



**STAFF REPORT  
ACTION REQUIRED**

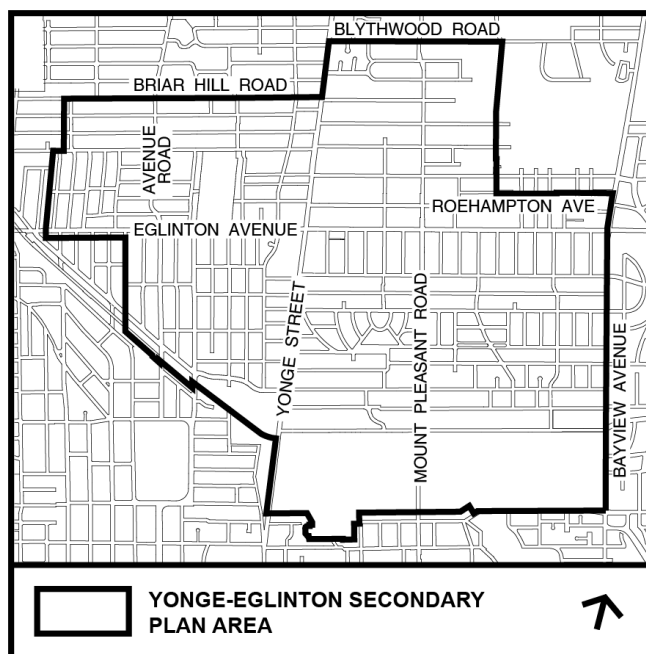
**Midtown in Focus: Growth, Built Form and Infrastructure Review - Status Report**

<b>Date:</b>	May 25, 2016
<b>To:</b>	Planning and Growth Management Committee
<b>From:</b>	Chief Planner and Executive Director, City Planning Division
<b>Wards:</b>	Wards 16, 22 and 25
<b>Reference Number:</b>	P:\2016\Cluster B\PLN\PGMC\PG16079

**SUMMARY**

This report provides an update on the findings and emerging directions of the City-initiated Midtown in Focus planning study in the Yonge-Eglinton Secondary Plan area. The current study, a Growth, Built Form and Infrastructure Review, is the second phase of Midtown in Focus, building on the success of the 2014 Midtown in Focus: Parks, Open Space and Streetscape Plan.

The Midtown in Focus: Growth, Built Form and Infrastructure Review is an inter-divisional initiative led by City Planning. The Review is a response to the rapid intensification and change underway in parts of the Yonge-Eglinton Secondary Plan area. The investment and activity in the area reflect the strengths of Midtown as a great place to live, work, learn, play and invest. The objective of the Review is to ensure that growth positively contributes to Midtown's continued livability and vitality by establishing a clear and up-to-date planning framework and ensuring that local transportation,



municipal servicing and community infrastructure keeps pace with development. City Council directed the Chief Planner to undertake the review and bring forward a report in 2016 on emerging directions.

The Growth, Built Form and Infrastructure Review will result in:

- Amendments to the Yonge-Eglinton Secondary Plan;
- Additions to the City's Heritage Register; and
- Identification of service gaps for local transportation, municipal servicing and community infrastructure to inform the review of development applications, capital planning and the development of implementation strategies.

The Review's findings, directions and identified priorities will enable the City to better link the assessment of infrastructure capacity, capital planning and development review in a manner that supports continued livability in Midtown.

The Review is aligned to Council's Strategic Plan and will contribute to the Long Term Fiscal Plan and its call for strategic investment in infrastructure to enhance city residents' quality of life.

The Review's initial Taking Stock phase is complete and included a number of community engagement activities. This report provides an update on a number of aspects of the Review, including an Area Profile and Analysis, Built Form, Cultural Heritage, Community Infrastructure, Infrastructure and Growth Tools and next steps.

The report also seeks City Council direction related to Draft Built Form Principles, community infrastructure priorities, the processing of development applications and recommendations to guide the next phase of work on Midtown in Focus. The Review's findings and emerging directions will continue to be refined as the study progresses with continued consultation with the community and land owners.

## **RECOMMENDATIONS**

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**The Chief Planner and Executive Director, City Planning Division recommends that City Council:**

1. Direct that rezoning applications in the Yonge-Eglinton Secondary Plan area be considered and reviewed in the context of the City Council directed Midtown in Focus: Growth, Built Form and Infrastructure Review;
2. Endorse in principle the Draft Built Form Principles (Attachment 3) and request the Chief Planner and Executive Director, City Planning Division, to direct staff to consider the Draft Built Form Principles in the review of development applications in the Yonge-Eglinton Secondary Plan area and continue to refine the principles in consultation with landowners and the community;

3. Endorse in principle the emerging community infrastructure priorities and request the Chief Planner and Executive Director, City Planning Division, to direct staff in consultation with other divisions and agencies to identify opportunities on city-owned lands for new community infrastructure and secure community infrastructure space, as appropriate, as part of the development application review process; and
4. Request the Chief Planner and Executive Director, City Planning Division, in consultation with other City Divisions, landowners and the community, to bring forward a Proposals Report no later than the first quarter of 2017 to the Planning and Growth Management Committee.

### **Financial Impact**

The recommendations in this report have no immediate financial impact. The next phase of the study will include the identification of community infrastructure, transportation infrastructure and municipal servicing priorities and will inform the development of strategies to address these priorities. City Divisions, Agencies, Boards and Corporations, including Children's Services, Parks, Forestry & Recreation, Toronto Public Library, Toronto Employment and Social Services, Social Development, Finance and Administration, Public Health, Toronto Water, Transportation Services and Toronto Transit Commission, will work together to identify financial impacts as priorities are further refined and as implementation strategies are developed.

Currently, there are no funds allocated for these works in the City-wide 10-year Capital Plan. Upon completion of the next phase of the study, future capital funding requirements will be identified and considered against other unfunded City priorities in concert with the development of a financing strategy that will include various City and non-City sources.

The Deputy City Manager & Chief Financial Officer has reviewed this report and agree with the financial impact information.

### **DECISION HISTORY**

On February 23, 2009, City Council adopted amendments to the Official Plan (Official Plan Amendment 63) to reflect the conclusions of the focused review of the Yonge-Eglinton Centre. As part of the Yonge-Eglinton Centre Review, a comprehensive design first approach was taken with the southwest corner. The built form and land use planning recommendations for the southwest corner that were included in the Yonge-Eglinton Secondary Plan.

On July 21, 2012, City Council established the Midtown Planning Group to create a proactive and comprehensive strategy for planning initiatives in the Yonge-Eglinton area. The Midtown Planning Group consists of the three local councillors for Wards 16, 22 and

25, representatives of local residents associations and Business Improvement Areas, local citizens and City staff from North York and Toronto and East York Districts.

The motion establishing the Midtown Planning Group is available on the City's website at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG16.17>

In October 2012, the Midtown Planning Group met to discuss issues within the Yonge-Eglinton area and to identify planning priorities. In November 2012, the Midtown Planning Group confirmed that a public realm plan should be prepared to guide future redevelopment and civic/capital improvements.

In June 2014, City Council adopted amendments to the Official Plan (OPA 253) and Zoning By-law to implement the vision and objectives of the Eglinton Connects planning study:

(<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=0f8e86664ea71410VgnVCM10000071d60f89RCRD> ). The amendments included changes to the policy direction and zoning of some properties fronting onto Eglinton Avenue to the east and west of the Yonge-Eglinton Centre within the Yonge-Eglinton Secondary Plan area but did not address the Yonge-Eglinton Centre. As part of the Eglinton Connects study, a Municipal Class Environmental Assessment Study was also undertaken for the reconfiguration of Eglinton Avenue between Black Creek Drive and Brentcliffe Road.

At its meeting of August 2014, City Council adopted the July 8, 2014 report from the Chief Planner & Executive Director, City Planning Division, entitled Midtown in Focus – Parks, Open Space and Streetscape Plan for the Yonge-Eglinton Area (<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG35.21>).

City Council adopted Official Plan Amendment (OPA) 289 on June 12th, 2015 as part of the implementation of the Midtown in Focus: Parks, Open Space and Streetscape Plan (<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG4.2>).

The June 12th, 2015 Council decision requested, among other matters, that the Chief Planner and Executive Director, City Planning undertake further review of the Yonge-Eglinton Secondary Plan in consultation with other City Divisions, using a robust and high standard of public consultation and with a specific focus on:

- Growth analysis to quantify potential growth in the area;
- Built form issues;
- Clearer direction for growth areas, stable areas and the relationships between these areas; and
- The existing conditions of community and hard infrastructure and the identification of existing and anticipated shortfalls in services and infrastructure.

