



Proposals Report

TOcore Planning
Downtown

November 2016

The City of Toronto gratefully acknowledges that the area covered by this Plan is the traditional territory of the Mississaugas of New Credit First Nation, the Haudenasaunee, the Huron-Wendat and home to many diverse Indigenous peoples.

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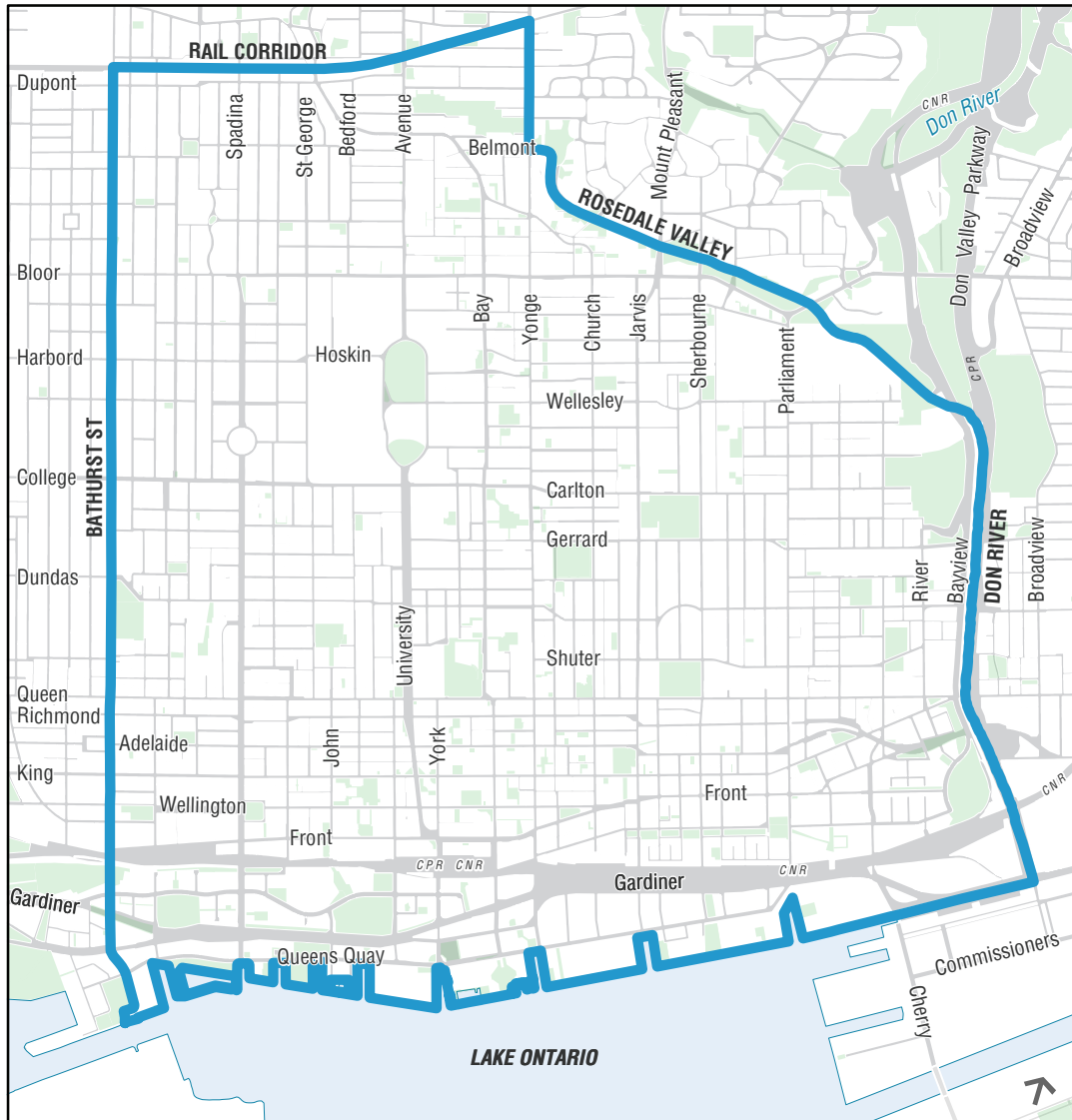
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Downtown's Defining Moment

TOcore is a comprehensive and integrated look at Toronto's Downtown and its relationship to the city and region around it. With the current unprecedented pace of growth set to continue into the foreseeable future, it is essential to step back and better understand the challenges our Downtown is facing, and the impacts that this growth will have on our infrastructure and services. Since this study commenced, the City has engaged

with a large and diverse range of Torontonians and talked with them about their lived experience Downtown in order to be guided by their hopes and aspirations. This is the moment to determine the bold policy changes and transformative infrastructure moves needed to ensure Downtown continues on its trajectory towards a more liveable, connected, prosperous, resilient and responsible future.



Downtown - TOcore Study Area

Downtown is Growing

Toronto’s high quality of life and economic opportunities have made it one of the fastest growing cities in North America, and nowhere is this more evident than in our rising skyline and crowded Downtown sidewalks. Downtown is the most prominent location for development activity in the city and it contains the largest percentage of proposed development of all the city’s growth management areas.

Every year, approximately 10,000 new residents move into Downtown – a rate of growth that could see the population increase from 250,000 today to 475,000 in 2041.

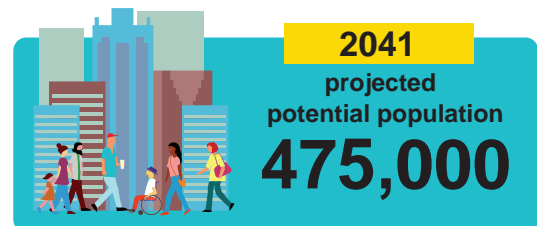
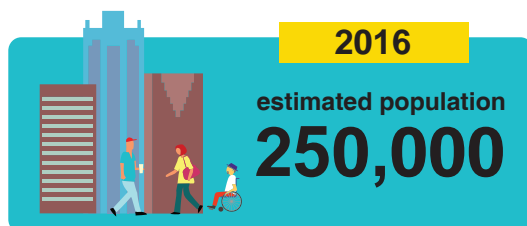
The distribution of that growth, illustrated on the following pages, shows the growth concentrating along the southern edge of Downtown, generally south of Queen Street, to 2026, and then moving up the centre of Downtown, along the Yonge Street spine, to 2041.

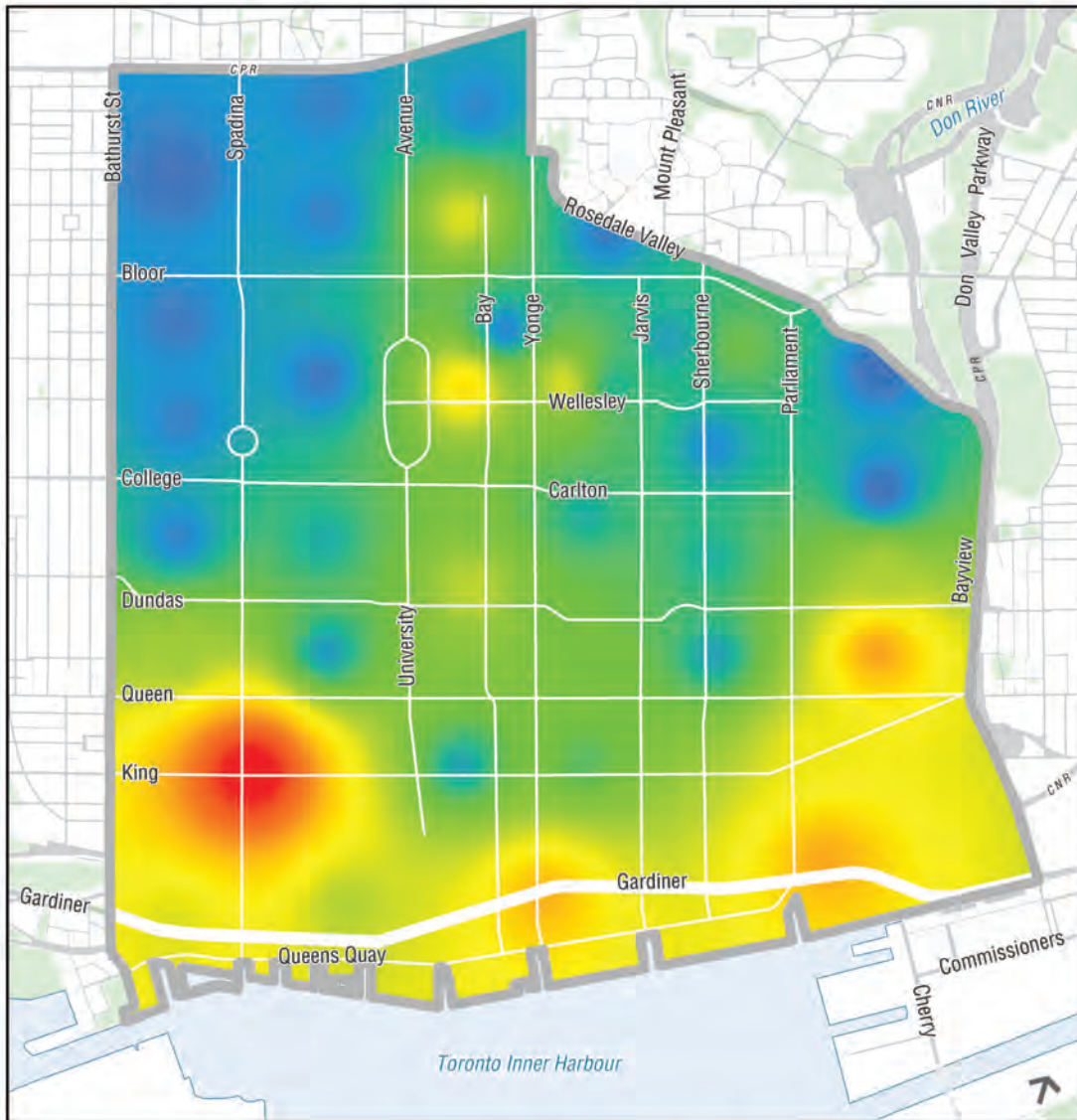
The development pipeline (consisting of all projects with any development activity) demonstrates the realization of projected Downtown growth and the geographical distribution of that growth. As of December 31, 2015, projects currently in the development pipeline included 86,673 proposed residential units. In addition, within the first 6 months of 2016, 25 project

proposals containing 12,062 residential units have been submitted to the City. These projects illustrate how growth is concentrating in the *Mixed Use Areas* and *Regeneration Areas* as our Official Plan anticipated, generally forming an upside-down “T” pattern.

Employment has also been increasing, with over half a million jobs now located Downtown within multiple new office buildings and other diverse places of work, learning, and culture. Since May 2011, 1.2 million square metres of non-residential space has been completed and projects in the development pipeline propose a further 304,000 square metres of non-residential floor area.

Much of the recent growth has taken advantage of the infrastructure investments made by previous generations of Torontonians. As the excess capacity of existing infrastructure diminishes, we face a tipping point where further growth threatens to undermine the liveability that has long underpinned Downtown’s success. This intensity of development will need to be balanced with an equivalent investment in the physical and social infrastructure required to keep the heart of our city strong and liveable.






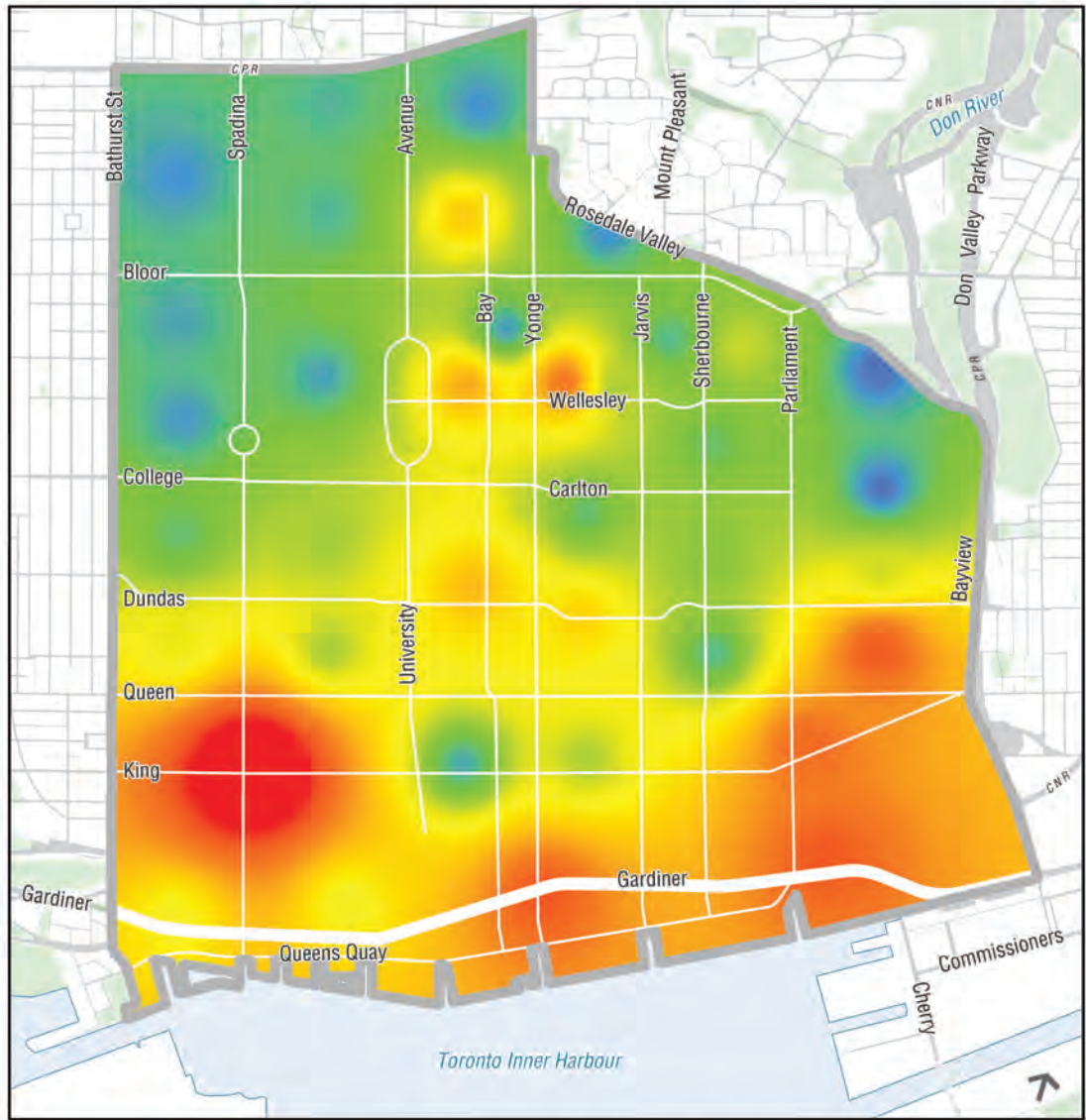
Projected Population Change 2011 - 2026



Less than 100 5,000 7,500 15,000 25,000 or More


 TOcore Study Area

Source: Toronto City Planning Division, Research and Information - October 2016



Projected Population Change 2011 - 2041



 TCore Study Area

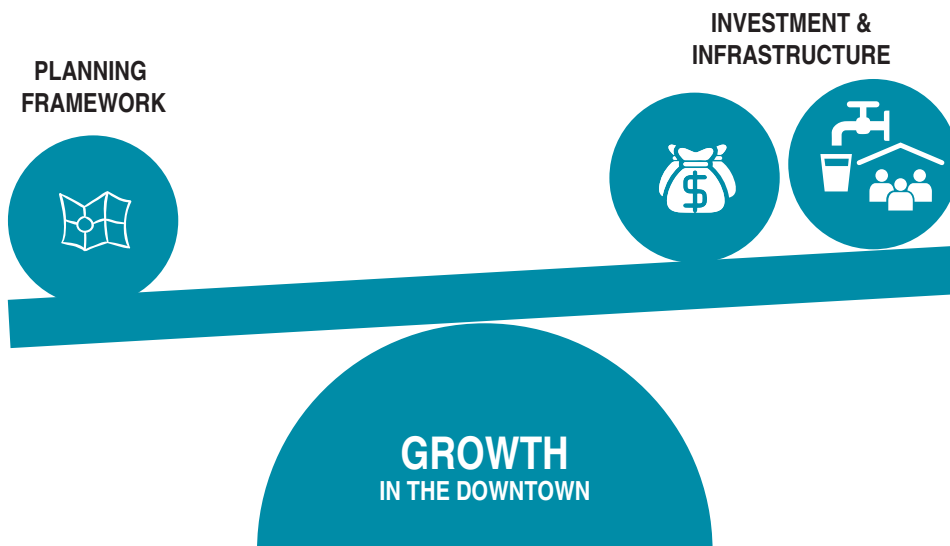
Source: Toronto City Planning Division, Research and Information - October 2016

In today’s economic environment, where cities must compete with one another to attract both talent and jobs, we cannot forget that the continued success of Downtown hinges on its ability to act as a people magnet. Residential growth must be balanced by economic growth to ensure that our Downtown remains the vital engine of our regional and national economy. Achieving the right balance between residential and job growth, while at the same time ensuring that high quality infrastructure and the other essential elements of a liveable place are provided, will allow us to continue realizing the benefits of intensification.

Achieving this balance will also position Downtown to continue realizing economic success. This will be our legacy to future generations.

