DOWNTOWN)
Cabbagetown (Metcalfe, North, Northwest, South)
Draper Street
East Annex
Harbord Village (Phase I & II)
Queen Street West
Union Station
Yorkville-Hazelton

CURRENT HCD STUDIES (DOWNTOWN)
Garden District
Historic Yonge Street
King-Spadina
St. Lawrence

HCDs AUTHORIZED FOR STUDIES (DOWNTOWN)
Annex (Madison Avenue) Heritage Conservation District
St. Lawrence Area Phase I Heritage Conservation District

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10	Development in the Railway lands	http://johnzeus.com/tag/toronto-condo-development/
14	King Street 504 Streetcar	http://d3img3do1wj44f.cloudfront.net/wp-content/uploads/2013/06/King-Streetcar-556x371.jpg
15	Cabbagetown Neighbourhood	http://upload.wikimedia.org/wikipedia/commons/8/83/Houses_in_Cabbagetown_Toronto.jpg
20	Millennials in front of Berczy Park fountain	City of Toronto – Digital Asset Library
20	Millennials	http://ncfacanada.org/wp-content/uploads/2013/12/Millennials.jpg
21	Children playing in the park	City of Toronto – Digital Asset Library
22	Elderly lady stretching in park	City of Toronto – Digital Asset Library
24	St. Jamestown	http://movein.to/wp-content/uploads/2009/04/bball.jpg
26	Man walking by Toronto Stock Exchange ticker	http://wpmedia.business.financialpost.com/2013/08/toronto-stocks.jpg?w=620
28	MaRS Discovery Centre on College Street	City of Toronto – Digital Asset Library
30	Aerial view of the Financial District	City of Toronto – Digital Asset Library
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34	Little boy riding a tricycle	City of Toronto – Digital Asset Library
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56	The Empress Hotel renamed the Edison Hotel in 1947. Functioned as a hotel and music venue in 50's, 60's and 70's	http://4.bp.blogspot.com/-kDhssSeSxCw/TcB1nFolbcl/AAAAAADAM/jxHZ4rvajhl/s1600/Screen%2Bshot%2B2011-04-10%2Bat%2B11.57.15%2BAM.png

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56	The Empress Hotel after serious fire damage. Photo circa January 2011	Photo courtesy of Toronto Heritage Preservation Services staff.
56	The site of the Empress Hotel. Heritage building had to be demolished after building severely damaged after a fire. Photo circa December 2011	http://upload.wikimedia.org/wikipedia/commons/8/8d/Empress_Hotel_building_site_at_Yonge_and_Gould_after_fire.jpg
59	Pedestrian Scramble at Yonge Street and Dundas Street West	http://www.blogto.com/upload/2008/08/20080828_Scramble1.jpg
60	Harbourfront neighbourhood	City of Toronto – Digital Asset Library
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66	Shops and patios on sidewalk in Kensington Market	Photo courtesy of City Planning, Urban Design staff.
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95	Copeland Transformer Station at Bremner Boulevard and Rees Street	http://www.torontohydro.com/sites/electricsystem/powerup/copelandstation/Pages/CopelandPhotosandVideos.aspx
99	Toronto skyline at twilight	City of Toronto – Digital Asset Library
Back cover	Aerial City View	City of Toronto - Digital Asset Library

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TRENDS
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INTENSIFICATION

DOWNTOWN
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