## **A. Study Overview**

### **Planning Act**

The *Planning Act* sets out the legislative framework for land use planning in Ontario. The Act outlines the responsibilities of planning authorities, including the City of Toronto, and provides tools to help create new parks, open space, community infrastructure and municipal servicing infrastructure for the additional residents and workers that growth brings.

Section 2 of the Act identifies matters of provincial interest and good planning including:

- The supply, efficient use and conservation of energy and water;
- The adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- The orderly development of safe and healthy communities;
- The adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- The appropriate location of growth and development; and
- The promotion of well-designed built form (subject to being proclaimed).

### **Provincial Policy Statement**

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. Key policy objectives include building strong healthy communities, wise use and management of resources, heritage conservation and protecting public health and safety.

The PPS identifies municipal Official Plans as the most important vehicle for implementation of the PPS and the objectives of comprehensive, integrated and long-term planning.

The PPS promotes compact, healthy, active communities. A key policy direction of the PPS for built-up areas is the promotion of opportunities for intensification and redevelopment where this can be accommodated taking into account the existing building stock and the availability of suitable existing or planned infrastructure and public service facilities. The PPS directs planning authorities to establish and implement phasing policies that enable the orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs.

### **Growth Plan for the Greater Golden Horseshoe**

The *Places to Grow Act* (2005) and Growth Plan for the Greater Golden Horseshoe (2006) provide a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation.

Key policies of the Growth Plan include:

- Coordinating infrastructure planning, land use planning, and infrastructure investment to support growth;
- Optimizing the use of existing and new infrastructure;
- Providing a diverse and compatible mix of land uses;
- Building compact, vibrant and complete communities; and
- Achieving an appropriate transition of built form to adjacent areas.

The Yonge-Eglinton Centre, comprising the central part of the Yonge-Eglinton Secondary Plan area, is one of five Urban Growth Centres in Toronto identified in the Growth Plan where intensification is directed and encouraged. The Growth Plan also identifies major transit station areas as a key focus for development to accommodate intensification.

The Growth Plan directs municipalities to develop Official Plan policies and other supporting documents to guide intensification, including density targets for urban growth centres where applicable. The Growth Plan includes minimum density targets (jobs and residents per hectare) for 2031 for the Urban Growth Centres. The Yonge-Eglinton

Centre exceeded the minimum density target of 400 jobs and residents per hectare prior to the Growth Plan coming into effect. In such a case, the Growth Plan identifies that the area's density when the Growth Plan came into effect is considered the minimum density target for the Centre. The density of the Yonge-Eglinton Centre in 2006 was 494 jobs and residents per hectare. The City's Official Plan confirms the 400 jobs and residents per hectare minimum target for the Centres.

### **Strategic Plan**

The City's Strategic Plan sets out City Council's vision and mission for the City and specific goals that guide the planning activities within the organization. The Plan includes 26 Strategic Actions for 2013 to 2018, including:

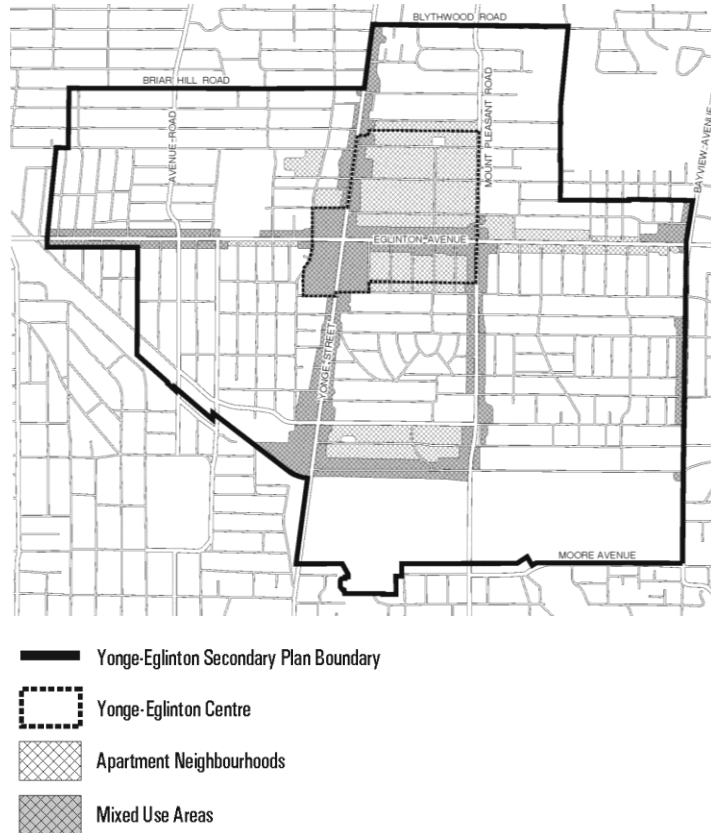
- Strategic Action #1 prioritizing the implementation of smart urban growth strategies that ensure growth positively contributes to Toronto as a place to live, work, play and invest;
- Strategic Action #5 to accelerate economic growth;
- Strategic Action #14 to enhance the City's capacity to inform, engage and consult the public; and
- Strategic Action #26 outlining the integrated City-wide approach to financing the city's growth. A central objective of this approach is ensuring City infrastructure requirements, social development and other City objectives are considered at the outset of growth initiatives.

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## Official Plan

The Official Plan is Council's policy document that sets out how the City will grow and change.

Part of the Yonge-Eglinton Secondary Plan area is identified as a Centre, an important component in the City's Urban Structure and consistent with the Growth Plan. The Secondary Plan area also includes lands identified as *Avenues* in the Urban Structure. The area has a variety of land use designations, including *Mixed Use Areas, Apartment Neighbourhoods* and *Neighbourhoods, Parks and Open Spaces, Natural Areas, and Other Open Space Areas*.



A key principle of the Official Plan is its emphasis on the need to enhance the amenity and livability of the City's growth areas. The Official Plan recognizes the importance and city-wide benefits of ensuring the *Yonge-Eglinton Centre* continues to develop as both an office centre and a desirable living area. Expanding and improving the pedestrian realm, creating new parks and open spaces and using streets, parks and open spaces as a framework to organize development are key objectives.

Each *Centre* in the Official Plan is required to have a Secondary Plan that will, among other things, provide a supportive environment for residential and employment growth, including new commercial office space and transit oriented development. The Secondary Plan will also delineate the boundaries of the growth centre, provide strategies for public realm, parkland and community infrastructure improvements to support population and employment growth, support the use of public transit and other transportation models (e.g. cycling and walking) and ensure that an appropriate transition is created between high growth areas and lower scale development, particularly Neighbourhoods. The Official Plan directs that the Secondary Plan for a Centre by accompanied by zoning that will establish minimum and maximum development densities and establish appropriate holding zones where it has been demonstrated that full development build-out is dependent on the construction and extension of major roads, transit or other services.

The Official Plan identifies Yonge Street north and south of Yonge-Eglinton Centre, Eglinton Avenue West, Mount Pleasant Road south of Eglinton and Bayview Avenue between Soudan and Davisville as *Avenues* within the Secondary Plan area. Intensification on the *Avenues* will create new housing and job opportunities while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents.

Policy 2.3.1.3 in the Healthy Neighbourhoods section of the Official Plan states that "intensification of lands adjacent to neighbourhoods will be carefully controlled so that neighbourhoods are protected from negative impact. Where significant intensification of land adjacent to a *Neighbourhood* or *Apartment Neighbourhood* is proposed, Council will determine, at the earliest point in the process, whether or not a Secondary Plan, area specific zoning by-law or area specific policy will be created in consultation with the local community following an Avenue Study, or area based study."

### **Yonge-Eglinton Secondary Plan**

The Yonge-Eglinton Secondary Plan applies to lands generally bounded by Briar Hill Avenue and Blythwood Road in the north, Latimer Avenue and Chaplin Crescent in the west, Mount Pleasant Cemetery to the south and Bayview Avenue in the east. The Secondary Plan area maintains the boundaries of the Part II Plan for Yonge-Eglinton established by the former City of Toronto in the 1970s and, notably for a Secondary Plan, includes both "growth areas" and extensive "stable areas". The policies of the Secondary Plan establish objectives in relation to land use, the nature and scale of development, transportation, urban form and public realm, community services, and parks and open spaces.