In response to these pressures, this Proposals Report lays out the foundation for the Downtown Secondary Plan. Four decades after the adoption of the Central Area Plan in 1976 that heralded a wave of unprecedented residential intensification, this new Secondary Plan will set the stage for Downtown’s next 25 years of growth.

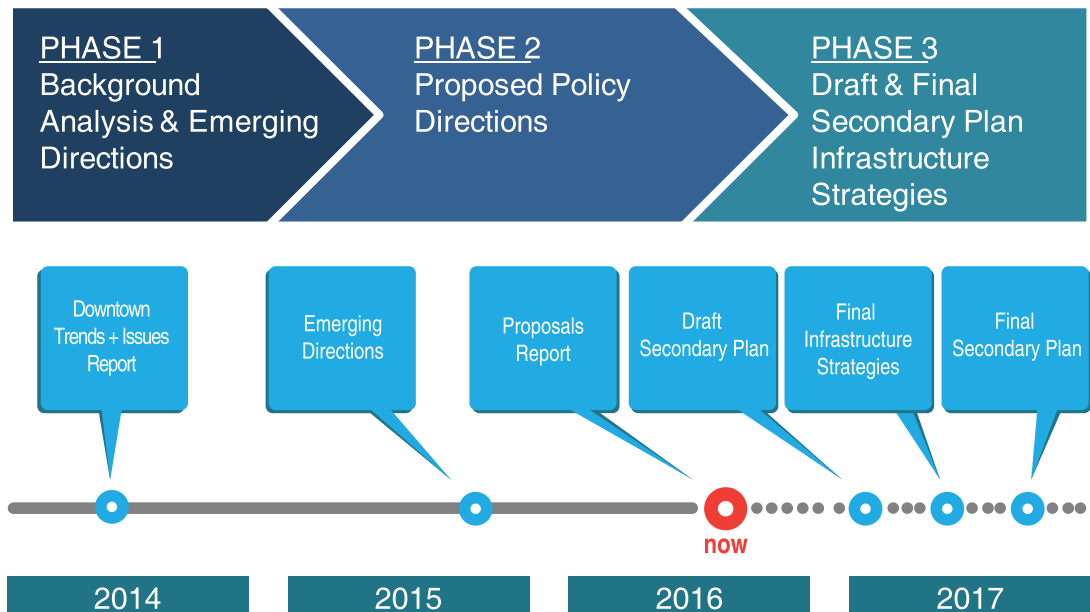
This defining moment in the evolution of Downtown places Toronto at a crossroads and requires us, collectively, to confront some challenging decisions. The opportunity for transformation is immense.



TOcore: Where are we?

This Proposals Report is the third report to Council on TOcore: Planning Downtown. The first report was a comprehensive background study that provided an existing conditions analysis of Downtown and set the stage for further “building block” analysis of strengths, weaknesses, opportunities,

and threats. The second report to City Council presented the results of this analysis, and outlined a set of emerging directions targeting the gaps in the existing planning framework and infrastructure. This report outlines the policy proposals for the new Downtown Secondary Plan.



Moving Forward

The TOcore inter-divisional staff team, with support of consulting resources, will prepare a public consultation document and related web-based materials that summarize the TOcore policy directions endorsed by Council and take it out for public consultation in early 2017. In addition, targeted stakeholder consultations related to the infrastructure strategies and related studies will be carried out.

By mid-2017 the draft Downtown Secondary Plan and the six infrastructure strategies and assessments – Parks and Public Realm, Transportation, Community Services and Facilities, Office and Institutional, Energy, and Water – will be finalized and presented to Council.

Downtown's Journey

Downtown's journey dates back centuries, with different settlements in the area by various Indigenous people over time. They relied on its forest, shoreline, watercourses and the sandy peninsula now known as the Toronto Islands for trade, gathering, hunting, fishing, health, and cultural exchange. In 1781, the British Crown entered into an agreement with the Mississaugas of the New Credit for use of the land centred on today's Downtown; the

so-called "Toronto Purchase" remained in dispute for over 200 years until 2010, when the Government of Canada made a settlement for the land with the Mississaugas.

It was a dozen years later in 1793 that the Town of York was laid out according to a ten block plan centred on the St. Lawrence Market. It wasn't until 1834 that the Town of York was renamed "Toronto" and incorporated as a city.



City of Toronto Archives, Fonds 200, Series 725, Item 90

From the 1860s to the 1920s the City of Toronto invested heavily in its streetcar network, with much of it still in existence today. New lines spread out from Downtown to the north, east and west, spurring the development of Toronto's streetcar suburbs and giving rise to retail along Toronto's beloved main streets. During this time, the University of Toronto campus began to take shape around the original King's College.

The post-war period saw Toronto growing rapidly, with the population of greater Toronto increasing at a rate of 50,000 persons per year. It was during this time that the City invested heavily in new infrastructure. In 1954, for example, the Toronto Transit Commission opened Canada's first underground rail line known as the

Yonge subway. The subway ran under Yonge Street between Union Station and Eglinton Avenue and had 12 stations. Since the 1950s the subway system has been expanded to become Canada's largest in terms of number of stations, accommodating an average of 1 million passenger trips each weekday.

The 1950s also saw the opening of the Gardiner Expressway and the Don Valley Parkway. When the Gardiner was built, it passed through industrial lands, which have since been redeveloped with mixed use communities.

The building of the GO Rail network by the Province beginning in the late 1960s brought commuter rail to Toronto and contributed to the growth of the Financial District with underground PATH connections to Union Station.



Historic Aerial Photograph of the Financial District, circa 1970 (Source: City of Toronto)

The 1970s saw the emergence of new forms of public involvement and protest in urban affairs. The stopping of the Spadina Expressway saved the Annex, Harbord Village, Kensington Market, and Chinatown neighbourhoods and led to a new era of city building. The construction of the CN Tower in 1976 foreshadowed Toronto's acceptance of tall buildings in its Downtown.

The existing Downtown planning framework, rooted in the 1976 Central Area Plan, has been overwhelmingly successful. One of its key ideas was the encouragement of residential growth Downtown, a first in North America. The mixed-use policies led to a reversal of Downtown population decline through the 1970s and 80s and helped Toronto avoid the central city deterioration experienced in many other cities across the continent.

By the mid-20th century, the comprehensive redevelopment of whole neighbourhoods, including Regent Park and St. James Town, ended and a finer grain of street related and modestly scaled infill development – much of it mixed use – enhanced and shaped Toronto's unique Downtown neighbourhoods.

The large-scale redevelopment of former industrial lands in the Central Waterfront (Harbourfront), and the creation of the St. Lawrence Neighbourhood (a street related mixed income neighbourhood) are among the Central Area Plan's most enduring legacies. More recently, the opening up for reinvestment of the former industrial areas of King-Spadina and King-Parliament (the "Kings") has brought vitality to these neighbourhoods by encouraging a diverse mix of uses and activities.



David Crombie Park on The Esplanade (Source: City of Toronto)

The current planning framework for Downtown includes the Official Plan, 10 Secondary Plans, and 46 Site and Area Specific Policies that provide specific local guidance for development. The existing plans include those that have been in place for decades and have guided whole-scale redevelopment of brownfield areas (the Railway Lands), helped re-imagine brick-and-beam districts (King/Spadina and King/Parliament), and protected the special open space and historic character of the University of Toronto campus. Other existing plans are more recently adopted and have addressed areas under development pressure (North Downtown

Yonge), areas recently opened up for mixed-use developments (Dupont Street and Queen-River), and Toronto Community Housing revitalization projects including Regent Park and Alexandra Park.

One of the outcomes of the TOcore study will be a rationalized and simplified planning framework for Downtown, which will build on the existing planning framework, adding detail and strength where needed. This new, comprehensive plan will guide the growth of the city's core over the next 25 years.



Railway Lands Neighbourhood – an example of a vertical mixed use community
(Source: City of Toronto)

Heart of the City & Region: A Downtown Like No Other

Toronto stands out from so many other North American cities for its consistent dedication to the “idea of Downtown” as the strong, healthy and beating heart of the city and the region. We believe that in doing so we have created a Downtown like no other, with distinct qualities embedded within its

DNA that contribute to its uniqueness. But we cannot take our unique Downtown for granted. We must work hard to better understand those elements - the genes contained within Downtown’s DNA - to determine how they must evolve in order to continue making Downtown so liveable.



View of Downtown from the southwest (Source: PUBLIC WORK)

Through a reflection on Downtown’s journey, an analysis of its current state of affairs, and listening to the stories of so many Torontonians on their relationship to Downtown, we have identified the following elements of “Downtown’s DNA” that will need to be the focus of our new policy framework:

- an understanding of the pervasive influence of social, environmental and economic factors on public health;
- community design, both physical and programmatic, that fosters public and personal safety;
- an understanding of the need for equity and affordability, consistently challenged by opposing forces;
- the overarching power of mixed use and, with modest limits, its broad application;
- planning for people: physically through human scale development and socially and economically by sustaining the power of smallness and developing a better understanding of scale and proportion;
- an acceptance of self-organization and a sense that not everything needs to be planned;
- master planning that emulates the best qualities of the granular city;
- the energy of and connection between density and all forms of diversity (people, form and land use);
- tension or balance between the benefits of predictability or performance-driven planning on the one hand and organic, innovative, and incremental change on the other;
- the broad power of creativity and culture to reshape and propel the economy and social space;
- the power of physical place including the shared public realm to influence people and their capital, through a complete range or scale – from daily life to investment decision-making;
- growth factors that invite pause or reset due to affordability, excess, or unintended consequences; and
- a continuing commitment to high quality design of public spaces, public buildings, and development.

Downtown’s health underpins the health of the entire city. The Secondary Plan will recognize the role that Downtown plays in ensuring the long-term prosperity and social well-being of Torontonians and will identify policies to ensure it remains liveable for all those that live, work, learn, play, and invest here in the City.

An Economic Powerhouse

Planning for Downtown Toronto must consider the unique and diverse roles it plays as the economic and cultural hub of the region. As the largest and most accessible employment and institutional cluster in the Greater Toronto and Hamilton Area (GTHA), its population swells from 250,000 residents to over 830,000¹ residents, workers, students, and visitors each day.

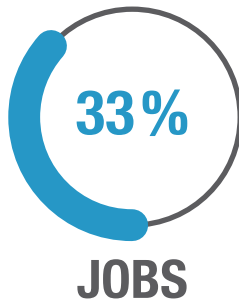
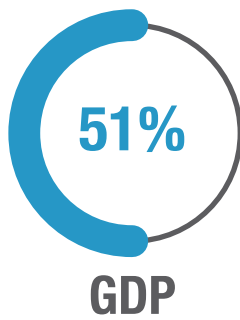
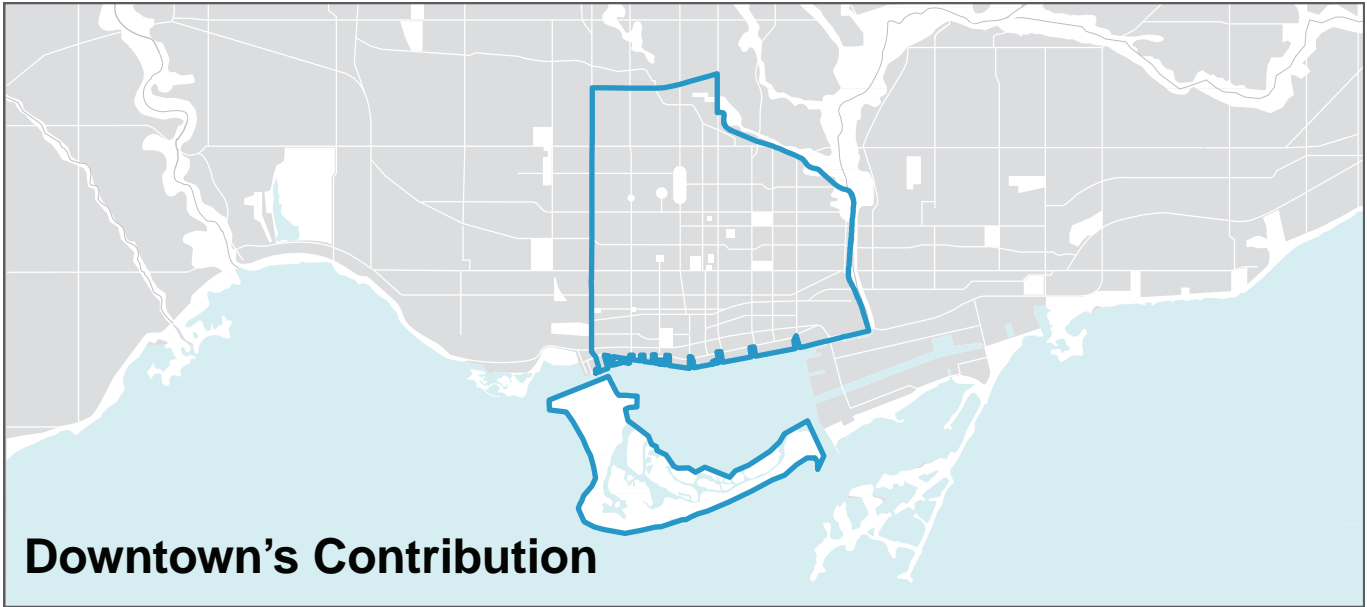
Though it accounts for just 3% of Toronto's land area, Downtown contains 33% of its jobs, making it an economic powerhouse that is indispensable to the economic health and prosperity of our region. Its significance extends nationally as the home of a large proportion of Canada's corporate head offices, and globally as the 13th most competitive financial centre, as ranked by the Global Financial Centres Index.

It is estimated that 37% of the growth in Toronto's residential population and 45% of non-residential growth over the next 25 years will occur Downtown, which accounts for only 3% of the City's total land area.



View of the Financial District from the south (Source: PUBLIC WORK)

¹Estimate based on Transportation Tomorrow Survey data, post-secondary student population, hotel room inventory and residential population estimates.



World Renowned Institutions

Toronto's Downtown connects Canada to the global economy. Its financial, business services, and creative industries, while integrated with global city networks, are economic sectors that actually rely on dense, spatial clustering and the significant opportunities for face-to-face contact that Downtown affords. The cluster of 9 hospitals, universities, and medical research facilities similarly thrive in Downtown's concentrated and highly connected environment, as do other clusters such as the major national broadcasters, newspapers, and magazines.

From their Downtown locations, initiatives such as the MaRS Discovery District play a special role in driving innovation and technology commercialization by connecting research institutions with local entrepreneurs and small enterprises. Maintaining and growing Toronto's

global competitiveness will depend on finding ways to keep these sectors, both large and small, in the Downtown, ensuring they have access to skilled talent and the space to grow, thrive, and interact.

Downtown is also characterized by several important institutional areas that employ 67,000 people. In addition to the health and medical cluster noted above, Downtown is home to four post-secondary educational institutions, the Ontario Capital Precinct, and a civic/courts precinct located to the north and west of Nathan Phillips Square.



Royal Ontario Museum (Source: Creative Commons, Credit Tabitha & Simon Chasing)

Thriving Shopping Streets & Destination Retail

Downtown plays a number of other important roles for the city and region. It has the largest retail concentration in the GTHA, featuring the Toronto Eaton Centre, the world's largest underground retail complex (the PATH), independent stores along traditional main streets,

and unique local and destination shopping districts such as Kensington, Chinatown, St. Lawrence Market, and Yorkville. With its incredible diversity of restaurants, bars, and nightclubs, Downtown has a rich culinary scene and active nightlife.



Kensington Market (Source: City of Toronto)

A Flourishing Culture, Music, & Film Scene

Downtown is a centre of arts and culture, containing institutions such as the Royal Ontario Museum and the Art Gallery of Ontario, several performance halls that feature symphony, ballet, opera, and a multitude of live theatre venues. With close to 100 indoor live music venues, Downtown has also emerged as Canada's hub for live music. Toronto is North America's fifth largest film and TV production centre with the majority of on-location filming taking place Downtown. The Toronto International Film Festival is among the world's premier film festivals and draws

hundreds of thousands of attendees each year. Downtown has several large sport facilities that house three major league teams with an accumulative attendance in the millions. All of these cultural offerings are linked to a wide variety of entertainment options such as Ripley's Aquarium of Canada, the CN Tower, and the Hockey Hall of Fame. Together, these attractions help to make Downtown a prime spot for tourists, who numbered a record 40 million in 2015, and spent an estimated \$7.2 billion dollars.

Beautiful & Vibrant Gathering Places

Downtown has a number of parks and public spaces serving as city-wide gathering places and destinations for recreation and celebration. These include the Downtown's three big squares – Nathan Phillips Square, Dundas Square, and David Pecaut

Square – along with large parks of city-wide importance such as the Toronto Island parks, Riverdale Park, Allan Gardens, St. James Park, and Queen's Park. Toronto's revitalizing waterfront also draws residents and visitors alike to the city's blue edge.



Nathan Phillips Square during the 2015 PanAm Games. (Source: City of Toronto)

Regional & Global Accessibility

Downtown Toronto's high degree of regional and global accessibility has been fundamental to its economic success. Provincial investments in GO Transit, coupled with the City's own capacity upgrades to Union Station allow a significant number of workers and visitors to move into and out of Downtown every day. The Union-Pearson Express rail link and the new

pedestrian tunnel to the Billy Bishop Toronto City Airport have made inter-city air connections faster and more convenient than ever before. Planned investments in the Relief Line, Regional Express Rail, and SmartTrack are anticipated to fuel further growth in the city centre and in nearby shoulder areas such as Liberty Village and the future East Harbour neighbourhood.