The Secondary Plan provides for the highest heights, densities and scale of development within Mixed-Use Areas A at the four quadrants of the intersection of Yonge Street and Eglinton Avenue.

It is the objective of the Secondary Plan to maintain the existing scale of development within stable Neighbourhoods and protect such areas from impacts including overshadowing from buildings located in abutting Mixed Use Areas.

The Secondary Plan also includes policies specific to the Yonge-Eglinton Centre established through OPA 116 in 2010. These policies were introduced to satisfy conformity requirements with the Growth Plan and include the following:

- Confirmation that the four quadrants of the Yonge-Eglinton intersection as the location of the highest heights and densities;
- The heights, densities and scale of development will decrease along Eglinton Avenue East with increasing distance from this intersection;
- Mid-rise building forms and heights along segments of Yonge Street and Mount Pleasant Road within the Centre; and
- The Centre's Apartment Neighbourhoods are largely built-up and considered to be physically stable.



## **Midtown in Focus: Parks, Open Space and Streetscape Plan**

The Midtown in Focus: Parks, Open Space and Streetscape Plan provides a vision for the Yonge-Eglinton public realm and the identification of a series of priority projects.

The Parks, Open Space and Streetscape Plan recognized that the study area has a distinct quality and character, consisting of a vibrant mixed use community with an open and green landscaped character. Focusing on the public realm as a fundamental contributor to quality of life in Midtown, the Plan provides a vision for the maintenance and enhancement of this character and identifies a number of goals, strategies and initiatives to achieve these objectives. The Plan also outlines five Place-Making Moves that, together with other streetscape improvements and the enhancement and expansion of parkland in the area, will form a thriving system of parks, open spaces and streets.

City Council adopted OPA 289 on June 12th, 2015 which amended the Yonge-Eglinton Secondary Plan as part of the implementation of the Midtown in Focus: Parks, Open Space and Streetscape Plan. The adopted amendments to the Secondary Plan includes direction for the Midtown Character Area in and around the Yonge-Eglinton Centre, including a vision for the public realm in the Midtown Character Area as well as specific objectives to guide City-initiated improvements and development in accordance with this vision.

OPA 289 has been appealed to the Ontario Municipal Board. Pre-hearings are scheduled for July 2016. As directed by City Council in 2014, City staff continue to use the vision, principles and priorities of the approved plan as a guide in the review of development applications and parkland acquisition.

### **B. Study Objectives**

The Yonge-Eglinton Secondary Plan area in Midtown Toronto, with its broad range of land uses, services and amenities and expanding transit infrastructure, plays an important role in the lives of tens of thousands of Torontonians who call the area home, work, attend school, access services, shop, dine and take part in the activity of one of Toronto's most dynamic communities.

Parts of Midtown are experiencing rapid growth and change, in particular lands within and adjacent to the Yonge-Eglinton Centre. The level of development and population growth has exceeded the City's projections made in the previous decade. The rate of new development and population growth, the intensity of high-density living and the cumulative impact of concurrent development projects risk surpassing the capacity of the area's infrastructure and diminishing livability. Without robust planning and built form policy direction and adequate infrastructure, continued significant intensification may alter the physical character and neighbourhood structure that has supported a successful community to date.

The concentration of investment and intensification presents opportunities that, planned for appropriately, can help to sustain a livable, complete community. The Midtown in Focus: Growth, Built Form and Infrastructure Review will complete a reset of Midtown's

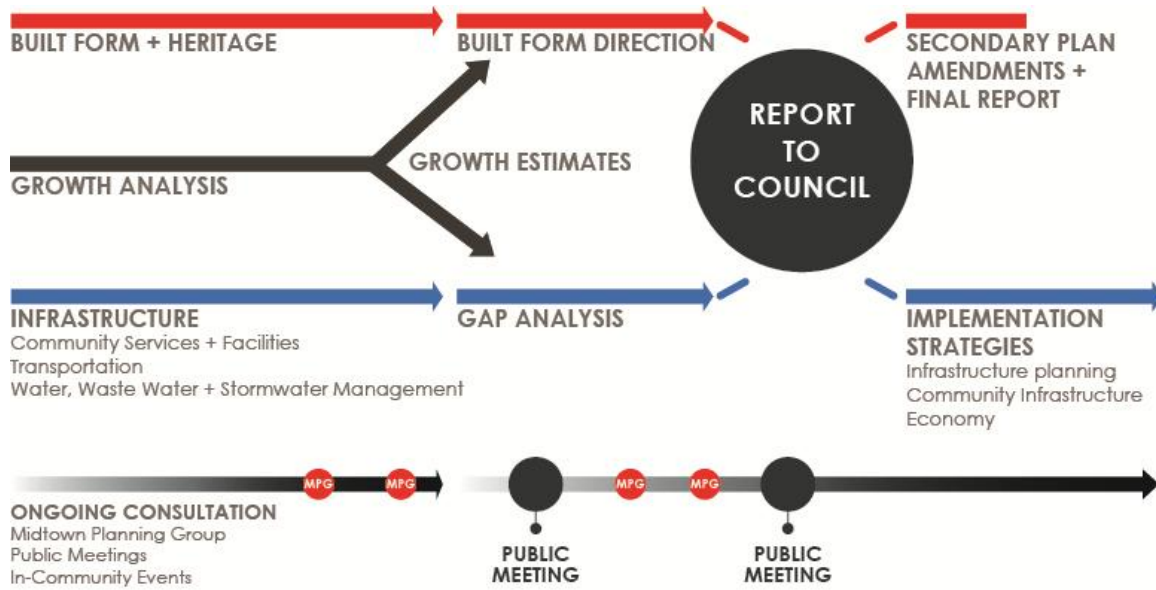
planning framework and identify the infrastructure priorities required to support the continued livability and vitality of Midtown. Comprehensive amendments to the Yonge-Eglinton Secondary Plan are proposed to be developed as a result of this Review.

The Review is focused on the areas of Midtown that are experiencing the most growth or have the potential to experience significant growth and addresses the full range of community building blocks to ensure a comprehensive vision for positive growth. These areas include lands within the Yonge-Eglinton Centre, *Mixed Use Areas*, *Apartment Neighbourhoods* and proximate lands.

### **C. Work Program and Schedule**

The current phase of the Midtown in Focus initiative builds on the 2014 Parks, Open Space and Streetscape Plan and includes the following activities:

- **Growth Analysis**, including development of near, medium and long term growth estimates to inform the infrastructure assessments.
- A **Built Form Study** to document area character and development trends, develop built form principles and a built form vision, undertake built form testing, visualize a future built form concept and identify policy directions to better guide the area's evolution.
- A **Cultural Heritage Resource Assessment** to document the area's archaeological and development history, identify 30+ properties of cultural heritage value or interest for listings and designations and identify additional recommendations for conservation and further study.
- A **Community Services and Facilities Assessment** to inventory existing services and facilities and assess needs and opportunities in the context of future growth and demographic change.
- A **Transportation and Municipal Servicing Assessment** to document the performance and capacity of existing transportation and municipal servicing infrastructure, evaluate priority areas and identify potential capital upgrades required to support continued growth in the Secondary Plan area.
- A **public realm study for the Davisville area** to complement the 2014 Parks, Open Space and Streetscape Plan for lands in and around the Yonge-Eglinton Centre.



City staff initiated a first stage of background analysis in support of the above activities in late 2015. This background analysis culminated in the publication of an Area Profile document

([http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/Home/Files/pdf/Y/YE%20profile\\_Jan25\\_AODA.pdf](http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/Home/Files/pdf/Y/YE%20profile_Jan25_AODA.pdf)).

In October and November 2015, the City retained consultant services to support technical work related to the Built Form Study, Cultural Heritage Resource Assessment and Community Services and Facilities Assessment. Consultants were also contracted to assist with the coordination of stakeholder engagement and communications activities for the overall study, underway since Fall 2015. A consultant team to undertake the Transportation and Municipal Servicing Assessment is anticipated to be retained shortly.

The Cultural Heritage Resource Assessment and Community Services and Facilities Assessment will conclude with final technical consultant reports in Summer 2016. The Built Form Study is anticipated to continue through the summer with a final vision anticipated in Fall 2016, following which consultation will be undertaken. Technical work on the Transportation and Municipal Servicing Assessment is anticipated to conclude in the first quarter of 2017.

These technical studies will inform the work of City staff as they consult further on the study's emerging directions, including those identified in this Status Report, and prepare proposed amendments to the Yonge-Eglinton Secondary Plan. City staff are targeting a Proposals Report in early 2017 to the Planning and Growth Management Committee that will include comprehensive recommendations and directions emerging from the Review. City staff will further consult with the community and landowners as part of the preparation of an Official Plan Amendment in 2017. In parallel, City staff will proceed, as may be required, with the development of infrastructure implementation strategies and other reports to Council, as may be required.

## **D. Aligned Initiatives**

The Midtown in Focus planning study and its emerging directions are aligned with a number of other recent and ongoing initiatives at both the local and city-wide scale. Key initiatives include:

- OPA 231, including the promotion of office space in areas served by rapid transit (2013);
- Eglinton Connects Study, which established a planning framework for lands fronting on Eglinton Avenue outside of the Yonge-Eglinton Centre (2014);
- Toronto District School Board Yonge-Eglinton Program Area Review, which addressed program and space pressures through the planning of new and expanded schools as well as grade and program reconfigurations (2016);
- Davisville Village Zoning Study (ongoing);
- Growing Up: Planning for Children in New Vertical Communities, examining how new multi-unit housing in high-density communities can better accommodate the needs of households with children and youth (ongoing);
- Parks and Recreation Facilities Master Plan (ongoing);
- Relief Line Assessment (ongoing);
- Metrolinx Yonge Relief Network Study (ongoing);
- SmartTrack / Regional Express Rail Assessment (ongoing);
- Ten-Year Cycling Network Plan (ongoing); and
- Basement Flooding Studies (ongoing).

## **E. Community Consultation**

The Midtown in Focus study is being undertaken with a robust consultation process. City staff have led a variety of consultation and engagement activities in order to document stakeholders' insights, confirm priorities and test emerging directions. The study's consultation activities have been coordinated with the input received in community consultation meetings and applicant discussions related to specific development applications. Attachment 1 identifies the consultation and engagement activities undertaken to April 2016.

Meeting participants have supported the comprehensive scope of this phase of Midtown in Focus and emphasised the importance of timely action and investment by the City and other parties. Attendees emphasized the need to link hard and soft infrastructure investments with development approvals and growth, and plan for cumulative impacts on quality of life in both the immediate term and long term.

The built form principles presented in this report, the character area structure and the definition of the future character of each area reflect the input from participants in focused workshops, the six PiPS and the online mapping platform. Participants valued the diversity of Midtown's subareas, the connections between areas, its walkability and the range of public spaces, building types, amenities and employment and housing opportunities.

Attendees requested greater detail regarding the area's long-term growth potential, economic development opportunities and planning tools to manage growth and infrastructure provision. Feedback received both at the public events and thereafter is documented in summaries published on the Yonge-Eglinton planning website.

City staff will continue to meet with the Midtown Planning Group on specific topics related to the technical studies and present these emerging directions for consultation at public meetings and other events in the Fall 2016. City staff will also continue to hold in-community events (e.g. Planners in Public Spaces) through the remainder of 2016 to increase engagement in the area with the study and planning issues in general.

## COMMENTS

### A. Area Profile and Analysis

#### Development Applications

Between January 2006 and April 2016, a total of 50 rezoning applications were submitted for review in the Yonge-Eglinton Secondary Plan area.

As of April 2016, there are 21 development applications under review in the Yonge-Eglinton Secondary Plan area, proposing 7,427 new residential units and 38,296 square metres of non-residential gross floor area. There are an additional 7,792 new residential units and 30,340 square metres of non-residential gross floor area approved and/or under construction. The majority of proposed and approved developments are located in the Yonge-Eglinton Centre.

#### New Development, Approved and Under Review (April 2016)

	Approved and/or Under Construction			Under Review		
	Non-Residential GFA	Residential Units	% of Total Units	Non-Residential GFA	Residential Units	% of Total Units
YE Centre	18,107	5,466	70%	24,503	5,806	78%
YE Secondary Plan Area Outside the Centre	12,233	2,326	30%	13,793	1,621	22%
<b>YE Secondary Plan Area</b>	<b>30,340</b>	<b>7,792</b>	<b>100%</b>	<b>38,296</b>	<b>7,427</b>	<b>100%</b>

#### Population

The Yonge-Eglinton Secondary Plan area is the largest Secondary Plan area in Toronto by population. It was home to 57,941 residents as of the 2011 census.

The demographic profile of the area's population reflects the diversity of its neighbourhoods, including a broad range of age groups, income groups and cultural

communities. Midtown is home to a prominent population of young adults. At the same time, the area has seen rapid growth in its populations of young children and seniors, relative to the city as a whole. Detailed information regarding the area's demographics is available in the Yonge-Eglinton Area Profile document.

The area's recent population increase is especially concentrated in the Yonge- Eglinton Centre, where the resident population grew by 73% between 1991 and 2001, adding over 7,000 new residents. The population in areas outside the Centre grew by 13% in that period, comparable to the city-wide rate of 15%.

The rapid pace of population growth in and around the Yonge-Eglinton Centre is expected to continue given the number of units going through the application review process. Once occupied, these units could potentially add approximately 13,000 to 16,000 new residents to the overall Yonge-Eglinton Secondary Plan area. If all the proposed units are approved and constructed, the population of the overall Yonge-Eglinton Secondary Plan area could potentially increase by approximately 24,000 to 29,000 new residents. The majority of the new residents in this scenario would reside in the Yonge-Eglinton Centre (17,000 to 21,000 potential new residents).

**Potential Near-Term Population Growth Estimate**

	Population			Potential Population Growth			Totals
	2001	2006	2011	Units Occupied Since 2011	New Units Approved and/or Under Const.	New Units Under Review	Near-Term Population Estimate
YE Centre	13,915	14,346	18,453	600 to 700	8,400 to 9,900	8,500 to 10,100	36,000 to 39,200
YE Secondary Plan Area Outside the Centre	37,187	37,798	39,488	800 to 1,000	3,600 to 4,300	2,600 to 2,900	46,500 to 47,700
<b>YE Secondary Plan Area</b>	<b>51,102</b>	<b>52,144</b>	<b>57,941</b>	<b>1,400 to 1,700</b>	<b>12,000 to 14,200</b>	<b>11,100 to 13,000</b>	<b>82,500 to 86,900</b>

The estimate above does not account for the appropriateness of some of the proposals currently under review or market absorption. The estimated scope of potential near-term growth and change does, however, make clear the critical need to manage growth, monitor and mitigate cumulative impacts, provide appropriate hard and soft infrastructure in a timely manner and plan for livability in the immediate term and beyond.

Longer-term population and employment projections to 2041 are being developed by City Planning for the overall city and will be integrated with area-specific analysis and direction resulting from the Midtown in Focus study.

## Employment

The Yonge-Eglinton area has long served as an important place of employment. With construction of the Eglinton Crosstown LRT and a young, skilled and growing local population residing within walking distance, Yonge-Eglinton is primed to retain and expand its role as an important employment hub.

The Yonge-Eglinton Secondary Plan area was home to 33,327 jobs in 2014, 2.4% of all jobs in the city. This share of city-wide employment has slipped slightly since 1991 (from 2.7%), though the 2011-2014 trend demonstrates faster growth in the Yonge-Eglinton Secondary Plan area.

### Total Employment, Number of Employees Per Year

	1991	1996	2001	2006	2011	2014
YE Centre	17,623	13,884	16,575	15,802	16,876	19,013
YE Secondary Plan Area Outside the Centre	16,227	18,004	14,813	16,177	13,944	14,314
<b>YE Secondary Plan Area</b>	<b>33,850</b>	<b>31,888</b>	<b>31,388</b>	<b>31,979</b>	<b>30,820</b>	<b>33,327</b>

Recent job growth has been especially pronounced in Yonge-Eglinton Centre, home to 19,013 jobs in 2014. Employment numbers have fluctuated in parts of Midtown outside the Centre and are marked by limited to modest growth in recent years.

The employment make-up of the Yonge-Eglinton area is heavily weighted towards the office sector, which comprises 62% of all jobs.

## Transportation and Municipal Servicing

Movement in the Yonge-Eglinton area is facilitated by frequent transit service, well-used pedestrian and cycling infrastructure and a street network structured around major arterials including Avenue Road, Yonge Street, Eglinton Avenue, Mount Pleasant Road and Bayview Avenue.

Sixty percent of Yonge-Eglinton residents commute to work by transit, walking or cycling. There is heavier auto dependence for non-work trips – 36% travel by transit, walking or cycling for non-work purposes.