Aerial view of Financial District (Source: City of Toronto)

A Place to Call Home

It's important to recognize that in addition to the many regional roles of Downtown, approximately 1 in 10 Torontonians call it home. A broad range of housing options within the many diverse Downtown neighbourhoods provides residents with access to jobs within a variety of living options, all without the need to

commute long distances. It also ensures a 24-hour population that is essential to creating the vibrancy that supports local retailers, arts and culture, and entertainment. Providing for additional housing while keeping the diversity of housing options and scale and character of the neighbourhoods is the goal of the new Downtown Secondary Plan.

Downtown's Liveability: Infrastructure to Support Growth

For quality of life and the competitiveness of Downtown to be maintained, growth must be accompanied by the physical and social infrastructure necessary to support new residents and workers. This means planning for and securing the infrastructure essential to building complete communities: parks and open

spaces; community facilities; schools; networks for walking and cycling; surface transit; and a public realm that provides a platform for civic life. It also necessitates putting in place a policy framework that ensures new development occurs in a manner that is closely integrated with the delivery of this infrastructure.



Harbourfront Neighbourhood (Source: City of Toronto)

From Master Plan to Infill: New Patterns of Growth

In the period since the 1976 Central Area Plan, the pattern of growth has transitioned from predominantly large-site, brownfield and vacant lot redevelopment towards infill on increasingly smaller land parcels. Large development sites in the past allowed the City to successfully secure the necessary infrastructure, including new parks, community centres, and streets to support growth in a holistic and comprehensive manner on-site. This infrastructure has helped to reconnect Downtown to its waterfront, from which it had been separated by freeways, rail corridors, and industrial uses.

Today, the pattern of growth Downtown is substantially different.

With few large sites available for redevelopment, the market is targeting infill projects on small sites. Eighty-nine percent of the development sites in the pipeline are smaller than one hectare and afford far fewer on-site opportunities to address the full range of infrastructure and liveability needs. This reality calls for more innovation in how the City approaches policy, programming and design.

The need to plan in an infill context, where the City and its partners work together to provide required infrastructure, is the new reality for Downtown Toronto – one that the Secondary Plan will address.



West Donlands Community (Source: City of Toronto)



Vision & Guiding Principles

A Vision For a Downtown Like No Other:

The liveable, connected, prosperous and resilient heart of Toronto

In 2041, Downtown Toronto is the thriving, connected heart of a successful and prosperous city-region. It is a place where Torontonians of all ages, incomes and abilities can live, work, learn and play, and where strong community ties make residents feel connected to one another and to the city beyond.

Downtown is liveable and residents enjoy a high quality of life. A range of housing options accommodate singles and families of diverse economic circumstances, and they enjoy access to a varied and extensive system of parks and public spaces that act as their outdoor living rooms.

These parks and public spaces bring people together and accommodate a range of activities year round. They include some of the world's most innovative parks that occupy overlooked areas such as under freeways and over rail corridors, as well as the spectacular waterfront parks that line Downtown's beautiful blue edge. The waterfront is fully connected to the rest of the city, with the physical barriers that once existed long gone.

Community facilities such as schools, recreation centres, libraries and daycares support and nourish residents of all ages, and there are programs and additional facilities to support the homeless and other



vulnerable groups by offering housing and creating opportunity.

Varied and interesting streetscapes feature iconic architecture and an abundance of unique shops, restaurants and cafés that promote public life.

Most residents and visitors get around by foot or by bike, making the most of generous sidewalk space and a comprehensive network of bike lanes. Or, they use one of the fast and reliable surface transit options that make it possible for so many of them to live without a car.

New buildings contribute zero net greenhouse gas emissions, making use of an expanded deep lake water cooling system and other new district and local energy solutions. A new focus on resiliency means Downtown is stronger and healthier than ever before, and better able to address the stresses of an unpredictable climate.

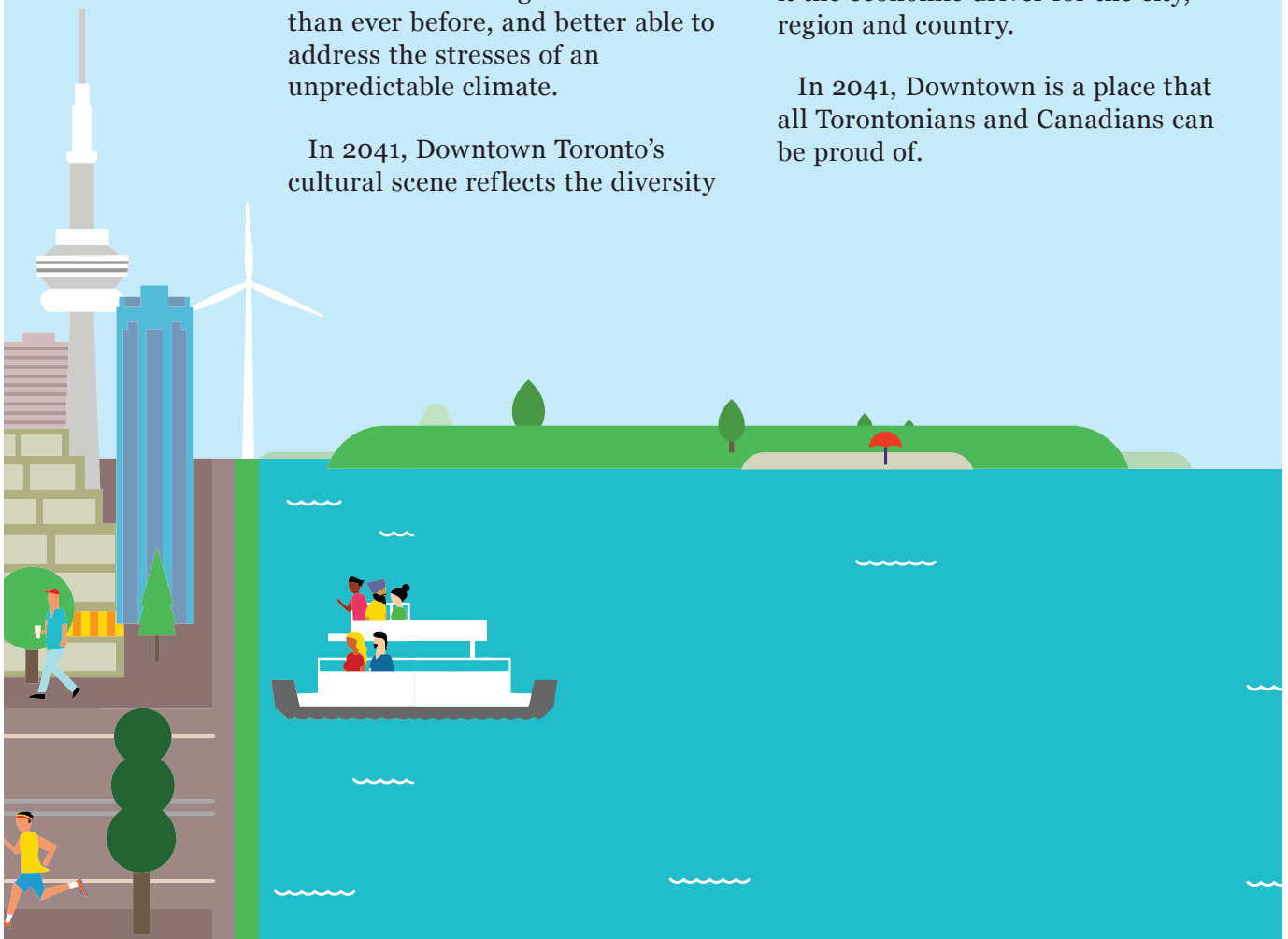
In 2041, Downtown Toronto's cultural scene reflects the diversity

of the world's most multicultural city in its large and small cultural institutions, and is a vibrant, 24-hour place, with a rich live music scene and nightlife.

Festivals abound and public art is everywhere. It is a place sure of itself and of its future that also respects, celebrates and preserves its past, including its rich and layered history as a settlement and trade centre for the Huron-Wendat, Haudenasaunee, and the Mississaugas of the New Credit First Nation.

Downtown is also a place of great opportunity, a reflection of its status as a global hub of finance, commerce, innovation and creativity. Its enormous employment base and status as the home of so many world-renowned cultural, health and educational institutions help to make it the economic driver for the city, region and country.

In 2041, Downtown is a place that all Torontonians and Canadians can be proud of.





Challenges

Downtown Toronto stands out in North America for its mixed-use communities, diversity, safety and economic opportunities. Both residents and workers enjoy a comparatively high quality of life – a characteristic that has helped drive its unprecedented growth. Paradoxically, this growth has been so significant that by many metrics the continued liveability of our Downtown is at risk.

Higher demand for scarce resources is challenging the equitable provision of essential services, community facilities and parkland. Growth threatens to displace vulnerable residents, organizations and incubating of small businesses that have long underpinned the diversity of Downtown. In a context of unprecedented intensification, the ability to proactively respond to these growth pressures is becoming increasingly constrained.

Guiding Principles

A Downtown of Neighbourhoods

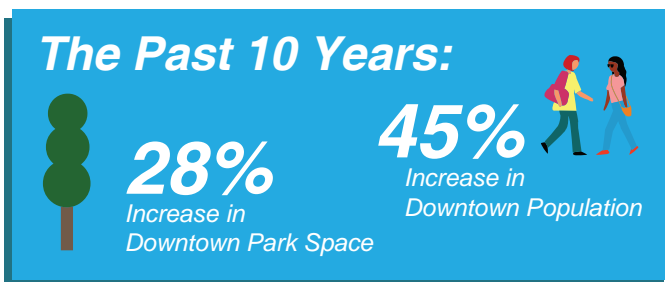
Toronto is a city of neighbourhoods and Downtown is no exception. To maintain liveability as Downtown grows, we must plan its local neighbourhoods to provide walkable access to the complete range of attributes that support urban life: employment, housing, retail, open spaces, community facilities and transit. New buildings will be shaped to ensure they respond appropriately to their surrounding context, contribute to the public realm, and provide amenities that meet the needs of all residents.

Flexible and Dynamic Public Spaces

As unit sizes decrease, more people are using public spaces as their shared backyards and living areas. They are joined by hundreds of thousands of workers and visitors that use these same public spaces to gather and get active. Investments that support public life are essential to meet the growing demands on outdoor public spaces. Downtown will also require a diversity of flexible and accessible facilities that build community and support residents of all ages, incomes and abilities.

An Inclusive and Affordable Downtown

We must plan for inclusive communities that welcome and accommodate the diverse populations that call Downtown home. As growth continues, the threat of displacement of vulnerably housed and at-risk groups increases. This challenge must be tempered with policies and strategies to keep and grow supportive services and affordable housing.





Connectivity

Challenges

Downtown will continue to grow, but the amount of space dedicated to streets is finite. Despite three quarters of Downtown commuters walking, cycling or taking transit, the existing street network overwhelmingly allocates space for private vehicles.

Downtown's extensive surface transit network crawls inefficiently in congested mixed traffic. In certain areas, such as King Street West, transit modal share has actually declined as residents opt to walk and cycle instead of taking the streetcar. Near Union Station, sidewalks are spilling over with pedestrians as surges of commuters rush to make their GO Train connections. As Regional Express Rail is implemented, Union Station – already the destination for over 90% of GO Train trips – will see its passenger volumes continue to rise. Responding to these connectivity challenges will require bold moves to recalibrate how the existing street network prioritizes mobility.

Guiding Principles

The Region's Most Accessible Centre

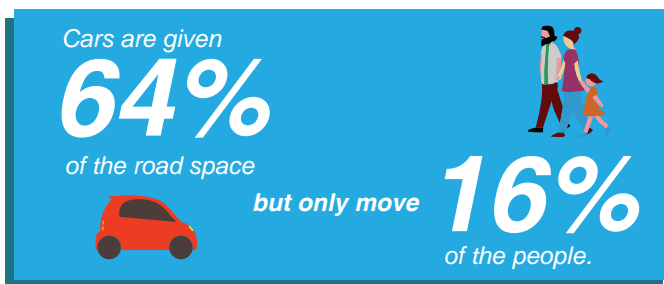
As the region's most accessible employment and institutional centre, Downtown businesses and institutions benefit from unparalleled access to skilled labour. These employers are also highly connected to one another as a result of their geographic proximity, providing important economies of agglomeration. Union Station will continue to be the transit hub for the city and region, while Billy Bishop Toronto City Airport and the UPX-linked Toronto Pearson Airport provide national and international connectivity.

Prioritizing Sustainable Transportation

Mobility Downtown will be increasingly less dependent on the private automobile. Mode priority for the movement of people will place walking and cycling first, followed by transit, and finally private automobiles. High-quality and desirable walking, cycling, and surface transit routes will become a defining feature of the Downtown experience.

A Green, Connected Public Realm

Downtown's diverse network of green spaces – parks, ravines, and squares – will be connected by a network of great walking streets, mid-block connections and pathways. This expanded public realm network will link seamlessly with important destinations such as parks, transit stations, schools, community facilities and retail streets.





Challenges

Residential development is driving up land prices, reducing affordability, and displacing cultural industries, independent retailers and incubating businesses. Over time, the ability of the office sector and landmark institutions to expand has been challenged by growing competition for a limited supply of development sites. Striking a balance to ensure Downtown retains and expands its role as the primary economic engine of the region is essential to Toronto's future prosperity.

Guiding Principles

A Competitive Image to the World

In 2016, Toronto placed 13th on the Global Financial Centres Index. As the heart of commerce for Toronto, Downtown will continue to define our image on the world stage as a competitive and influential economic centre.

Economic Driver for the City, Region and Country

A balance between employment and residential uses has been, and must continue to be, essential to achieving a robust and diverse economy. Land in proximity to key mobility nodes must be protected for employment to allow for long-term growth. Downtown will accommodate the growth of post-secondary institutions and the health sciences cluster as important sources of services, innovation and skilled employment.

Flourishing Scene for Arts and Culture

A thriving arts and culture scene contributes to the uniqueness of a city, attracting talent and jobs. Toronto's Downtown must position itself as a global leader in arts and culture, providing the industry with the tools, support and protection it needs to expand and flourish.





Challenges

The effects of climate change could have a significant impact on Downtown. Toronto is subjected to an increasing frequency of intense storm events with their associated risks of flooding and power outages. Taller buildings are more vulnerable due to their reliance on the grid for water supply, elevators, and heating and ventilation. The climate change challenge is compounded by growth that has been utilizing excess infrastructure capacity left by the deindustrialization of the city's core. New investments in water, sewer and electricity infrastructure will need to be directly linked to additional growth.

Guiding Principles

A Stronger, Healthier Downtown

Advancing resiliency initiatives, such as encouraging improved back-up power systems in tall residential buildings and improved storm water management, will help Downtown recover more rapidly from a storm event. A healthier Downtown also means leveraging “greening” opportunities to improve air quality, expand biodiversity and minimize the urban heat island.

Towards a Low-Carbon Downtown

Downtown will develop in a manner that contributes to the achievement of the City's Climate Change Action Plan. New developments must be designed to build on the resilience of the city, and new large developments will be required to identify how they could achieve net-zero emissions and energy use. Opportunities to minimize the impacts of increasing peak electricity demand Downtown, such as expanding deep lake water cooling, should be seized and new systems using low-carbon energy sources should be implemented.





Challenges

Recent population and employment growth Downtown has not been accompanied by a proportionate level of investment in infrastructure and services. With a potential doubling of population projected over the next 25 years, there is an onus on both the City and Downtown's many stakeholders to take responsibility for securing the infrastructure necessary to support this growth. Setting priorities, identifying creative solutions and making tangible financial commitments moving forward will ensure that Toronto's Downtown remains liveable, connected, prosperous and resilient.

Guiding Principles

Strong Partnerships

Downtown hosts an impressive array of organizations that contribute to the high quality of life enjoyed by residents, provide services to vulnerable populations, advocate for better parks, build affordable housing and undertake research initiatives. The development industry plays an important role by adding new buildings to the urban fabric and contributing to the creation of new communities. Implementing this Plan will mean strengthening existing partnerships and building new ones with organizations that can help advance common interests and city-building objectives.

Sustainable Financial Mechanisms

Consistent with the City's Strategic Actions 2013-2018, the infrastructure requirements identified in the Plan will be accompanied by a financial strategy centred on growth-oriented revenues that is both equitable and sustainable. This strategy will require the alignment of financial policies including development charges and other dedicated revenue tools. In addition to upfront capital costs, it is essential that the operational impacts of growth on City services and programs be considered and sustainably funded.



Policy Directions

Building Blocks

The work of TOcore is an inter-divisional and inter-agency effort organized around 7 building blocks that will form the basis of the Secondary Plan and a series of infrastructure strategies. The building blocks are:



Buildings & Neighbourhoods



Economy



Parks & Public Spaces



Community Facilities



Mobility



Water



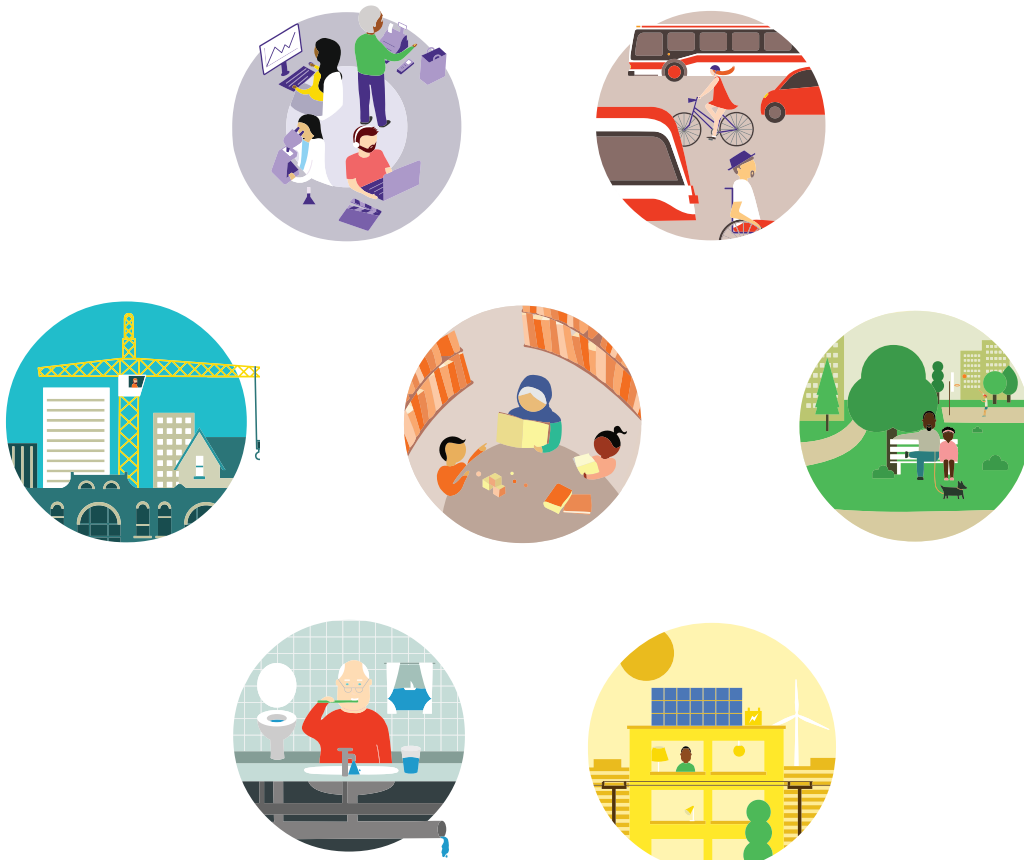
Energy

Policy Directions

The following section outlines a comprehensive set of policy directions for the new Downtown Secondary Plan. This is not the plan itself. The draft Secondary Plan will be based on these proposed directions and the public and stakeholder consultation that will begin in early 2017.

Aligned Initiatives

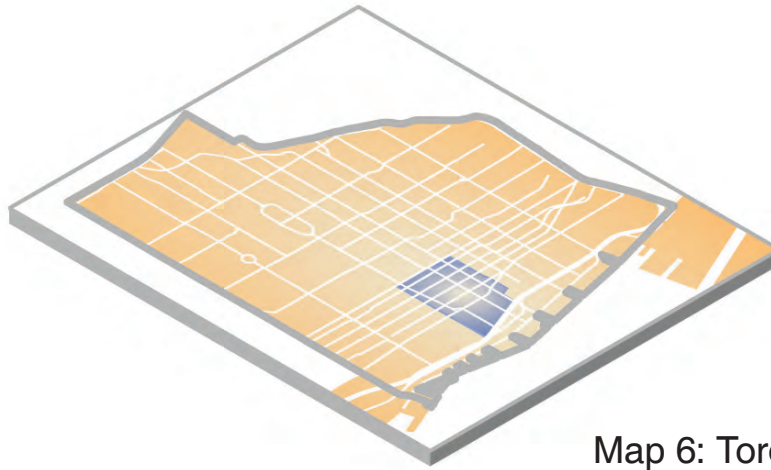
The Secondary Plan will cover 17 square kilometers in the core of Toronto. Given its geographic scale, the Study has been closely aligned with both city-wide initiatives as well as local area studies, allowing the focus of TOcore to be on policies that are applicable and relevant at the intermediate scale of Downtown. TOcore will continue to both inform and be informed by these initiatives. The aligned initiatives for each policy direction topic are listed at the end of each section.



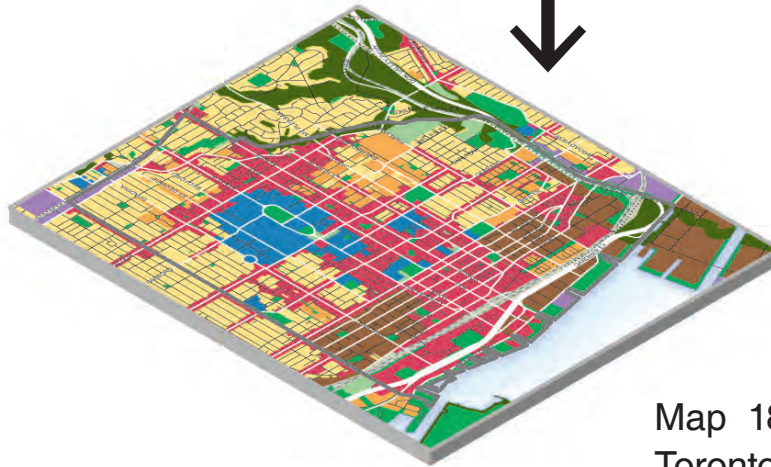
A. Directing Growth

The Official Plan identifies that growth is to be directed to certain areas of the city, and the Downtown is one of those areas expected to absorb growth. The Official Plan also identifies that not all areas within the Downtown will experience the same level or intensity of growth. The Downtown Structure Map below identifies the areas within the Downtown that will experience the greatest levels of future growth in jobs and residents.

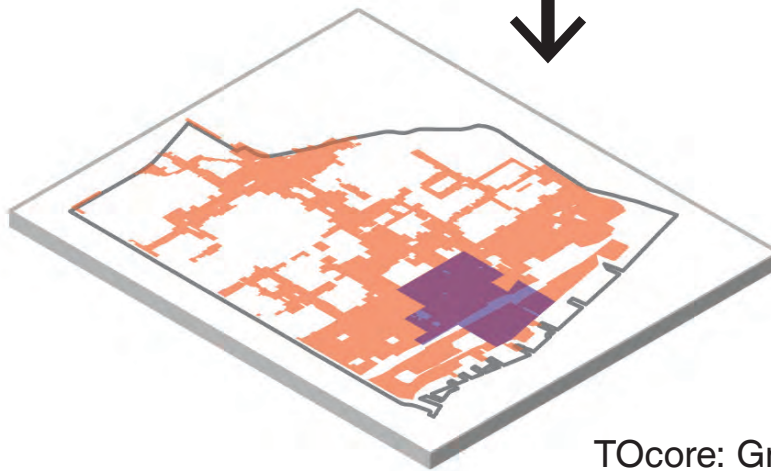
Directing Growth in the Downtown



Map 6: Toronto Official Plan



Map 18: Land Use Map
Toronto Official Plan



TOcore: Growth Areas Map

The Downtown Structure Map will refine and elaborate on Map 6 of the Official Plan and provide clarity around the location of growth within the Downtown. This map refines and elaborates on Map 6 of the Official Plan, and illustrates the general locations in Downtown. The magnitude of growth experienced within the Downtown will vary based on the character and planned context of the area. The Structure Map is to be read in conjunction with the Land Use Map and the Mixed Use Areas maps which will provide further definition and direction on the form and intensity of the growth that will occur within the area identified and targeted for growth.

At the core of Downtown's non-residential growth is the Financial District, the economic heart of the region and the defining feature of Toronto's skyline. Spanning out from the Financial District are the areas that are anticipated to absorb the greatest intensity of growth: generally north along Subway Line 1, east and west along the Queen and King streetcar lines and future subway alignments, and in areas along the waterfront. These growth areas will be influenced not only by proximity to transit routes, but also by the existing and planned character, as well as physical and social infrastructure capacity. Overlaid on top of these growth areas are the key institutions such as the Health Sciences District and the post-secondary institutions that underpin the success and stability of the Downtown, as well as a network of parks and open spaces that helps facilitate an interconnected and cohesive Downtown.

The overall objective of identifying the areas targeted for growth is to move towards a more predictable and balanced pattern of growth. The character and diversity of the Downtown must be balanced with change. Within certain areas of the Downtown little intensification is anticipated to occur, while in others only low-scale development that responds to local character may be appropriate. In areas of higher intensity, it is imperative that we achieve greater certainty around growth patterns to enable the City to plan, fund and build or secure the corresponding levels of required infrastructure. Lastly, to retain the balance of uses that have been so fundamental in the success of Downtown, it is necessary that in certain special areas remaining development capacity be prioritized for specific uses – non-residential in the Financial District for example.

Through this approach to managing long-term growth, the emerging form, function and structure of Toronto's future Downtown is already beginning to take shape. The sustained application of land use designations further refines the location and intensity of development. The built form, and parks and public realm policies of the new Secondary Plan will articulate the appropriate form, as well as detail the expectations that all developments will contribute to an expanded and connected city.



B. Shaping Land Use, Scale & Economy

A land use framework that promotes a balanced approach to growth is of paramount importance in the Downtown Secondary Plan. Achieving this requires the adoption of land use designations that provide more detailed guidance to the direction of growth. It also necessitates achieving a balance between residential uses and other important drivers of the economy – office, institutions, retail and cultural industries.

The proposed policy directions support future growth and the viability of these sectors by prioritizing non-residential uses in certain areas,

establishing priority retail streets, encouraging the retention of office and encouraging creative industries.

The land use designations contained within the Chapter 4 of the Official Plan refine the Urban Structure map (Map 2) by providing guidance on what uses are appropriate in specific areas and where growth is or is not targeted. The proposed TOcore land use designation policy directions will be informed by both the existing local character and the future planned context. These designations also assist with the implementation of the Province's Policy Statement and Growth Plan.

A Finer-Grain of Mixed Use

Downtown contains a large concentration of *Mixed Use Areas*, encompassing the Financial District, the Yonge/University subway corridor, and the main east-west and north-south arterial roads, such as Queen Street, Dundas Street, Bloor Street, Church Street, and Jarvis Street. The variety of uses found Downtown combined with the fine grain lot pattern has resulted in wide-ranging intensity of development throughout. The result is an intricate

mosaic of use and scale that requires strong policy guidance to ensure that the scale of growth and development is shaped by and influenced by the immediate planned context. Each of the areas designated as *Mixed Use Areas* has varied characteristics and constraints, and thus, the anticipated scale and intensity of growth and the scale of development varies and should be based on a respect for the local context.

Current Official Plan land use designations for Downtown provide a solid policy framework to protect the stability of *Neighbourhoods* and *Apartment Neighbourhoods*. The designations direct growth to *Mixed Use Areas* and *Regeneration Areas* where it is most appropriate. The *Mixed Use Areas* Downtown are intended to absorb most of the anticipated increase in office, retail, and service employment, as well as the bulk of new housing in the coming decades. However, as the intensity of development on small, infill sites increases and Downtown begins to see more tall and super-tall buildings, the time has come for a finer grain of land use policy within the Downtown's growth areas.

While it is appropriate for Downtown to accommodate growth it should not be uniformly distributed, as the Plan states in non-policy text. New development must occur in a manner that respects the local existing and planned context. Downtown is not homogeneous with one building scale or typology. The intent of the Downtown Secondary Plan and the refined *Mixed Use Areas* policies is to shape the growth of the Downtown in a more prescribed manner that balances the character, scale, and transition across the diverse landscape of Downtown.

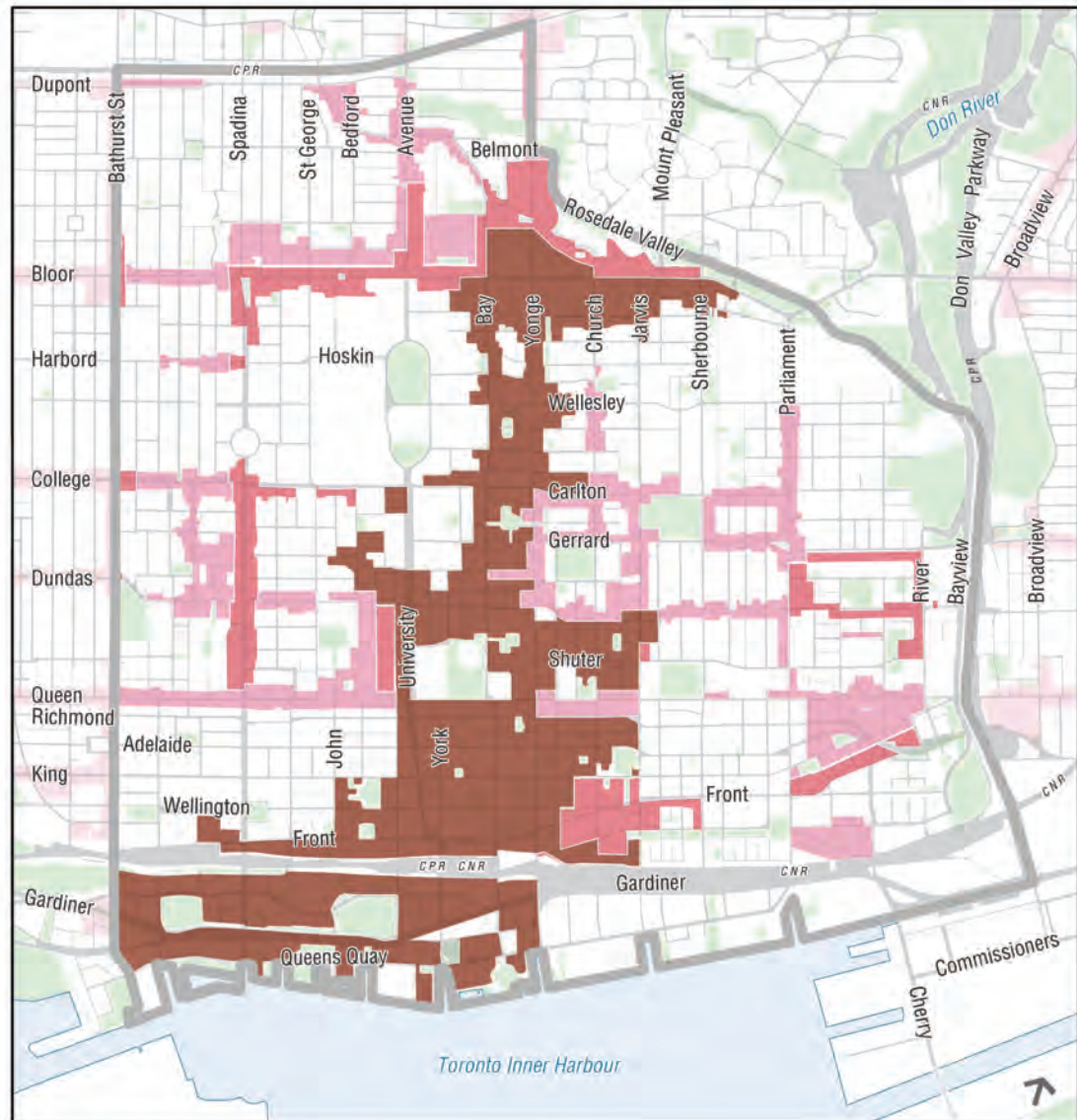
As such, there are areas within Downtown where a more sensitive or prescribed approach to intensification is required. This includes areas of Downtown where the existing context is low in scale or where a significant

amount of heritage resources exist. Other areas, such as streets that share a similar character as the "Avenues" identified in the Official Plan, are appropriate for a moderate scale of density achieved in a mid-rise form. Additionally, there are specific areas Downtown where taller buildings may be appropriate. In those areas, the permitted shape, form and intensity of development will be informed by the local character. As stated in the Official Plan, tall buildings are only one form of intensification and are not appropriate in all locations.

To address the diversity of the *Mixed Use Areas* Downtown and to reflect that tall buildings are but one form of development, staff are proposing to create three (3) sub-categories within the *Mixed Use Areas* designations along with associated land use policies, within the Downtown Secondary Plan. These land use policies will work in tandem with the Secondary Plan's other policies (built form, parks and public realm, community services & facilities, etc.), providing stronger policies available to planners and Council to sculpt growth and support liveability. Further details are provided in the Building for Liveability section of this report.

Policy Direction

B1: Establish three (3) sub-categories in the *Mixed Use Areas* designation as described on the Proposed *Mixed Use Areas* Map.



Proposed Mixed Use Areas

- Mixed Use Area 1**
 These Mixed Use Areas are generally along the Yonge Street / Bay Street / University Avenue Corridors, along subway lines, and master planned communities. **Tall buildings** are one of the many building typologies anticipated. Intensification is anticipated in this designation.
- Mixed Use Area 2**
 These Mixed Use Areas are the **transition** areas between the low density areas and the higher density areas. Intensification is anticipated in this designation.
- Mixed Use Area 3**
 These Mixed Use Areas have a **"mainstreet"** character. They may contain a large number of heritage buildings, house form buildings, midrise buildings, and are immediately adjacent to Neighbourhoods. Modest intensification is anticipated in this designation.
- Mixed Use Area Outside of the TOcore Study Area**
- TOcore Study Area**

Mixed Use Area 1

These *Mixed Use Areas* are Downtown's most developed areas with significant existing height and a planned context for tall buildings. They are located along the Yonge Street/Bay Street/University Avenue corridors, adjacent to subway lines and in master planned communities such as the Railway Lands. It is within this designation that intensification will occur in a diverse range of building typologies.