Almost half (46%) of the trips taken to/from Yonge-Eglinton were to/from Downtown, with a significant share (32%) to/from the former City of North York.

The highest pedestrian volumes are found at the intersection of Yonge and Eglinton, where pedestrian volume is comparable to vehicular volume. Yonge and Eglinton is the second busiest pedestrian intersection in the City. According to the City's mapping of latent pedestrian demand and vulnerability, there are many areas and corridors where pedestrian demand is high and additional amenities and connections are required.

Eglinton subway station is the fifth most highly used subway station along the Yonge-University-Spadina Subway. Approximately 10,900 passengers enter or exit the Eglinton station in the morning peak hour and 8,800 in the afternoon peak hour (according to 2012

data). Approximately 2,700 passengers access the Davisville station in the morning peak hour and 2,200 in the afternoon peak hour.

The Eglinton Crosstown Light Rail Transit (LRT) is currently under construction and it is anticipated that the service will begin in 2021. The LRT will serve the Midtown area along Eglinton through the following stations:

- Avenue,
- Yonge-Eglinton,
- Mount Pleasant, and
- Leaside.

The coordinated Regional Relief Strategy, jointly led by the City, Toronto Transit Commission (TTC) and Metrolinx, is advancing a number of projects (e.g. Automatic Train Control) that will address capacity and crowding issues on the TTC's Yonge-University-Spadina subway line and improve commute times in the overall regional transit network. Additionally, city-wide initiatives, such as the Relief Line Assessment and SmartTrack, are assessing and completing additional technical analysis for rapid transit projects to address the future growth and transit needs of the city.

The Midtown in Focus Transportation and Municipal Servicing Assessment will assess existing capacity and the demand resulting from approved and anticipated growth. Given the city-wide transportation initiatives underway, the Midtown in Focus transportation assessment will focus on local transportation infrastructure within the Secondary Plan area.

Capital upgrades to municipal servicing in the area have been informed by the City's previous population and employment projections and estimates produced in support of the Eglinton Connects study in 2013. These estimates have been surpassed by the accelerating scope of development applications in the area and additional analysis is required to ensure that sufficient capacity exists to support continued growth and intensification.

## **B. Built Form**

Midtown Toronto is a collection of diverse places with their own rich histories, complementary functions and distinct building typologies, streetscapes and open spaces. These areas range from the highly urbanized Yonge-Eglinton crossroads, to the green and open space character of the *Apartment Neighbourhoods*, historic main street villages and surrounding low-rise established, stable neighbourhoods.

The Built Form component of the Growth, Built Form and Infrastructure Review will establish a built form vision for the area that aligns with and assists the implementation of the 2014 Parks, Open Space and Streetscape Plan. It is being shaped by evidence-based analysis and consultation regarding existing attributes, area character and future aspirations. A final vision, anticipated to be presented in Fall 2016 for consultation, will include final built form principles, the identification of a structure plan to inform and



shape decisions on land use, detailed definition of the character areas, density and heights of buildings and enhanced direction for transition.

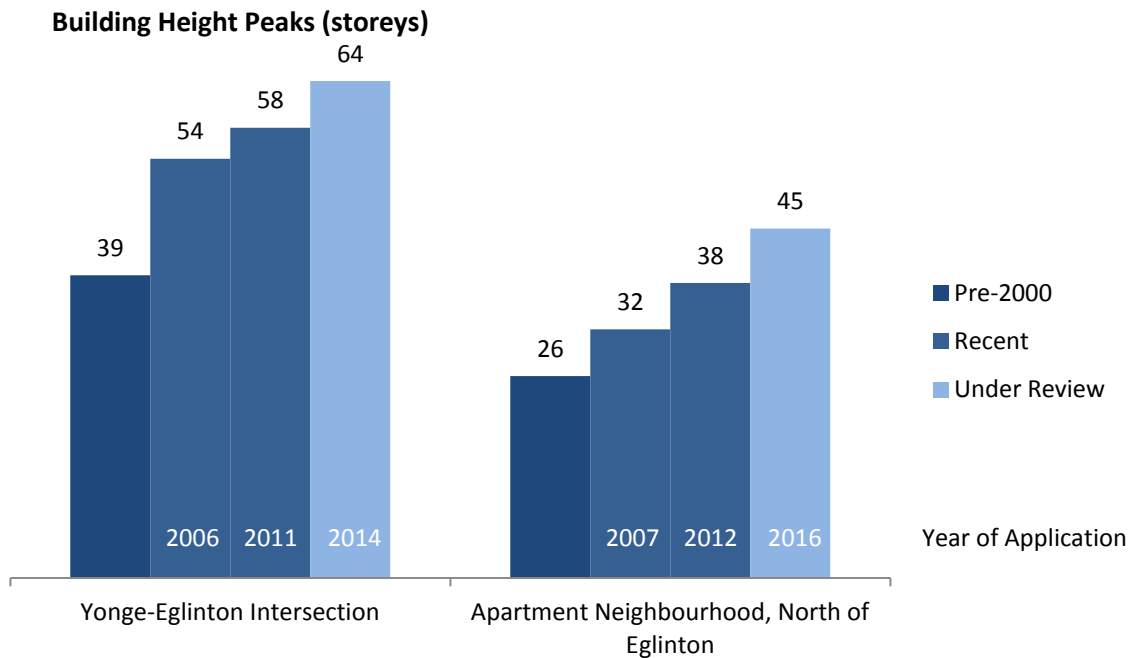
The Built Form Study is focused on issues, opportunities and potential policy directions specific to the areas experiencing the most growth or potentially impacted by future growth, including *Mixed Use Areas*, *Apartment Neighbourhoods* and adjacent lands in the Yonge-Eglinton Secondary Plan area. The study builds on the vision and policy amendments developed for lands fronting onto Eglinton Avenue to the east and west of the Yonge-Eglinton Centre. The vision and recommendations that result from the Built Form Study may not address built form issues in other areas, including the majority of lands designated as *Neighbourhoods* and *Parks and Open Spaces* in the Official Plan. However, appropriate transition provisions between these areas and other policies may be identified to mitigate the potential impacts of continued and cumulative intensification on neighbourhoods in the Secondary Plan area.

The scope of the Built Form Study and preliminary analysis was presented to the City's Design Review Panel in January 2016. Panel members reiterated the need for a clear vision for Midtown that reinforces the diversity and amenity of existing areas. Panel members highlighted the contributions of the area's public realm, including its walkable main street villages, pedestrian spaces with good sunlight and the open space character of the Apartment Neighbourhoods. Panel members recommended visualizing what growth areas should look like in stages and plan for livability in the immediate term and beyond.

### **Issues and Opportunities**

The Yonge-Eglinton Secondary Plan area, in particular the Yonge-Eglinton Centre, has accommodated a significant quantity of new development in recent years. Some recent developments have harmoniously integrated with existing area character and enriched the area in terms of new amenities, new combinations of uses and compelling architecture and streetscapes.

Some developments have introduced new building forms, new building height peaks and new levels of intensity. The chart on the following page identifies the increasing heights of proposed towers in the area. Proposed densities at the intersection of Yonge and Eglinton have increased at a comparable rate from a prevailing peak of 8 Floor Space Index (FSI) to 15 FSI proposed in 2006, 20 FSI in 2012 and 30 FSI in 2014.



In the absence of an updated policy framework, some new development has taken the form of building typologies that do not reinforce the existing character and context of Midtown's character areas (e.g., tall towers and large base buildings or tall mid-rise buildings in the Midtown Villages). Where there is a concentration of tall buildings, the scale of new and proposed development risks limiting skyview and sunlight on adjacent streets, parks and open spaces and the light and privacy of residential units. The challenge in such areas is maintaining a green, open, livable setting for a high-rise, high-density community and ensuring connections to and a balance with surrounding neighbourhoods.

### Character Areas

A draft character area structure has been developed as a foundation for the built form vision that identifies areas of common attributes as well as distinct subareas. The draft future character areas reflect the outcome of public consultation and comprehensive area analysis which evaluated the following criteria:

- Existing area character;
- Parks, open spaces and streetscapes, including the plan adopted for part of the Secondary Plan area in 2014 and emerging ideas for the Davisville area;
- Heritage and landmarks,
- Land use;
- Transit;
- Walkability;
- Sunlight and shadow impacts;
- Views; and
- Areas of growth potential.