Intensification in the form of tall buildings is one of the many building typologies anticipated in this designation, subject to the local policy context. Although intensification is anticipated within the designation, new development will need to maintain and enhance the liveability of Downtown. Based on the local context, additional office space (over and above the replacement of existing space) may be a requirement in certain areas within this designation.

Mixed Use Area 2

The existing character and planned context of this Mixed Use Area may include buildings that exceed the definition of a mid-rise building, but are not as tall as those developments anticipated in *Mixed Use Areas* 1. These areas are often the transitional areas between the low to mid-rise scale areas of Mixed Use Area 3 and the tall

building typology areas present and anticipated within the *Mixed Use Areas* 1 designation. A diverse mix of uses will occur in this *Mixed Use Areas* designation, with office and residential uses above grade, and where appropriate, active ground-floor retail to animate the street.

Mixed Use Area 3

These *Mixed Use Areas* have, and will continue to have, a "main street" character. They contain a diversity of uses such as retail, services, restaurants, and small shop fronts at-grade with residential uses above that many people associate with the villages and neighbourhoods that make up and serve the local communities within Downtown. These areas may contain a large number of heritage buildings, may have house-form typologies or low to mid-rise scale buildings, and are generally immediately adjacent to Downtown's low-rise neighbourhoods. The existing and planned context may

include buildings up to a mid-rise scale with good access to mid-day sunlight in the shoulder seasons.

To protect and enhance the diversity of these areas, modest levels of intensification are anticipated within this new land use designation, with most growth occurring in the form of sensitive additions or mid-rise infill development. These are also the areas where it may be appropriate to apply the "Avenues" policies approach of the Official Plan and the City's "Avenues and Mid-rise Guidelines" when evaluating applications.

Stable Neighbourhoods and Apartment Neighbourhoods

The *Neighbourhoods* and *Apartment Neighbourhoods* policies have recently been updated in the Official Plan.

Neighbourhoods

Ground-related dwelling unit types such as singles, semis, multiplexes, and row houses will be delivered by the existing stock which makes up 20% of the housing units Downtown. Since this is a relatively small percentage of the overall housing stock it is important to increase housing in areas other than *Neighbourhoods*, and in alternative building forms, including vertical communities. Traditionally, the housing stock within the *Neighbourhoods* designation has supported a broad range of housing opportunities for families, singles, and people of varied incomes due to the flexibility of this form of housing. It is necessary to ensure the stability of the *Neighbourhoods* as they

contribute to the varied and diverse housing typologies Downtown.

The Official Plan *Neighbourhoods* policies are successfully protecting the stable Downtown neighbourhoods. These policies redirect intensification to areas more suited for growth. As part of the 5-year Official Plan review, the *Neighbourhoods* policies were revised to provide greater clarity regarding prevailing and physical character, and geographic neighbourhood within the *Neighbourhoods* development criteria. Given these recent revisions through OPA 320 (under appeal), no Downtown-specific amendments are anticipated to the *Neighbourhoods* policies.



Ground Related Dwelling Units (Source: City of Toronto)

Apartment Neighbourhoods

The *Apartment Neighbourhoods* policies have also been amended by OPA 320 (currently under appeal). The revised policies include criteria for new and infill development (including additions to existing slab-form buildings) such as: improving of site conditions; respect for contextual

height, scale and massing; maintaining separation distances between buildings; improving amenity spaces and the public realm; and increasing energy efficiency. Given these revised policies, no Downtown-specific amendments to the *Apartment Neighbourhoods* policies are anticipated.



Apartment Neighborhood (Source: City of Toronto)

Regeneration Areas

Regeneration Areas were identified in the 1990s as former industrial lands in need of revitalization. The Official Plan identifies that prior to development of these areas, a framework for development is to be set out in a Secondary Plan. Within the TOcore study boundary, lands designated *Regeneration Areas* are located in the King-Spadina and King-Parliament districts, Queen-River and the West Don Lands, all of which have Secondary

Plans. As future amendments to these Secondary Plans are brought forward, appropriate changes to land use designations will be evaluated. The Downtown Secondary Plan will examine the requirement for minimum non-residential gross floor area for office use on larger site redevelopments, as well as encouraging the retention of cultural space and cultural uses in the King-Spadina and King-Parliament Secondary Plan Areas.



King-Spadina Regeneration Area (Source: City of Toronto)

Policy Direction

B2: All new development on larger sites within King-Spadina and King-Parliament will require a minimum amount of gross floor area to be dedicated for non-residential uses, including office use.

Prioritize Non-Residential Uses

The Financial District

The Financial District was first recognized in the 1976 Central Area Plan and was expanded southward to the Gardiner Expressway in the 1993 Official Plan. The Financial District has developed primarily as Class A office towers interconnected by the PATH network, but recent developments have also included residential and hotel towers.

The Provincial Growth Plan for the Greater Golden Horseshoe (GGH) establishes under Policy 2.2.6(3) that Downtown Toronto's office core will continue to be the region's primary centre of international finance and commerce for the GGH. The Financial District is characterized by very large commercial office buildings, totalling over 2.9 million square metres (31 million square feet) of leasable space, predominantly occupied by large tenants. The largest firms within this area represent just 2.3% of all tenancies but, occupy 43% of leasable space.

As a result of the consistent expansion of GO Transit's network, the newly upgraded Union Station has emerged as the transportation epicenter for the region. The station is the end-point for 91% of GO Transit's commuter rail traffic, and after implementation of Regional Express Rail will likely

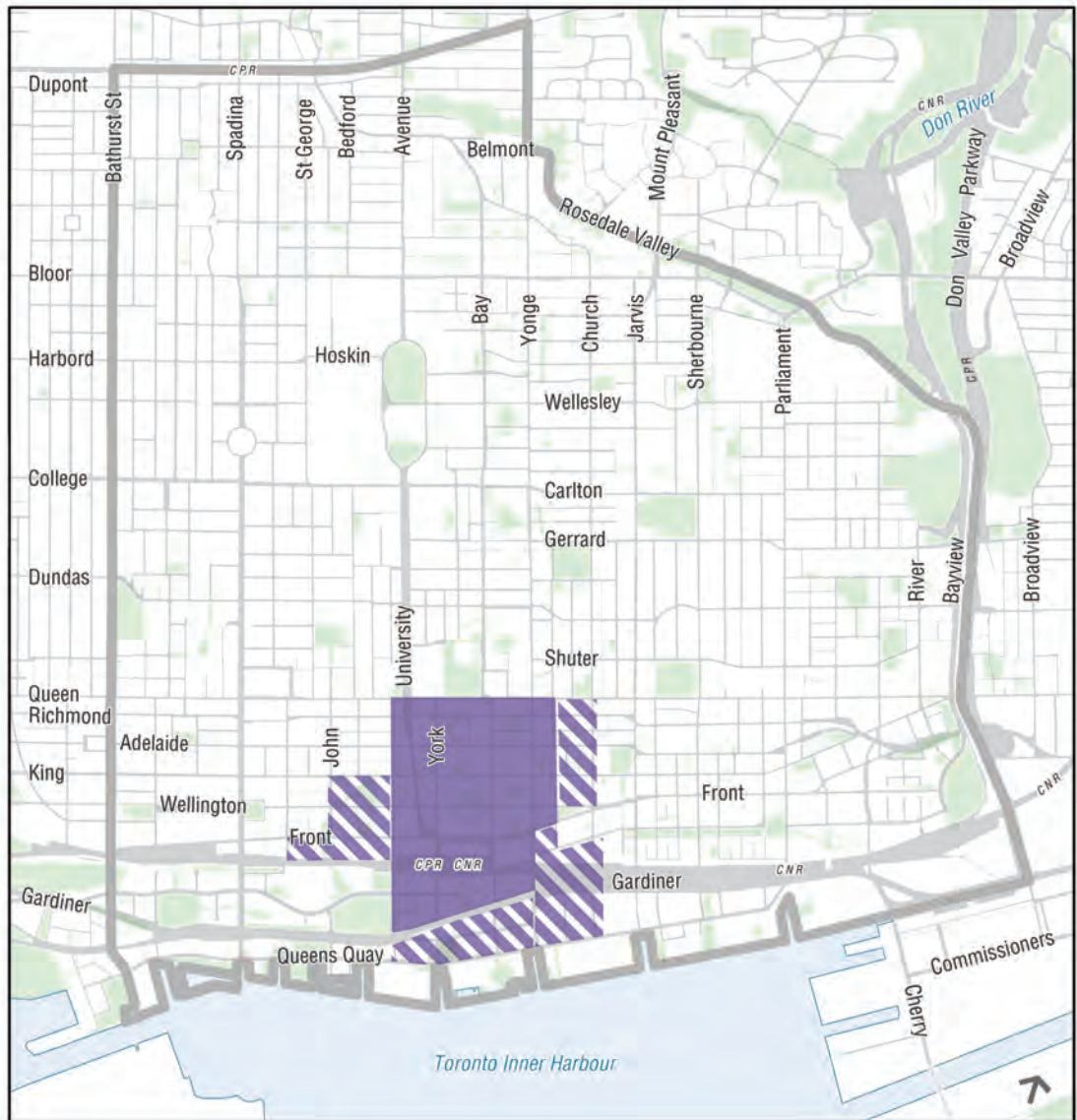
experience further passenger volume increases. In addition, the five subway stations within the Financial District have a combined daily ridership of 320,000. This high degree of accessibility to the GGH's workforce has been one of the most important drivers of employment growth in the core of the city. The accessibility benefits of these transit stations are extended to major office buildings across a broad geography through connections to the underground PATH network. The resulting concentration of office workers, the densest cluster in Canada, has led to important economic agglomeration benefits. The Downtown Secondary Plan will ensure the Financial District is able to accommodate future job growth and protect its economic competitiveness.

This objective is challenged by the increasing proliferation of residential development adjacent to, and within, the Financial District. With few unencumbered sites remaining, it is important that future development capacity within walking distance of Union Station be prioritized for non-residential development. To achieve this, staff are proposing to expand the Financial District and limit residential uses to as-of-right permissions within this area.

Policy Directions

B3: Expand the Financial District as illustrated on the Financial District Map.

B4: All increases in density, above the existing as-of-right permissions, within the expanded Financial District, must be non-residential.



Financial District

 Financial District

 TOcore Study Area

 Expanded Financial District

Reinforce Secondary Office Nodes

The Bloor Street corridor (between Bay Street and Sherbourne Street), the Bay Street corridor (between Dundas Street and Yorkville Avenue), and Jarvis Street (between Isabella Street and Bloor Street) contain important secondary office nodes located outside the Financial District. These nodes are highly accessible given their proximity to subway lines and surface transit routes. Despite a lack of recent office development activity in these nodes, these secondary office nodes remain

popular with tenants and have low vacancy rates ranging from 2% (Bay Street corridor) to 5% (Bloor Street corridor). The continued prosperity of these healthy and functioning nodes is critical to the city's economic vitality and contributes to the diversity of Downtown's office market. The office replacement policy contained in Official Plan Amendment 231 (currently under appeal) will provide additional protection going forward.

Policy Direction

B5: Secondary office nodes will be protected through Official Plan Amendment 231 and by encouraging additional office space to ensure the continued health and vibrancy of the Downtown.



Secondary Office Node at Bloor Street West and Bay Street (Source: Eric Mutrie, Creative Commons)

Encouraging Expansion of Office Development in King-Parliament & King-Spadina

The proximity of the King-Spadina neighbourhood to the Financial District, and its unique stock of brick and beam buildings, have made it the centre of the creative and cultural industry boom in the city. Approximately 45,000 office workers are employed in King-Spadina, including a disproportionately high number in industries classified as information and cultural sectors. The increasing scale and intensity of residential developments has raised concerns that some businesses and cultural organizations are at risk of being displaced. An ongoing review of the King-Spadina Secondary Plan will bring forward more detailed policy directions that will be incorporated within the Downtown Secondary Plan. In addition, the office replacement policies contained within Official Plan Amendment 231 (currently under appeal) will help limit the net-loss of office space.

King-Parliament is also experiencing an increasing number of development applications, but has not yet reached the same intensity as King-Spadina. New office developments in King-Parliament, including 351 King East and 25 Ontario Street, indicate market support for new non-residential construction. Once completed, these buildings will add to the existing 15,000 office workers located in this area.

Additional factors supporting the potential for non-residential growth in King-Parliament include: availability of sites suitable for accommodating a variety of office uses; future improved transportation access resulting from Relief Line and Unilever Regional Express Rail station; and planned East Harbour development with significant office component that would place King-Parliament strategically between this site and the Financial District.

Combined, King-Spadina and King-Parliament have come to play an important economic role within Downtown and have contributed to the diversity of office and cultural spaces. Retaining the balance of non-residential and residential uses in these areas will be an important outcome of the Downtown Secondary Plan. Policies are being explored that would require projects of a certain scale and/or site area to provide a significant non-residential component. Further analysis is being undertaken through the TOcore Office & Institutional Study to identify a policy approach that will best deliver these objectives.



Growth and development occurring in the King-Spadina Neighbourhood (Source: City of Toronto)

Policy Directions

B6: Require projects of a certain scale and/or site area within King-Spadina and King-Parliament areas to deliver a significant non-residential component.

B7: Encourage the retention and expansion of cultural and creative industry uses in the King-Spadina and King-Parliament areas.

Safeguarding the Future of Institutional Uses

Institutions play an important role Downtown by providing highly specialized functions and services as well as by diversifying the employment base. The major health, post-secondary education, and governmental institutional campuses within Downtown are among the largest employers in the city and attract thousands of workers, patients, students, and visitors every day. Over the last decade, institutional jobs in Toronto as a whole increased by 34,800, a large proportion of which are located Downtown.

The Downtown institutional uses are clustered in a manner that builds upon a successful synergy with other sectors.

The demand for institutional services Downtown is expected to continue to expand and evolve. In order to maintain and enhance current levels of service, additional space will be required to accommodate the needs of future growth. At the same time, continued residential redevelopment pressures could hinder the future expansion of these institutional uses. The existing institutional clusters located within the TOcore study boundary are, in many cases, surrounded by *Mixed Use Areas* where growth is expected.

The following policy proposals are emerging from the TOcore Office and Institutional Study which is currently underway.

Health Sciences District

A significant number of treatment, education, research and related commercial functions are clustered within close walking distance of each other in an area centred on University Avenue (bounded by King's College Circle / Grosvenor Street, Bay Street, Dundas Street and McCaul Street / King's College Road). This 52 hectare area includes: the University of Toronto's Faculty of Medicine, Pharmacy and Dentistry; Women's College Hospital; Hospital for Sick Children; Peter Gilgan Centre for Research and Learning; Toronto General Hospital; Mount Sinai Hospital; Princess Margaret Hospital; Queen Elizabeth Rehabilitation Hospital; College of Physicians and Surgeons of Ontario; the Michener Institute; and MaRS. In addition, much of the space in

commercial office buildings within this area is occupied by medical-related businesses and the institutions themselves.

The increasing residential population Downtown has resulted in greater demands for local medical services. These pressures have challenged the efficiency and functionality of hospitals within Downtown which have historically played a highly-specialized medical role. Over the past few decades many of the hospitals have expanded their physical plants not just for medical offices and patient care, but for education and research. In order to meet both increased local demands resulting from a growing population, while continuing to provide specialized services, it is anticipated that additional

hospital expansions will be required. New related facilities will likely also be required for education, research, and supporting service functions.

Of all institutional uses, the hospitals are the most constrained by the need for geographic proximity as it is difficult to parse off functional elements to satellite locations. The complexity of these functions and their linkages to similar functions and facilities in nearby hospitals creates a relationship that is unlike those found in other precincts. Proximity to other medical and health related institutions is key to the success of many of the programs and services offered by the individual hospitals as the synergy of these uses works to maximize their effectiveness. To ensure there is a continuing capacity to meet future demands for medical services,

existing hospitals require the ability to expand on-site or into immediately adjacent parcels.

The policy proposal for the Downtown Secondary Plan is to establish a Health Sciences District. Within this District non-residential uses will be prioritized by only permitting those uses above the as-of-right densities. This will ensure that these institutions continue to serve the vital medical services, research, and biotech incubation role they play. Through the ongoing Office and Institutional Study, it will be determined if Toronto Western Hospital and St. Michael's Hospital, which fall outside of the proposed Health Sciences District, are sufficiently protected by the existing planning framework.



Toronto General Hospital (Source: Creative Commons Credit: MMA/MHO)

Policy Directions

B8: Create a Health Sciences District as illustrated on the Precincts and Districts Map to recognize the importance of the health services sector and its associated uses.

B9: Increases in density, above the existing as-of-right permissions, within the Health Sciences District, must be non-residential.

Queen's Park Capital Precinct

Queen's Park Legislative Assembly and the surrounding provincial government office complex, referred to in this Plan as the Queen's Park Capital Precinct, is firmly established within Downtown's office and institutional landscape. The lands within this area are primarily designated as Institutional Areas. In recent years, the Province has met growth needs by leasing existing space rather than constructing and owning their own buildings. This shift has provided strength and stability to the office market north of Queen Street.

The Legislative Assembly is one of Toronto's most important heritage landmarks and is symbolically

significant as the seat of government. As intensification continues in proximity to the Queen's Park Capital Precinct, it will be important to consider SASP 398 which protects the views of the Ontario Legislative Assembly building from the south. The Downtown Secondary Plan will help to support prominence of the Legislative Assembly on the landscape through built form articulation (see the Building for Liveability section for more details). The District is marked by significant buildings and landscaped open spaces which are valued, have been recently improved, and create a strong identity for this area.

Policy Directions

B10: Create a Queen's Park Capital Precinct as illustrated on the Precincts and Districts Map to recognize Toronto's role as the provincial capital.

B11: To support the Queen's Park Capital Precinct, non-residential uses for the Provincial Legislature and related government offices will be protected.

Courts and Civic Precinct

The economically significant Courts and Civic Precinct located in the area adjacent to University Avenue between Queen Street and Dundas Street is a major contributor to Downtown's employment. It is the focal point for civic and court functions. The Precinct contains a cluster of courts (Osgoode Hall, University Avenue Courts, Old City Hall, and the new 11 Centre Avenue court building) and government buildings (City Hall) that perform an important function for Downtown and the region as a whole. These facilities

are within walking distance of the Financial District, in close proximity to the PATH network, and are well served by transit.

The spaces and streets that connect the buildings within the Courts and Civic Precinct are important, and a strong public realm is a priority in this Precinct. Recent improvements at Nathan Phillips Square are an example of how design is able to establish a setting for important civic events that could be emulated elsewhere.



View North of Canada Life Building (Source: Creative Commons Credit: George Socka)



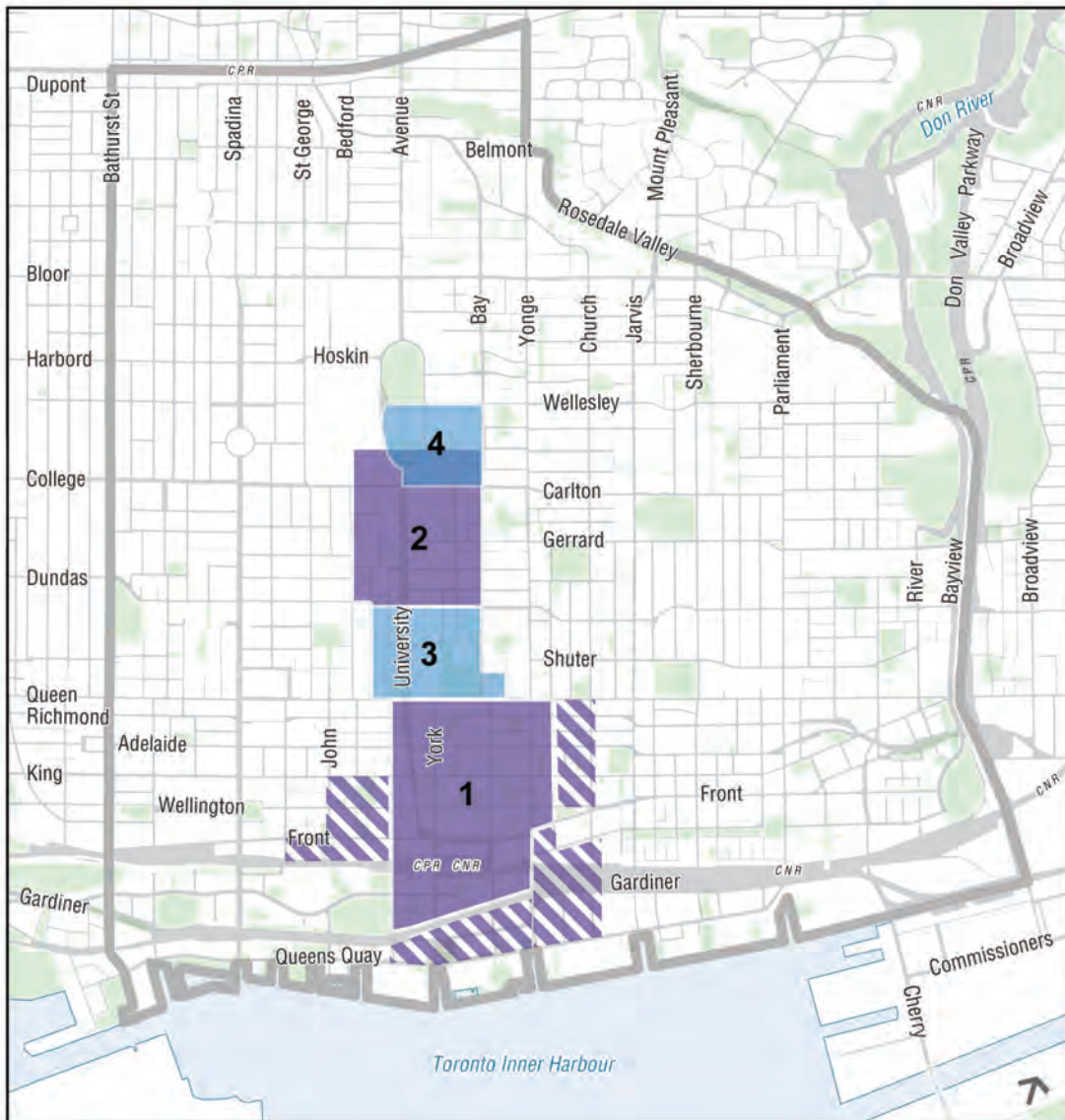
Nathan Phillips Square (Source: City of Toronto)

Policy Directions

B12: Create a Courts and Civic Precinct, as illustrated on the Precincts and Districts Map, to recognize the civic functions within Downtown.

B13: Non-residential uses related to the courts and civic facilities will be protected.

B14: Enhance the public realm within the Courts and Civic Precinct.



Precincts and Districts

- 1** Financial District
 - 2** Health Sciences District
 - 3** Courts and Civic Precinct
 - 4** Capital Precinct
-  Expanded Financial District
 -  TOcore Study Area

Post-Secondary Institutions

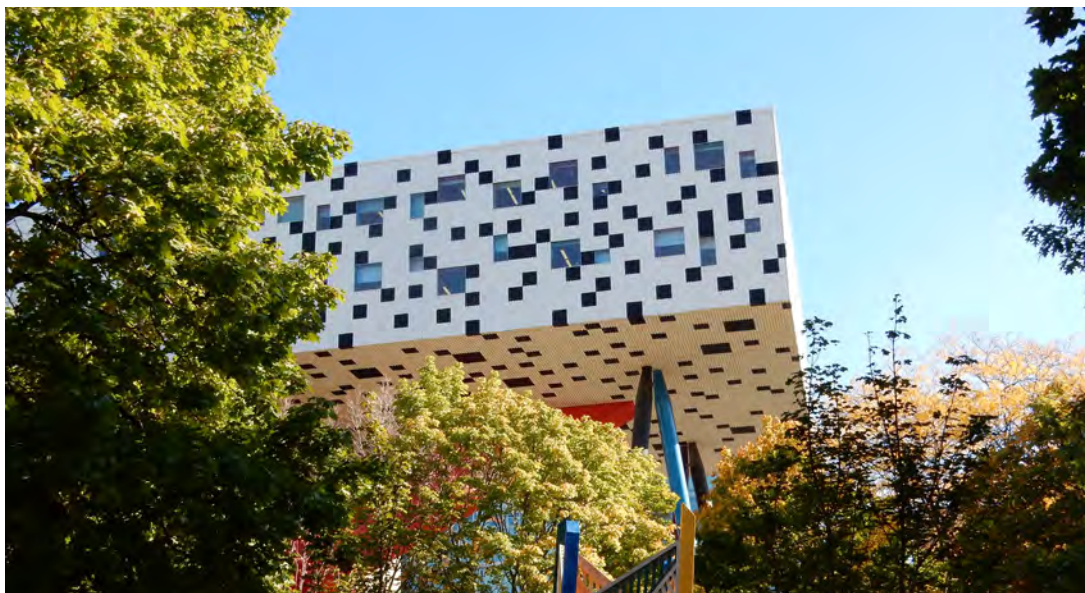
The university and college campuses Downtown have a regional role and serve an important function in the core of the city. The four major institutions (University of Toronto, Ryerson University, OCAD University, and George Brown College) accommodate a combined enrollment of 135,000 students and thousands of associated jobs.

Within Downtown, the composition of the campuses varies. The University of Toronto has a traditional campus which occupies a large land area within Downtown, including some areas of the campus being in a park-like setting. The campus has a number of heritage

buildings and a well-connected open space network. The identity and character of the campus is important to maintain, and new development on campus should balance growth with a sensitivity to the heritage and significant open spaces that define the campus. Other institutions such as George Brown, Ryerson, and OCAD have an urban campuses, with institutional buildings intermixed with non-university related buildings. These urban campuses face the challenge of ensuring that sufficient space exists for future institutional growth while competing for land and existing buildings in the open market.



Ryerson Learning Centre (Source: Creative Commons Credit: Randy Connolly)



OCAD University (Source: City of Toronto)

Downtown's post-secondary institutions have taken different approaches to expansion depending on their respective physical requirements, land holdings, and financial capacity. The University of Toronto Secondary Plan manages its expansion needs on the St. George Campus, while satellite campuses in Scarborough and Mississauga provide additional capacity. Ryerson University, OCAD University and George Brown College have all demonstrated success in finding creative solutions to space demands either through partnerships (e.g., Eaton Centre Expansion), unique site configurations (OCAD) or taking advantage of opportunities in *Regeneration Areas* (George Brown College Waterfront Campus).

Despite the physical limitations of expanding in the Downtown, the current planning framework does not

appear to be hindering the growth of post-secondary institutions. Many of the post-secondary institutions are expanding into adjacent and/or nearby non-institutional areas. As such, it is proposed that future post-secondary institution expansion be supported through a continuation of the current cooperative campus planning initiatives and the facilitation of creative city-building solutions.

The lands associated with post-secondary institutions encompass a variety of land use designations. Although some sites are designated *Institutional Areas*, others are more permissive *Mixed Use Areas* or *Regeneration Areas*. In order to preserve the limited amount of space available to post-secondary institutions Downtown, it may be necessary to designate these lands as *Institutional Areas*.

Policy Direction

B15: To encourage the continued health and vibrancy of the Downtown, lands used by post-secondary institutions may be redesignated to *Institutional Areas*.

Encouraging Flexible & Diverse Retail

Priority Retail Streets

Downtown's network of commercial main streets are a defining feature of Toronto. The small shops, restaurants, cafés, and bars found on Downtown's main streets serve the needs of local residents and workers, while destination retail such as the Eaton Centre draws visitors from around the city and region. These shopping streets contribute to Downtown's vibrant and walkable neighbourhoods. In addition, they play a fundamental role in animating streetscapes by facilitating linkages between the public realm and the built environment.

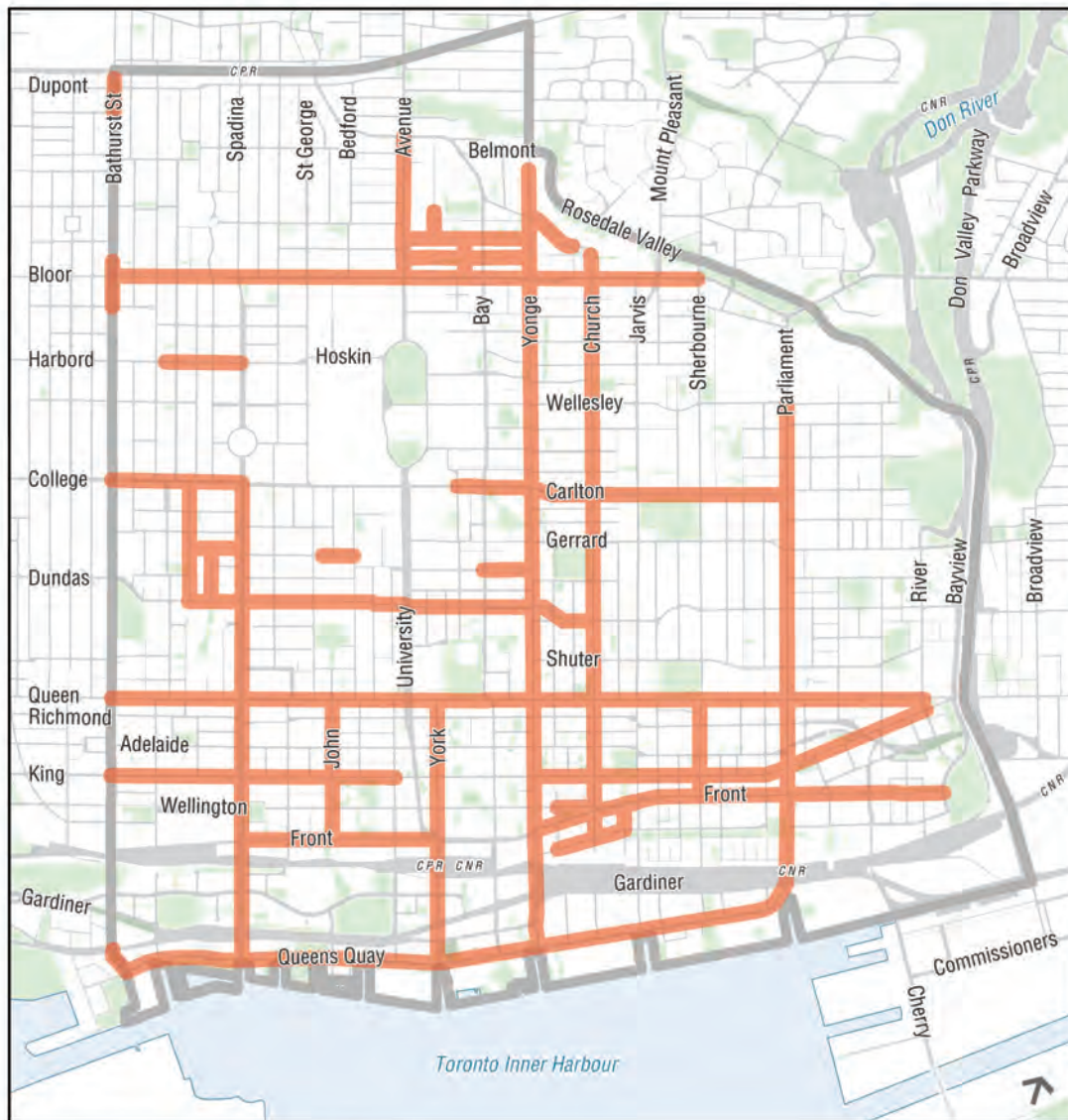
Priority Retail Streets is an existing Zoning By-law designation that requires a minimum percentage of lot frontages to be used for street related retail and service uses, helping to limit gaps in

ground floor animation. By expanding the designation to emerging growth areas Downtown that lack a network of historic main streets, new retail areas can be created incrementally.

Recommendations made in the TOcore Retail and Service Commercial Land Use Study include the need to elevate the importance of Priority Retail Streets from the Zoning By-law to the Official Plan, update maps, and strengthen associated policies to produce higher quality space. Through the consultation process, comments received were supportive of Priority Retail Streets and the importance of linking retail uses with the animation of the public realm. Feedback was also provided on additional streets to include or exclude from the Priority Retail Street map.



College Street retail area (Source: City of Toronto)



Priority Retail Streets

 Priority Retail Streets

 TOcore Study Area

Policy Directions

B16: Establish Priority Retail Streets as illustrated on the Priority Retail Streets Map to maintain and enhance the Downtown's retail vitality.

B17: Maximize the ground floor of new buildings on Priority Retail Streets to consist of street-related retail and service uses excluding residential entrances and other service exits.

B18: Encourage all properties developed on a Priority Retail Street to provide generous floor to ceiling heights to allow flexible and desirable retail space.

B19: Encourage all properties developed on a Priority Retail Street to have increased setbacks at grade to enhance the public realm.

Large Format Stores

Applications for large stores require thorough review with respect to urban form compatibility, as well as the potential impacts on existing shopping areas. Currently, 75% of retailers are less than 1,500 square feet (139 square metres) in floor area in Toronto's Downtown, but this figure has gradually declined in recent years.

At present, there are a variety of policy approaches to limiting the size of stores Downtown. The Downtown Secondary Plan proposes to consolidate these approaches into one singular policy that establishes the maximum retail unit size allowed as-of-right to be 3,500 square metres. Applications containing retail units larger than this maximum will require a Zoning By-law Amendment application, which will allow for a greater level of review.

This maximum retail unit size is supported by background research undertaken in a series of studies. The 2014 study "Evaluating Large Retail Developments Near Pedestrian Shopping Areas" stated:

"J.C. Williams Group recommends lowering the permitted maximum size of an individual store in any development (new or redeveloped site) to 3,500 square metres (from 8,000 square metres currently permitted by the Zoning By-law). A single retail unit larger than 3,500 square metres would require a Zoning By-law amendment and need to be supported by a review including a retail impact assessment. This would allow for medium sized retailers such as supermarkets and home furnishings stores of 2,500 to 3,500 square metres. Larger retail units

such as very large supermarkets, large general merchandise stores, and large leisure retailers would require an additional review by the City.”

A subsequent study specifically focused on Downtown. The TOcore Retail and Service Commercial Land Use Study recommended reducing the maximum allowable floor plate of a

single retail unit to 3,500 m² without an amendment to 12(2) 270 of By-law 438-86 and to initiate a review of the “Central Core” areas exempt from this policy. After an internal review by staff, it was recommended that all areas of Downtown be subject to the 3,500 m² restriction to maintain a consistent policy framework.



Example of large format retail store in Downtown (Source: City of Toronto)

Policy Direction

B20: Limit the maximum size of retail units to 3,500 square metres, including within the existing exemption areas and *Regeneration Areas*.