The resulting draft future character areas are organized in the following categories (see map in Attachment 2):

- **Midtown Villages**, six historic main street villages characterised by sunny, walkable streetscapes, consistent low-scaled streetwalls and a vibrant, finely-grained mix of retail, commercial and residential uses;
- **Apartment High Streets** that accommodate a diverse stock of low-rise and mid-rise apartment buildings;
- **Midtown Apartment Neighbourhoods** that typically accommodate high-density residential communities within an open, landscaped setting;
- **Midtown Cores**, a hierarchy of four mixed-use core areas centred around existing and under-construction transit stations;
- **Midtown Fringes**, critical areas where transition from the Midtown Cores to the surrounding neighbourhoods and Main Street Villages occurs; and
- **Midtown Special Places**, three distinct areas that host important employment, institutional or recreational destinations.

### **Built Form Principles**

Work to date has also informed the development of draft built form principles. The intent is for the principles to form the basis for both the built form vision for Midtown and built form policy direction recommendations. They are also recommended to be applied in the review of current and future development applications. The principles will continue to be refined through further consultation as the study progresses.

The draft built form principles address the various issues and considerations identified above with both area-wide direction and principles that are specific to individual character area categories or the relationships between different character areas. The principles (see Attachment 3) are organized into four thematic areas:

- **Area Structure:** The principles related to Area Structure organize the draft character areas and seek to reinforce existing character and guide and shape new development. The principles set a hierarchy of building heights, densities and scale for the transit-oriented Midtown Cores, with the greatest heights and densities located at the Yonge-Eglinton Crossroads and significantly lower scale development occurring in the Davisville, Mount Pleasant, Bayview and Avenue station areas. Effective transition from within growth areas to low-rise neighbourhoods is prioritized. Together, these principles support the fostering of a sense of place for each character area and the overall district that is apparent at street level and legible in the skyline.
- **Public Realm and Open Space:** The previous phase of Midtown in Focus, the 2014 Parks, Open Space and Streetscape Plan, emphasised the contributions of a high-quality, comfortable, connective and usable network of public spaces. The area's built form must complement these qualities and contribute to the public realm objectives. In particular, the draft Public Realm and Open Space principles underline the need for new development to reinforce the open, spacious and green

character found in Midtown's high-rise residential neighbourhoods and existing and planned parks and open spaces. Generous building spacing, landscaped setbacks, active uses at grade and mid-block connections are valuable measures to achieving these principles.

- **Walkability and Comfort:** Building design, massing and location are key determinants of a walkable, comfortable pedestrian environment and streetscape. The draft Walkability and Comfort principles prioritize the preservation of skyview, sunlight and good wind conditions in all seasons, in particular on key pedestrian routes, parks and open spaces, such as the Midtown Villages, Park Street Loop and major area parks. These objectives can be achieved in part through the development of human-scaled streetscapes with modestly-scaled and articulated base buildings and, where appropriate, mid-rise buildings. The location, spacing and floor plate dimensions of towers as well as their concentration in any one area are also key considerations.
- **Heritage and Landmarks:** The draft Heritage and Landmarks principles indicate that new buildings should be designed and located to reinforce both the area character and, where relevant, identified heritage resources and heritage conservation districts. The visibility and continued prominence of these resources in the context of adjacent or on-site development is important, as it is for new or expanded community infrastructure.

### **Built Form Assessment and Vision**

In the next phase of the Built Form Study, the draft principles and emerging area-specific directions will be translated into a draft built form vision that presents the future character of Midtown. Using 3D modelling, the initial draft vision will be tested, shaped and refined based on its achievement of the principles and emerging directions related to the following seven lenses:

- Heritage resources and values;
- The relationship between built form and the public realm;
- Appropriately scaled building typologies;
- Building spacing;
- Sunlight and skyview;
- Transitions in scale, use and intensity; and
- Skyline topography.

City staff will consult with area stakeholders, including the Midtown Planning Group and property owners, on the built form vision and further refinements in Fall 2016 in advance of developing proposed amendments to the Secondary Plan.

### **C. Cultural Heritage**

Cultural heritage is an important component of sustainable development and place making. The ongoing Cultural Heritage Resource Assessment is proactively identifying properties of cultural heritage value or interest with heritage resources, including built

heritage, archaeological resources and or cultural heritage landscapes in or adjacent to the *Apartment Neighbourhoods* and *Mixed Use Areas* within Secondary Plan area.

This study will improve the quality and scope of information documented in the City's Heritage Register for the area, outline recommendations for further study, evaluation and heritage protection and support the ongoing refinement of the Midtown planning framework.

Properties have been screened for their cultural heritage value or interest on the basis of direct evidence. This includes the assessment of the integrity of a property, the strength of its physical features or attributes and its historic context.

The City's consultants developed an approach of identifying building and landscape typologies specific to the Yonge-Eglinton area to support the screening of properties against the provincial heritage criteria including the contextual value and the design and physical value of "rare, unique and representative/early example[s]" of an architectural style. This, in turn, has supported a deeper understanding of the character areas being identified in the Built Form component of Midtown in Focus.

Through research, fieldwork and consultation with local experts, the assessment has identified over 30 properties in the Yonge-Eglinton Secondary Plan Area which have been prioritized for additional research to support listing or designation under the *Ontario Heritage Act*.

An additional 80 properties have been screened as potential cultural heritage properties by the consultant team which will need to be further reviewed and evaluated by City staff to confirm which properties merit inclusion on the City's Heritage Register.

Potential cultural heritage landscapes will also be identified; however, further evaluation by City staff will be undertaken in the future once a city-wide guideline for identifying and evaluating potential cultural heritage landscapes is developed and adopted by Council.

The Cultural Heritage Resource Assessment will conclude with a final consultant report in Summer 2016 and additional research and reporting by City staff thereafter. These next steps will include:

- Completion of the Stage 1 Archeological Assessment for the Yonge-Eglinton Secondary Plan area;
- Documentation of the cultural heritage properties recommended for inclusion on the City's Heritage Register;
- Identification of potential Heritage Conservation Districts under the Ontario Heritage Act (Part V);
- Identification of potential cultural heritage landscapes; and
- Input into the testing and definition of the built form vision.

City staff will bring forward report(s) to the Toronto Preservation Board and City Council for the inclusion of properties of cultural heritage value on the Heritage Register or designation under Part IV the Ontario Heritage Act.

#### **D. Community Infrastructure**

Community infrastructure consists of community services and facilities needed to support vibrant, strong and complete communities. Community infrastructure includes non-profit child care centres, community recreation centres, parks, pools, arenas, public libraries, publicly funded schools and human services. As part of the Growth, Built Form and Infrastructure Review, City Planning has initiated a Community Services and Facilities study to assess the existing capacity of community infrastructure in the Secondary Plan area, evaluate the impact of current and future growth, identify gaps in the provision of community infrastructure and develop a strategy to guide the delivery of community infrastructure in Midtown.

The Official Plan recognizes that community services and facilities are provided through a whole system of government and community resources, programs, facilities and social networks. A Technical Advisory Committee was established with staff from Children's Services, Parks, Forestry & Recreation, Toronto Public Library, Toronto District School Board, Toronto Catholic District School Board, Toronto Employment and Social Services, Social Development, Finance and Administration and Public Health to help guide the CS&F component of the review. Engagement with over 50 community service agencies, through interviews, a survey and a joint workshop, has also taken place.

The first phase of the Community Services and Facilities study will provide a comprehensive analysis of the existing conditions for community infrastructure in the area. This includes an inventory of all services and facilities, review of existing capacity and gaps by service sector, analysis of current demographic and development trends and identification of existing needs and emerging priorities.

City staff are using the findings and emerging community infrastructure priorities identified in this phase of work to inform the review of active development applications within the Yonge-Eglinton Secondary Plan area. The study findings are also being used to inform and shape publicly-initiated community infrastructure projects emerging in the area.

#### **Issues and Opportunities**

Midtown's growing and increasingly diverse population – including growth in the seniors and youth populations and a high number of single-person households – requires a broad range of community services and facilities. These demands are amplified by the area's role as a destination for people from across Toronto and beyond seeking school programs, seniors' services, health services and more.

City Divisions and community agencies in Midtown report increased demand in all CS&F sectors as a result of recent residential growth. To support a livable community

and maintain this regionally-significant function, these facilities must be renewed and expanded in step with the area's rising population.

Service providers face significant obstacles in maintaining this balance. Human service agencies leasing their facilities risk being displaced by rising rents or redevelopment of existing office buildings. The area's largest parks and recreational facilities are located adjacent to but not within the dense and growing Yonge-Eglinton Centre. There are few publicly-owned lands and/or large sites for new and expanded facilities to meet existing and future demands.