Retail Design

Well-designed and flexible retail spaces are able to evolve over time to meet the changing needs of tenants while better activating the public realm. Through public consultation, it was identified that achieving better designed retail space was an important priority. To help support this objective, City

Planning – in consultation with the BIAs and industry stakeholders – will be developing a Street Retail Best Practices Design Manual. This Manual will provide guidance to developers, architects and staff on the best practices in street retail design.

Policy Direction

B21: Encourage all development on a Priority Retail Street to be of the highest design quality, with flexible space that allows for multiple use over time.

Aligned Initiatives

- Official Plan Review - Urban Design
- Secondary Plans underway in the Downtown (University of Toronto, Yorkville, King-Spadina)
- Waterfront Toronto / Waterfront Secretariat plans and initiatives
- Fire and Emergency Medical Services Service Planning
- Local planning studies in the Downtown (Lower Yonge Precinct, College Street, Bloor-Bathurst Four Corners, Bathurst Quay, St. James Town CIP)

C. Rebalancing Parks & Public Realm



The Official Plan recognizes the importance of the public realm in creating a great city. Policies contained in Chapters 2 through 4 speak to the importance of the city's streets, parks and open spaces that are the city's shared assets and setting for civic life.

Downtown's variety of parks and open spaces serve unique and necessary functions. Nathan Phillips Square, Dundas Square and David Pecaut Square serve as Downtown's main public plazas and gathering spaces. Queen's Park, Riverdale Park, Grange Park, Allan Gardens and Corktown Common are parks of city-wide

significance with unique histories that serve their local area as well as visitors from across the city. Wellington Street is beginning to re-emerge as the green corridor it was originally planned to be, as a grand landscaped promenade between Clarence Square and Victoria Memorial Park. Maple Leaf Square, where thousands of sports fans come to congregate and cheer on local teams, is one of many Privately Owned Publicly-accessible Spaces (POPS) Downtown.

Toronto has recently made great strides improving and expanding its parks and public realm system, especially along the waterfront.



St. James Park (Source: City of Toronto)

However, Downtown is growing. With its intensifying residential fabric, expanding workforce and increasing number of visitors, there is an ongoing need to improve and expand the public realm. Doing so can be challenging within a Downtown that is experiencing rapid intensification. Land prices are high and sites available for expanding the public realm and buying new park spaces are limited. There are opportunities to expand the parks and public realm network Downtown, but focus must also be placed on the quality of these spaces, and ensuring these spaces are well located, organized and designed.

To tackle this challenge, Parks, Forestry & Recreation, and City Planning are developing a Parks and Public Realm Plan that will rethink the

use and design of existing streets, parks and open spaces. The Plan will guide the development of a connected and expanded system of high-quality public spaces for people and healthier, diverse natural systems. It will reinforce physical and visual connections and improve active transportation within the network.

Building on existing Official Plan policies, the Parks and Public Realm Plan will generate a bold and compelling vision for Downtown's parks and open space system and public realm network, grounded in the Downtown context and putting public life, place-making and mobility at the forefront of long-term planning. A framework of key moves and principles to rethink the public realm as a landscape will ensure a lasting legacy for future generations.

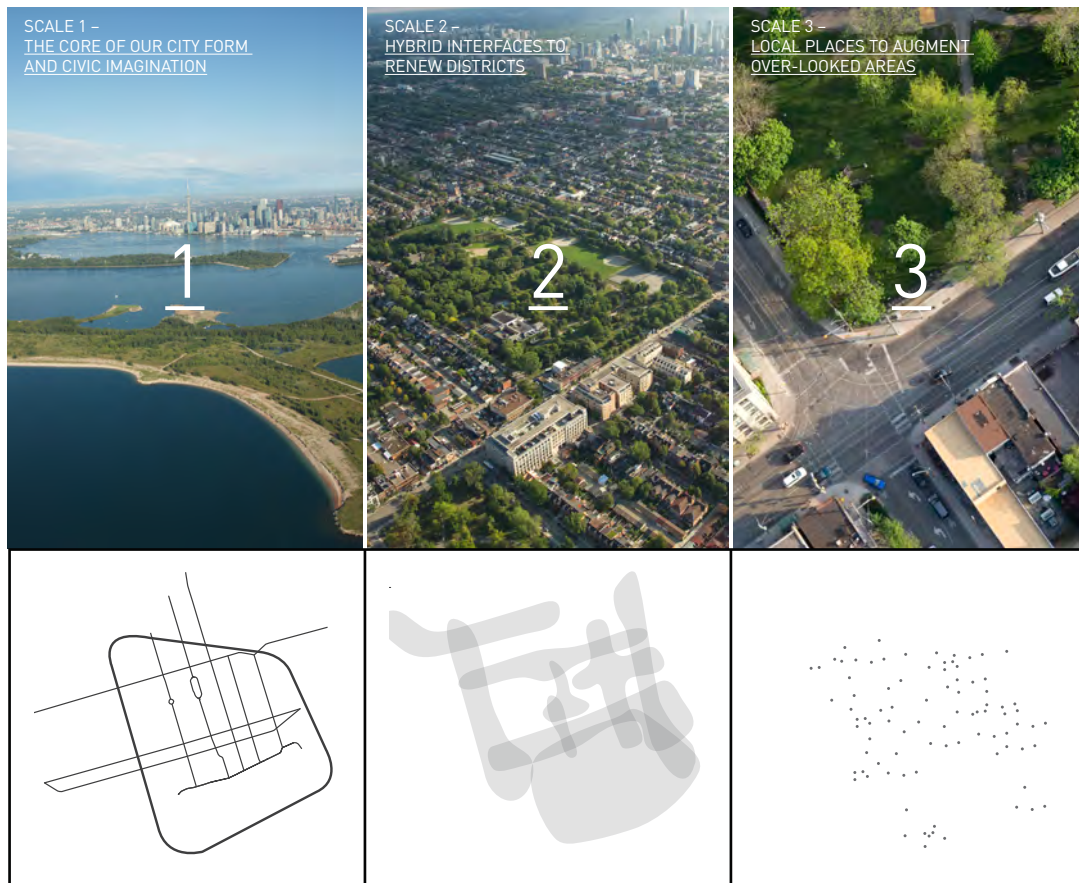
Parks & Public Realm Plan

The TOcore Parks and Public Realm Plan will deliver a 25-year vision for public space Downtown. This long-term vision will include all the parts of the public realm and provide guidance for how they fit together.

This long-term vision will create priorities that will be achieved incrementally over time. It will guide the transformation of existing public spaces and the creation of new ones,

inform investment, acquisition and resource allocation, and respond to the City’s capital plan and development review.

The Plan represents an approach to organize the recommended directions and communicate the overarching intent of its various components. The Plan’s organizing ideas are described in three scales below.



The Public Realm at 3 Scales (Source: PUBLIC WORK)

Scale 1:

The Core Circle– This loop, referred to as the “Core Circle”, highlights features of the Green Space System around the Downtown by connecting the Don River Valley; Toronto Island Parks; alignment of Garrison Creek; former Lake Iroquois Shoreline (Davenport/Dupont); and Rosedale Valley.

Ten Great Streets for a Thriving Grid– Ten streets have been identified as important in their role of contributing to Downtown’s character. They hold cultural and historical significance, connect to natural features, and have an overall elevated level of importance.

Scale 2:

Portal Parks– These parks offer physical and/or visual access into the Core Circle. They are generally significant in size and hold opportunities to create better connections with adjacent natural features.

Park District Anchors– Park District Anchors are an assemblage of public places comprised of parks, public spaces and streets. Together they form a district and enhance or create a network that provides the space for community life. For example, in the east side of Downtown, a District could be anchored by large public spaces (Rosedale Valley and Sherbourne Common), linked by a series of parks (David Crombie Park, Moss Park and Allan Gardens), and connected by streets (Pembroke, Jarvis and Sherbourne).

The Stitch– The Stitch connects Downtown with the waterfront, and the west-end with the east end. This is an assembly of numerous interventions, some ambitious and long-term such as the Rail Deck Park and others that are more modest but highly impactful such as widening sidewalks along Front Street or improving pedestrian crossings across Lake Shore Boulevard.

Around the Bay– This move recognizes the inner harbour as a civic scaled ‘water-room’ that builds upon the central waterfront revitalization to connect a diverse network of places that encircles the bay.

Scale 3:

Local Places and Over-Looked Areas–

The larger moves described above must be complimented by smaller, neighbourhood initiatives and improvements. This begins by recognizing the importance of existing and often overlooked local places such as parkettes, Toronto Parking Authority lots, school yards, institutional lands, and other properties owned by agencies, boards and commissions. These spaces are important elements of Downtown’s communities – they already exist and often serve the local population, but may not be recognized or form part of the overall network. As changes occur in these areas, these spaces need to be captured and incorporated into the overall public realm system. These spaces play a key role to achieving the goal of maximizing public realm connections and improving local community experiences.

Policy Directions

C1: Develop a Parks and Public Realm Plan to provide a framework for the creation of an enhanced and connected open and green space network Downtown.

C2: Implementation of the Parks and Public Realm Plan will be phased over time through capital investment, development review and partnerships.



TOcore Green Space System (Source: PUBLIC WORK)



Connecting and Expanding Parks and Public Spaces

The Parks and Public Realm Plan for TOcore will expand on existing Official Plan policies that address connecting and expanding the public realm, and identify a clear approach and strategy to achieve success. Creating a parks and public space network through existing and future connections will take form through three approaches: connecting the Downtown to the surrounding regional Green Space System; anchoring

and improving connections between parks and public spaces; and stitching across the rail corridor, under the Gardiner and across Lake Shore Boulevard. Creating stronger connections between existing and new communities and the Green Space System that surrounds Downtown can unlock the potential to expand and improve access to the open space network.

Creating Toronto's "Core Circle"

The topographic features of Toronto including the Lake Ontario shoreline, Lake Iroquois escarpment, Toronto Islands, Lower Don Valley and Rosedale Valley Ravines, and former Garrison Creek, are the natural setting within which Downtown is situated. These natural features are unique to Toronto and fundamental to its identity. Official Plan Policy 3.1.1.4 recognizes the importance of connecting with these natural features through improving physical and visual access and ensuring they are part of the overall open space network.

Connecting these large green spaces creates a continuous and connected circular network around Downtown, builds on Toronto's strong identity as a "city within a park" and provides opportunities to connect to our history and acknowledge our natural setting. Improving access and connections along this network for pedestrians and cyclists will make better use of these invaluable assets. However, increased access must be balanced with existing protection policies to ensure the long-term health of these systems.

Policy Directions

C3: Create a “Core Circle” around Downtown by strategically connecting existing natural features including the Toronto Islands, the water’s edge parks, the parks and open spaces of the Don Valley, the Garrison Creek watershed and the historic Iroquois shoreline to enhance and grow Toronto’s parks and open space system and form a legible and connected network that further enhances biodiversity and resiliency.

C4: Parks, open space, POPS, and streets which are adjacent to the regional green space system will be designed to:

- **integrate parks and open spaces with the natural features;**
- **enhance physical and visual access between natural features and the public realm;**
- **provide opportunities to understand the city in its natural setting;**
- **provide opportunities for public education about the ecosystems, natural features and history of Indigenous Peoples; and**
- **protect natural features by directing users to less ecologically sensitive areas by providing opportunities such as sustainable trails and viewing areas.**

C5: Improve access to the Toronto Islands to support their role as a city-wide park resource.



TOcore Green Space System (Source: PUBLIC WORK)

Connections to Parks and Public Spaces

Transforming specific streets into a connected network of open spaces will ensure connectivity between communities and their local public spaces. Residents, workers and visitors

will more easily access a variety of park amenities, retail streets and community uses by rethinking the role of our streets, and increasing the usability of our current assets.

Policy Directions

C6: Identify streets that connect to parks and open spaces and redesign them to offer a sense of journey, arrival and destination.

C7: Strengthen the relationship between streets and the edges of parks and POPS, creating a seamless public realm, enhancing the civic role of the open space street edge and balancing it's role in the movement network.

C8: Integrate Park District Anchors into a network to serve as the focal points for communities.

C9: Connect Park District Anchors to broader cycling and pedestrian networks and locate them within walking distance of surrounding communities.



Clarence Square (Source: City of Toronto)

The Stitch

Historically, Downtown was separated from the Lake by a wide swath of rail yards and extensive industrial uses along the waterfront. This disconnect was exacerbated by the completion of the Gardiner Expressway in the 1960s. Since the mid-1970s, the city has slowly been reconnecting with its waterfront through brownfield redevelopment and establishing new and improved connections across and under the transportation corridors. The Parks and Public Realm Plan will identify the remaining opportunities for connections and enhancements which will further enable residents, workers and visitors to access Toronto's waterfront and the amenities it offers.

“The Stitch” is about improving east-west connections from Liberty Village in the west, to the Distillery District and

the Don River Ravine in the east. Knitting these communities and their parks and open spaces together increases accessibility and improved connections to community assets.

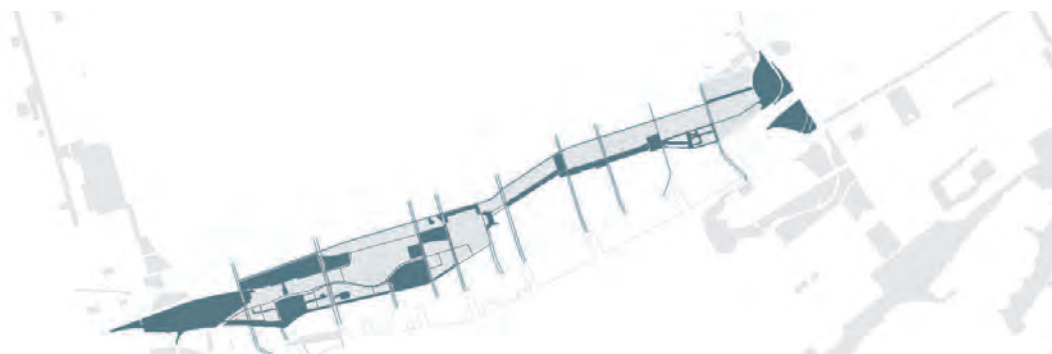
In addition to the east-west improvements, “The Stitch” must also make connections via north-south streets, Yonge Street, Jarvis Street, and York Street, for example. The challenges of stitching across the rail corridor, under the Gardiner and across Lake Shore Boulevard are unique and require creative solutions. A variety of solutions ranging from small scale projects with large impacts such as improved pedestrian crossings, to more ambitious initiatives such as the decking over the rail corridor will work together to create an expanded and connected public realm.

Policy Directions

C10: Improve north-south connections for pedestrians and cyclists across the rail corridor and under the Gardiner Expressway to improve accessibility and legibility between Downtown and the water's edge.

C11: Increase safety, comfort and accessibility for pedestrians across and along Lake Shore Boulevard.

C12: Improve the east-west connections along the rail corridor and Gardiner Expressway/Lake Shore Boulevard corridor from Liberty Village to the Don River Valley.



The Stitch (Source: PUBLIC WORK)

A New Major Park

Almost three quarters of existing Downtown parks are smaller than 0.5 hectares (1.2 acres). These small parks provide valuable open space but limited opportunity for recreation, sports and community programming typical of larger community parks. Five Downtown parks, including Allan Gardens, are district-sized parks over 5 hectares (12 acres) and two of these parks, Riverdale Park West and

Corktown Common, exceed 6 hectares. There are no district-sized parks within the Waterfront West and King-Spadina neighbourhoods, areas that have experienced significant growth over the past five years. The rail corridor is the last opportunity to secure space for a major park to serve the Downtown area and act as a citywide resource for residents, workers and visitors.

Policy Direction

C13: Support and encourage the development of a significant park space over the rail corridor between Bathurst Street and Blue Jays Way.



Rail Corridor (Source: City of Toronto)

A Variety of Experiences and Functions

Public spaces set the stage for daily social interaction in the city. Community is created in public spaces. Successful public spaces are adaptable to the changing needs and demands of users, they serve many functions and are designed to support year round public life. They should offer unique experiences that respond to a local context, while at the same time tell the story of the past.

The design of public spaces at a minimum must comply with the accessibility requirements of the Accessibility for Ontarians with Disability Act (AODA). In addition, open space and landscape design must be mindful of safety issues, ensuring sufficient sight-lines and overlook, avoiding entrapment areas, dead-end paths and provision of pedestrian-scaled lighting.