Providing the next generation of community services and facilities will require creative solutions in terms of design, location and financing. Existing public lands and facilities should be maximized for community benefit. Co-location opportunities and "community hubs" are being investigated by the City, Province, service providers and community groups. Enhanced collaboration between organizations and improved information sharing with the general public can reinforce the benefits of Midtown's clustering of service providers.

The emerging Community Services and Facilities Strategy for the area will provide direction to securing these opportunities, advancing partnerships and directly linking population growth with improvements to community infrastructure.

### **Existing Community Services and Facilities**

The current assessment has identified a range of existing services and facilities located within the Secondary Plan area. This includes: 2 libraries (Northern District and Mount Pleasant Neighbourhood Library); 9 elementary schools (8 TDSB, 1 TCDSB) and 3 secondary schools (2 TDSB, 1 TCDSB); 2 City-run community centres (North Toronto Memorial CC, Maurice Cody CC); North Toronto Memorial Arena; Central Eglinton Community Centre (AOCC); 1 employment centre; and 24 licensed child care facilities.

Over 50 Human Services agencies are also located in the Secondary Plan area. These service providers deliver a range of services to the local community, as well as residents across the City and GTA. They include youth, family and homelessness services; employment, educational and immigrant services; health, medical and disability services and seniors services.

### **Preliminary Findings and Emerging Priorities**

The CS&F Assessment has identified a series of preliminary findings through a sector-by-sector evaluation of existing conditions.

- Libraries
  - Northern District hosts approximately 300,000 visitors and delivers 340+ programs; exterior renovations are underway with additional phases planned.
  - TPLB has identified required upgrades for the Mount Pleasant Library, though no renovations have been undertaken since its opening in 1992.

- Schools
  - Schools in the Secondary Plan area utilize 91% to 122% of capacity with accommodation pressures expected to grow over the next 10 years.
  - Growth in the student population in the area has necessitated a program review and adjustments by the TDSB (approved in February 2016).
  - Given the lack of land for significant expansion, accommodation pressures will require the renovation and/or redevelopment of existing schools and new innovative models.
- Parks and Recreation Facilities
  - The area hosts North Toronto Memorial Community Centre, a large City-operated multi-use community centre with a wide range of amenities, and Maurice Cody Community Centre, located within Maurice Cody Public School; the City permits the school gymnasium to run programs during evenings and weekends.
  - The Community Centres provide a full range of programs for all age groups and many programs are at capacity or have waitlists.
  - The AOCC-run Central Eglinton Community Centre occupies a prominent location on Eglinton Avenue in a leased facility and provides recreation and general interest courses for residents in the area.
  - Eglinton Park is the largest park in the Secondary Plan Area with multiple sports fields that are heavily used by sports clubs during evenings and weekends. The park serves an important recreational role attracting a broad range of local residents and users from across the City. The park will be under increasing pressure to accommodate more users.
- Child Care
  - Demographics show a rapid increase in children under 6 placing additional pressure on available child care services (over 1750 spaces at present).
  - 10 of the area's 24 licensed facilities provide fee subsidies.
  - Less than 4% of existing spaces serve infants.
- Human Services
  - Midtown hosts a regionally-important cluster of human service agencies which serve local and city-wide populations and benefit from the area's transportation connections and supply of office space.
  - The majority of agencies report increasing demand and fully utilized space.
  - The lack of affordable and visible space may be exacerbated by the redevelopment of sites presently hosting human service agency offices and facilities as well as rising rents and increased demand on shared community centre, library and school space.

Emerging space and facility priorities to be explored in the next phase of work include the following:

- Libraries



- Continuing renovations to existing facilities to improve accessibility and accommodate increased program and service demands.
- Exploring opportunities for alternative service points such as satellites, pop-ups and kiosk units.
- Schools
  - Exploring alternatives for the renewal of Davisville Public School and integration of expanded community recreation uses on-site.
  - Exploring opportunities with public and private partners to advance alternative development and operational models for new schools, including satellite facilities and schools integrated with other uses on site.
- Parks and Recreation Facilities
  - Renovating and improving existing community and recreation facilities.
  - Securing expanded parkland, including active and passive recreational spaces.
- Child Care
  - Providing additional non-profit licensed, quality and affordable child care facilities, including facilities that accommodate infants.
- Human Services
  - Securing appropriate, affordable and visible space for non-profit and public organizations.
  - Prioritizing the replacement of non-profit community agency space for agencies that may be impacted by a development application in visible, accessible locations.
  - Reviewing the space requirements for the Central Eglinton Community Centre and securing a longer term lease.

Further consultations are being held through the spring to gather feedback on preliminary findings and emerging CS&F priorities and opportunities for the area. The issues identified above will be expanded to include additional shortfalls and priorities anticipated in the context of further growth. Completion of the CS&F Assessment is scheduled for summer 2016. The findings will provide direction to City Planning and the partner Divisions and agencies in the subsequent development of a community infrastructure strategy for the Secondary Plan area and will inform capital planning, development application review and amendments to the Yonge-Eglinton Secondary Plan.

## **E. Infrastructure and Growth – Tools**

The City initiated the Midtown in Focus planning study in part to ensure that the planning and implementation of hard and soft infrastructure keeps pace with population and employment growth in the area.

In recent years, the level of development and population growth in the Yonge-Eglinton Secondary Plan area has exceeded the expectations set out in the City's most recent population projections used to inform capital planning. The area's existing planning framework does not provide the clarity required to guide this growth. Work to date on the Midtown in Focus study indicates that the growth resulting from proposed new

development risks advancing beyond the capacity of available infrastructure to support a livable Midtown.

The City of Toronto is empowered by the *Planning Act* to establish land use controls to achieve the goals, objectives and policies outlined in the Official Plan.

The City, in partnership with other orders of government and service providers, is responsible for providing transportation infrastructure, municipal servicing, utilities, community infrastructure and other supports for a livable urban community. The City's Ten-Year Capital Plan (2014-2023) prioritizes projects that protect the health and safety of citizens, meet legislated requirements, and maintain the City's infrastructure in a state of good repair to support cost-effective service delivery in the context of aging infrastructure and growing population.

Attachment 4 outlines some of the planning tools and policy directions available to the City to coordinate growth and infrastructure planning in a mature urban environment like the Yonge-Eglinton Secondary Plan area.

The next phase of the Midtown in Focus initiative will include the completion of assessments of existing infrastructure capacity (transportation, municipal servicing and community infrastructure) and anticipated future shortfalls and the definition of priority projects to support continued livability. This information will, in turn, inform the development of sector-specific implementation strategies to address identified gaps as well as future capital plans and Development Charges By-laws.

In order to fulfil its responsibilities pursuant to Section 2 of the *Planning Act*, the PPS, Growth Plan and Official Plan, City staff will use the planning tools available to it to coordinate growth with infrastructure provision. It is recommended that the review of current applications be considered in the context of the Growth, Built Form and Infrastructure Review to ensure that sufficient infrastructure is available. As such, applications may be placed in abeyance pending completion of the Review and supporting technical studies.

Once the assessments are completed and/or final strategies developed for the provision of infrastructure to support continued growth, it may be necessary to place a holding provision on Zoning By-law amendments approved by City Council in relation to any new residential or non-residential density increase above zoned as-of-right density. Such provisions would be subject to removal pending adoption of the infrastructure assessments' findings, approval of implementation strategies for Midtown and/or construction and operation of new infrastructure.

## **CONCLUSION AND NEXT STEPS**

The present phase of Midtown in Focus is a necessary step forward in the management of growth impacts and opportunities in Midtown and the continuation of a livable, vibrant, strong community.

The preliminary findings and emerging directions documented in this report highlight the need for action on multiple fronts, including amendments to the planning framework as well as up-to-date capital plans and implementation strategies. City staff will continue to consult internally and with landowners, the Midtown Planning Group and the broader community through the second half of 2016 to ensure that this work advances and will target preparing a Proposals Report no later than the first quarter of 2017.

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## **SIGNATURE**

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## **ATTACHMENTS**

Attachment 1: Summary of Consultation Activities to April 2016  
Attachment 2: Draft Character Areas  
Attachment 3: Draft Built Form Principles  
Attachment 4: Infrastructure and Growth Planning Tools

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### Attachment 1 – Summary of Consultation Activities to April 2016

Activity	Date	Location	Attendees
Midtown Planning Group Meeting	30 November 2015	North Toronto Memorial Community Centre	40
Planners in Public Spaces	13 December 2015	RioCan Yonge-Eglinton Centre	200+
Planners in Public Spaces	14 December 2015	North Toronto Collegiate Institute	50+
Planners in Public Spaces	15 December 2015	Northern Secondary School	60+
Planners in Public Spaces	19 January 2016	Northern District Library	35+
Planners in Public Spaces	24 January 2016	North Toronto Memorial Community Centre	30+
Planners in Public Spaces	27 January 2016	Davisville Subway Station	100+
Area Profile Document	published January 2016		
Your Yonge-Eglinton online map	live 18 December 2015 to 7 February 2016		140+ comments 900+ visits
Midtown Planning Group Meeting	2 March 2016	North Toronto Memorial Community Centre	45
Open House	2 April 2016	North Toronto Collegiate Institute	90
Heritage Expert Workshop	13 April 2016		5
Planners in Public Spaces	16 April 2016	North Toronto Collegiate Institute	45+
Community Agency Workshop	26 April 2016	North Toronto Memorial Community Centre	20

## Attachment 2 – Draft Character Areas

### Future Character Areas

- A MIDTOWN VILLAGES**
  - A1 Avenue Road Village
  - A2 Yonge Street North Village
  - A3 Yonge Street South Village
  - A4 Mount Pleasant North Village
  - A5 Mount Pleasant South Village
  - A6 Bayview Avenue Village
- B APARTMENT HIGH STREETS**
  - B1 Eglinton Park
  - B2 Eglinton East
  - B3 Mount Pleasant South
  - B4 Bayview South
- C MIDTOWN APARTMENT NEIGHBOURHOODS**
  - C1 Ernie and Keewatin
  - C2 Redpath and Park Street Loop
  - C3 Soudan Apartment Neighbourhood
  - C4 Davisville Apartment Neighbourhood
- D MIDTOWN CORES**
  - D1 Yonge-Eglinton Crossroads
  - D2 Davisville Station
  - D3 Mount Pleasant Station
  - D4 Bayview Focus Area
- E MIDTOWN FRINGES**
  - E1 Henning Fringe
  - E2 Montgomery Square
- F MIDTOWN SPECIAL PLACES**
  - F1 Eglinton Green Line
  - F2 Davisville Community Street
  - F3 Merton Hub



### **Attachment 3 – Draft Built Form Principles**

Midtown Toronto is a collection of distinct and diverse places with rich histories. Each has its own distinguishing and valued features - from the highly urbanized and metropolitan Yonge-Eglinton Crossroads, to the lush and green apartment neighbourhoods, historic main street villages and surrounding low-rise established, stable neighbourhoods. People choose to live, work, play, study and invest in Midtown. The area has, and will continue to have, a variety of building types, scales, architectural styles, streetscapes and connected public spaces that deliver a full range of housing, jobs, shopping experiences and community amenities for people's everyday needs within walking distance. New development harmoniously integrates with these valued features as the area continues to grow and evolve and positively contributes to Midtown's continued vitality and liveability.

- Area Structure
  - Organize growth to achieve a hierarchy of intensity of use, building heights, densities and scale tied to proximity of rapid transit service, with greatest heights and densities located at the Yonge-Eglinton Crossroads where two rapid transit lines intersect.
  - Provide a variety of building heights to reinforce existing character, promote localized sense of place and create a legible skyline for the district that makes legible and reinforces the area structure when viewed from key vantage points within the broader city.
  - Maintain and reinforce the stability of low-rise neighbourhoods through the use of different approaches to transition in growth areas that reflect prevailing character and minimize shadow and privacy impacts.
  - Respect and enhance the scale, character and form of Midtown Villages and in particular the historic streetwall, narrow frontages and distinct cornice lines.
- Public Realm and Open Space
  - Reinforce the unique open space amenity and spaciousness provided by the Eglinton Green Line, Midtown Apartment Neighbourhoods and Apartment High Streets by ensuring abundant landscaping at grade and generous building spacing.
  - Support active street life and informal surveillance by ensuring the built form frames and animates streets, parks, squares and open spaces with active uses at grade.
  - Identify opportunities to celebrate the area's historic resources and history within the public realm.
- Walkability and Comfort
  - Locate, design and mass buildings to preserve skyview, allow daylight and sunlight to penetrate to the street and lower building levels and ensure good wind conditions in all seasons, with enhanced standards along the Midtown Villages, Park Street Loop, Eglinton Green Line, major pedestrian routes and parks and open spaces.

- Create a human-scaled public realm where buildings define and support streetscapes.
- Ensure fine-grained pedestrian circulation between and through sites and blocks through the placement and orientation of buildings.
- Heritage and Landmarks
  - Reinforce the scale, character, form and setting of heritage resources and heritage conservation districts through sensitive massing and placement of new buildings to lend prominence to these resources as symbols of the area's rich history.
  - Frame, conserve and accentuate views to key heritage resources, landmarks and other important sites through the massing and articulation of development.
  - Provide frontage on major pedestrian routes for community infrastructure and ensure facilities have good visibility, access and civic prominence.

## Attachment 4 – Infrastructure and Growth Planning Tools

### Policy and Legislative Direction

1. **Planning Act:** The *Planning Act* outlines the responsibilities of planning authorities and provides tools to coordinate the phasing of development and infrastructure investment. Section 2 of the *Planning Act* directs the City of Toronto to have regard to, among other priorities:
  - (e) the supply, efficient use and conservation of energy and water
  - (f) The adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
  - (h) The orderly development of safe and healthy communities;
  - (i) The adequate provision and distribution of educational, health, social, cultural and recreational facilities; and
  - (p) The appropriate location of growth and development.
2. **Provincial Policy Statement:** Policy 1.1.3.7 (b) of the 2014 PPS directs planning authorities to establish and implement phasing policies that will "enable the orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs." Pursuant to Section 3.5 of the *Planning Act*, any decision of Council must be consistent with the Provincial Policy Statement.
3. **City of Toronto Act:** Section 69 of the City of Toronto Act directs the City to supply a building with a water or sewage public utility if there is a sufficient supply of water for the building or sufficient capacity for handling sewage from the building. There is no similar provision for community infrastructure.
4. **Official Plan:** Policy 2.2.2.2 directs that the Secondary Plan for a Centre address i) future public investment in transit facilities, streets and other infrastructure, parks, community facilities and local amenities to support population and employment growth; and m) iv) be accompanied by zoning that will establish appropriate holding zones where it has been demonstrated that full development build-out is dependent on the construction and extension of major roads, transit or other services.
5. **Yonge-Eglinton Secondary Plan:** The Secondary Plan includes provisions for the ongoing monitoring of community infrastructure to assess the need for new facilities over time and ensure that such infrastructure is developed in tandem with the phased development of new development. The Yonge-Eglinton Secondary Plan also identifies priorities for community benefits secured through Section 37 agreements.

### Planning Tools

1. **Planning Act:** Section 34 (5) of the *Planning Act* empowers municipalities to prohibit the use of land or the erection or use of buildings or structures unless municipal services are available to service the uses or buildings to be erected. A



provision derived from Section 34(5) is generally included in Site Specific by-laws. The result of this provision is to permit the City to withhold the issuance of a building permit unless services are available.

Pursuant to Section 36 of the *Planning Act*, City Council can pass a by-law and append a hold or "H" designation to that by-law which spells out conditions that must be met before the "H" symbol is removed and the lands can be developed. The City's Official Plan identifies in Section 5.1.2 that there may be instances where the intended use and zoning are known for lands but development should not take place until specific facilities are in place or conditions are met, including, for example, transportation or servicing improvements, parks and open space, recreational facilities and community services and facilities. The specific conditions of a holding provision by-law are informed by a detailed review of planning and infrastructure issues. A holding provision by-law can only be used when the principle of development has been clearly established and cannot be applied retroactively to approved applications.

Under Section 37 of the *Planning Act*, the City can pass a zoning by-law to grant a height and/or density increase for a particular project that is greater than the zoning by-law would otherwise permit in return for community benefits. Agreements securing community benefits will promote the city-building objectives of the Official Plan and can provide for the needs of the new residents, workers and local communities. Section 37 community benefits are capital facilities and/or cash contributions toward capital facilities, above and beyond those that would otherwise be provided under the provisions of the *Planning Act* or the *Development Charges Act*. Servicing conditions may be included in a Section 37 Agreement as a legal convenience and may address what is required to provide adequate servicing and how the improvements will be paid. The scope of Section 37 Agreements is determined through negotiations and is limited in its ability to address broad capital needs.