Night Market at Dundas Street West and Bathurst Street (Source: City of Toronto)

Multi-functional, Multi-seasonal, Flexible Spaces

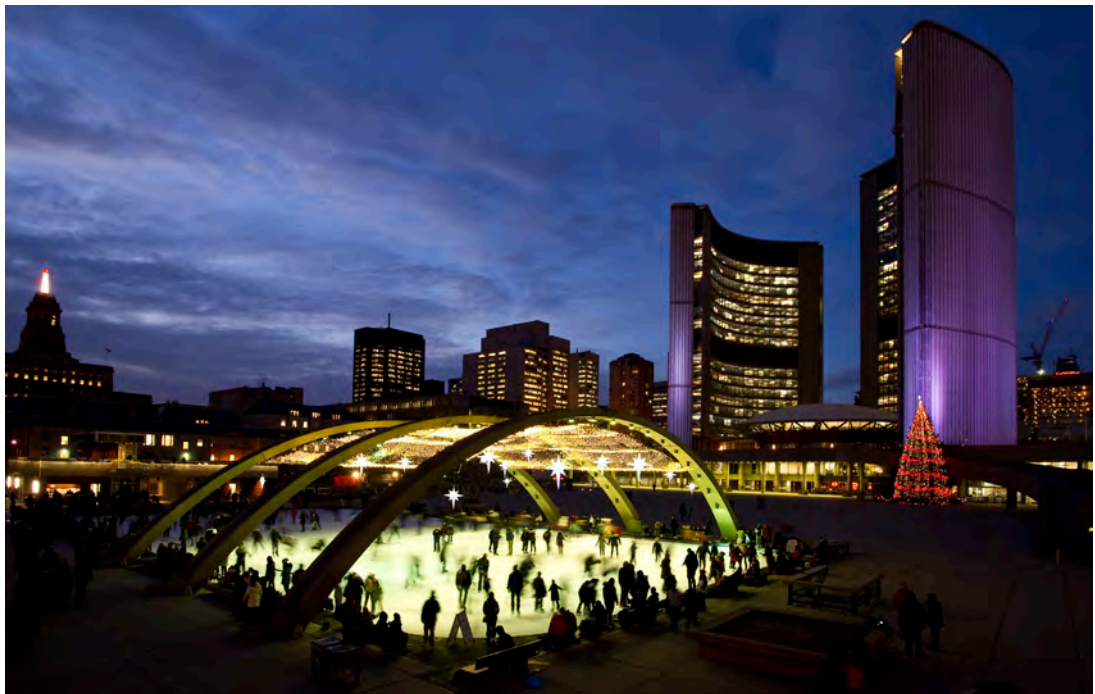
Supporting and promoting year-round activities is a cornerstone to the success of our public spaces. Toronto has four distinct seasons that should be celebrated through design and programming, such as planting shade trees for summer months, pedestrian weather protection or canopies for inclement weather, as well as consideration of how the plantings will respond to seasonal changes. Flexible, robust and creative design of public spaces will support multiple uses, and evolving needs and balance specific interests of different user groups.

Demands on parks include active and passive uses and it is important to ensure both types are accommodated in the Downtown parks system. Lifelong active living, fitness, and active sports need to be encouraged along with passive recreation and quiet enjoyment. As well as supporting the needs of active and passive users, parks also need to accommodate spaces for natural areas and habitat, tree canopy, community events, and cultural expression. Opportunities for recreation uses should also be explored on school sites, in partnership with school boards, to supplement what is available in the parks system.

Policy Directions

C14: Design parks, open spaces, streets and POPS to be multi-seasonal, multi-functional, flexible spaces.

C15: Identify parks and open spaces to be prioritized for multi-seasonal use.



Nathan Phillips Square in the winter (Source: City of Toronto)

Cultural Interpretation

Toronto's parks and public space network offers the opportunity to express our stories and our history. The influence of Toronto's morphology, geography, Indigenous peoples, and settlers impacted the evolution of many public spaces and should guide us in our future planning and investment. Building upon Heritage Conservation Official Plan policies 3.1.5.1-53, brought into force by OPA 199 in 2015, cultural interpretation offers an opportunity to celebrate our heritage while offering educational value.

A successful example of cultural interpretation in Toronto is the Discovery Walks. It is a series of self-guided walks that link ravines, parks, gardens, beaches and neighbourhoods. It is continually being expanded, becoming more inclusive and highlighting Toronto's Indigenous peoples' history.

Policy Directions

C16: Recognize the Indigenous history of Toronto's parks, public spaces, streets and Green Space System.

C17: Support and promote Indigenous storytelling and history through naming, wayfinding, monuments, interpretive features, public art, partnerships, and programming.

C18: Reinforce the cultural and natural heritage significance of parks, open spaces, ravines and the Toronto Islands.

C19: Support the expansion and maintenance of the Discovery Walk system.

Expanding the Public Realm through Development

In much of Downtown, sidewalks are narrow and overcrowded. Fortunately, some of the greatest opportunities to expand the existing public realm are along the street frontage. Setting buildings back at-grade to expand the boulevard allows for improvements such as: increased space for pedestrians; the ability to plant street trees in optimal conditions; the provision of pedestrian

weather protection; and other landscaping and amenities. In optimal conditions, space for sidewalk cafes, marketing areas and other seating or gathering places should also be secured. Official Plan Section 3.1 The Built Environment makes reference to the role that development should play in improving and expanding the public realm.

In the Downtown context, where much of the development is infill development, improvements will often be implemented on a site-by-site basis. There should be an expectation that each site improves the public realm, and where appropriate, addresses the broader context that may be realized through development of adjacent or nearby sites.

Improving and expanding the open space network is already happening at this fine-grain scale through existing policies and urban design guidelines. Recommendations such as specific locations for mid-block connections or improvements to boulevards through building setbacks are included in recent Secondary Plans, SASPs and other

planning framework documents, for example in Bloor-Yorkville, East of Bay, and King-Spadina. This should continue to be encouraged through local planning or block studies.

Larger sites often provide additional opportunities such as courtyards, plazas and forecourts. It is important to leverage opportunities to integrate public space within developments for the purpose of creating shared spaces, opening up view corridors, and creating connections between other open spaces. For example, mid-block connections in strategic locations can expand the public realm, connect public and private open spaces, and provide interesting place-making opportunities between buildings.

Policy Directions

C20: Require all new developments to provide minimum building setbacks at-grade to expand Downtown's public realm.

C21: Prioritize and encourage mid-block connections throughout Downtown to promote a range of pedestrian experiences.

Privately Owned Publicly-Accessible Spaces

Privately Owned Publicly-Accessible Spaces (POPS) are open spaces which the public are invited to use, but remain privately owned and maintained. They are an important part of the city's public realm network but they are not intended to replace public parks and open spaces. POPS may take the form of a mid-block connection, courtyard or other type of open space.

POPS can play an important role in supplementing and connecting the city's public realm network, particularly in a dense urban fabric. They provide respite in the urban landscape and complement

publicly owned parks and open spaces. For POPS to be effective, it is important that they are planned and designed within a broad context that identifies their relationship and contribution to the existing and/or planned parks and open space system. POPS are not the "left-over" space on a site - they must be properly located and designed to serve the local population as part of a larger network.

Policy Directions

C:22 Encourage POPS where appropriate, and design and locate them to promote their use and serve the local population.

C23: Locate and design POPS to be seamlessly integrated and connected into the larger parks and open space network.



POPS near Adelaide Street (Source: City of Toronto)

Urban Forest as Infrastructure

Approximately 10.2 million trees grace our parks, ravines and natural areas, line our streets and distinguish our neighbourhoods. The contributions that trees make to quality of life and our environment, as well as the many quantifiable benefits such as improved air and water quality, are well documented. The City's Official Plan calls for an increase in the amount of tree canopy to 40% of the City, from the existing 26-28%.

stressors such as poor soil conditions, shadow from surrounding buildings, extreme heat and water stress, pollution, and road salt, among others. In addition, there are many competing interests for space within the right-of-way, limiting how and where trees can be planted. Given these challenges, it is critical to strategically plant street trees where they are most likely to thrive and where they offer the most positive contribution to the public realm.

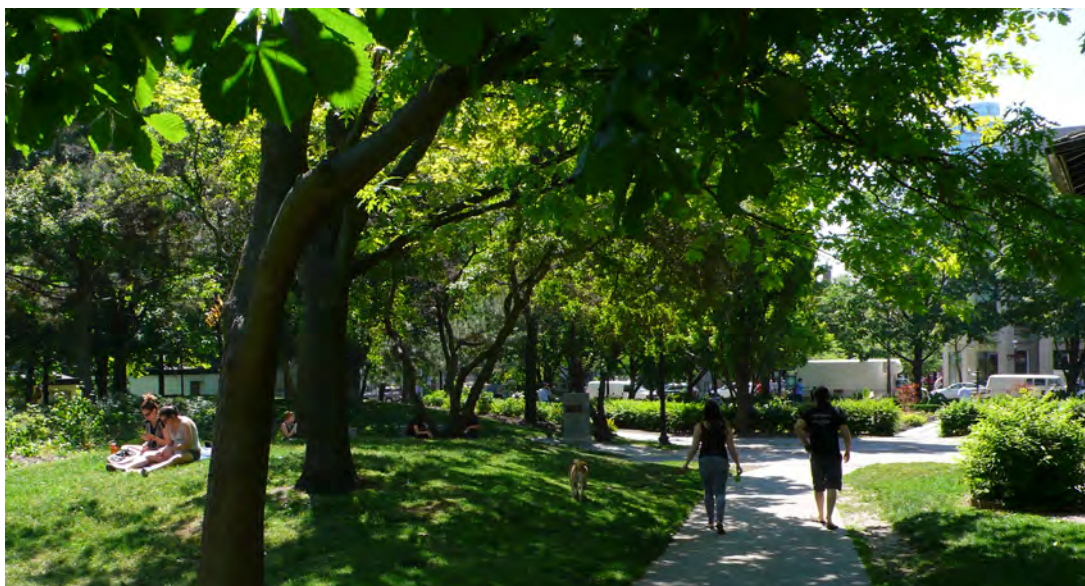
Street trees are subject to some of the most challenging conditions within urban environments due to several

Policy Directions

C24: Identify parks, open spaces and streets for tree planting priority.

C25: Design parks, opens spaces, streets and POPS to accommodate the optimal tree planting standards, maximizing the opportunity to expand the urban forest.

C26: Identify, in consultation with appropriate partners, strategic tree planting opportunities on institutional lands, and lands owned by agencies, boards and commissions with the purpose of enhancing and growing the urban forest.



St. James Park (Source: City of Toronto)

Growth and Implementation Tools

Downtown has been identified as one of the areas with the lowest level of parkland provision in the city.

Downtown has 121 parks covering 100 hectares (247 acres) or approximately 6 percent of the land area, excluding the Toronto Islands. With an estimated population of 250,000, Downtown is in one of the lowest percentiles for

parkland provision in the city. This is despite securing 21 new or expanded parks (19.6 hectares or 48.4 acres)

Downtown over the past 10 years. As residential and office populations continues to increase, the need for additional parkland will become more urgent.

Parkland Provision for High Growth Areas

In order to achieve the median parkland provision of 0.78 ha (1.9 acres) of parkland per 1,000 residents to meet the projected growth of 475,000 residents by 2041, Downtown would need an additional 256 ha (633 acres) of new parkland. This is equivalent to 1.5 times the size of High Park. This amount of parkland will be impossible to acquire given the Downtown's mature urban fabric. The Parkland Implementation Strategy section of the Parks and Public Realm Plan will provide recommendations to address the gaps in parkland provision and set priorities for improvements and acquisition for future development.

The City will also examine a range of “growth-oriented” and other funding options and tools. Section 42 of the *Planning Act* is a tool for acquiring new parkland as a condition for approving a development application and provides for either the conveyance of land or cash-in-lieu payment for the purpose of acquiring and developing parkland or other public recreation facilities. Cash-in-lieu payment amounts are based on the value of the land that would have otherwise been conveyed and is collected by the City at building permit issuance. In accordance with Section 42, the Toronto Municipal Code requires that a higher “alternative rate” be applied for the calculation of cash-in-

lieu dedications in parkland priority areas such as Downtown Toronto.

Parkland dedication policies, such as the alternative rate, must be reflective of the intensity of development that some parts of the Downtown are experiencing.

Examination of how the City's alternative rate policies can be enhanced to better address parkland needs in high growth, high land value areas such as Downtown Toronto is ongoing. Given the significant need for parks, coupled with the recent and anticipated growth, greater consideration and application of the “land first” approach will be necessary to achieve the required increase in parkland Downtown.

The City has pursued off-site dedication as a way to secure new parkland throughout Toronto. This provides the flexibility to enhance and enlarge existing parks and/or provide new parks in optimal locations. One of the new parks the City has recently secured Downtown combines the required parkland dedications from 3 different development sites. This coordinated effort is a best practice that the City encourages and should inform our future Parkland Implementation Strategy for Downtown.

Policy Directions

C27: Develop a Parkland Implementation Strategy that will prioritize areas for new parkland acquisition, park expansion and improvements. The strategy will provide a framework to be implemented over time through the City's park planning process while guiding capital funding and partnerships.

C28: Require all development applications to prioritize a "land first" approach to meet parkland requirements and address the Parkland Implementation Strategy.

C29: Examine how the City's alternative rate policies and other growth oriented tools can be enhanced to better address parkland needs Downtown.

C30: Parkland implementation through development review will be aligned with Policy 3.2.3.2 of the Official Plan and will prioritize:

- 1. on-site parkland dedication;**
- 2. off-site parkland dedication. Consolidating off-site dedication requirements to achieve larger parks is encouraged; and**
- 3. cash-in-lieu for parkland only in instances where the 2 options above are not feasible.**

Place Making and Public Life

Understanding how people use and move through public space is essential to the success of public life in our city. Toronto's first large-scale Public Space Public Life Study is gathering quantitative and qualitative data for how people move through and use public space. The "fair weather" data collection has been completed in 16 different study locations, observing activities and counting users on streets, intersections, squares and parks. Observations on movement, activities and demographics are being analyzed and will be assessed alongside the "cold weather" data which will be collected in the winter.

This Study compliments baseline work undertaken by Parks, Forestry and

Recreation, over a four season park use observation study in all TOcore parks during 2015-2016. The data is being used to better understand how parks and amenities are used at different times of the day, throughout the week and during different times of the year. It also provides information of park user demographics.

The result of these two initiatives will be a set of local and people-centric metrics used to measure and monitor public life. The purpose of the metrics is three-fold: to establish a baseline assessment of public life; to provide design recommendations for improvements to public space; and to prioritize capital investment.

Policy Directions

C31: Support public life through strategic investments in placemaking within parks, open spaces, POPS, streets and other elements of the public realm network that encourages both mobility and social interaction.

C32: Conduct public life studies on a predetermined cycle to serve as a baseline against which public investments in the public realm can be assessed and opportunities for future investment can be identified.



Seating Area on Ryerson University campus (Source: City of Toronto)

Maintenance and Operations Geared to Intensity of Use

Downtown parks are the most intensely used in the city. The emergence of vertical communities with high volumes of residents using parks as their outdoor living space, coupled with increasing numbers of workers, creates higher usage and maintenance demands on our Downtown parks. In addition, Downtown parks and squares are often used for well-attended city-wide events and festivals. This high intensity of use requires greater financial and staff resources to ensure that the parks remain clean, safe and well maintained.

An increasing dog population and demand for off-leash dog areas, combined with a considerable increase in young families and the need for more playgrounds and active playing fields, is an example of competing uses for limited park space. While there is an emerging and important conversation on what on-site amenities developers can provide for residents in new buildings to take pressure off nearby parks, including dogs off-leash and playground areas, a solution is required for minimizing conflicting uses in

parks. Guidance on how to address competing uses in public spaces will be considered in the implementation strategy as well as through the design process for parks.

The need for additional care of our Downtown parks cannot simply be addressed through new funding. New, alternative solutions to address the issues of maintenance and operations must be developed. These include partnerships, community stewardship and conservancy funding models. Parks, Forestry and Recreation has implemented a wide variety of community partnership models that could be pursued more aggressively to help support the maintenance of parkland and park facilities. Examples include raising funds for tree planting and landscaping, improvements to playgrounds, washroom rehabilitation, sports programs and general park improvements.

Community stewardship often involves members of the local community taking on simple tasks in parks and natural

areas such as planting, weeding, watering, mulching and collecting litter, while conservancy funding often involves donations from private companies or individuals that can be directed to park maintenance and operations. These forms of partnerships will be further explored.

Policy Directions

C33: Enhance the community stewardship of parks and public spaces.

C34: Review maintenance and operations strategies for Downtown parks and natural features including:

- A. establishing stronger linkages between operations capacity and funds;**
- B. finding opportunities to balance current park uses and improved maintenance; and**
- C. securing funding to maintain park elements such as pedestrian pathways and stairs during winter months for all linear parks used as pedestrian corridors.**

C35: Application of a conservancy funding model in Downtown parks identified as having city-wide importance.



Playground at Sibelius Square (Source: City of Toronto)

Partnerships

Successful implementation of the Parks and Public Realm Plan will require partnerships with communities; non-profit groups; public agencies, boards and commissions; Business Improvement Areas; and private

property owners. Building partnerships will provide communities with a sense of ownership of local public spaces, support the expansion of the parks and public space network and assist the City to respond to local programming needs.

Policy Directions

C36: Identify opportunities to partner with local school boards to provide recreation facilities that will be identified through the Facilities Master Plan and the Parks and Public Realm Plan.

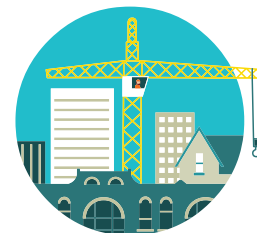
C37: Support partnerships with public agencies, boards and commissions, institutions and private property owners to supplement the supply of City-owned parkland by securing public access to other privately owned open spaces.

C38: Develop a framework for partnerships that supports working with sponsors and philanthropic donors and other funding organizations to contribute to new parks, improvements, maintenance and enhancements.

Aligned Initiatives

- Parkland Acquisition Strategy (city-wide)
- 20 Year Parks and Recreation Facilities Master Plan
- Downtown Public Squares Review
- Toronto Islands Master Plan
- Don River Valley Park
- Rail Deck Park
- Moss Park Revitalization
- The Bentway
- Complete Streets Guidelines
- Outdoor Café Design Guidelines update
- 360 Wayfinding
- Green Streets Technical Guidelines
- George Street Redesign
- John Street Cultural Corridor
- “Revitalizing Yonge” Functional Street Design Study
- Cultural Institutions in the Public Realm

D. Building for Liveability



The objective of the built form section of the Downtown Secondary Plan will be to strengthen and clarify the application of existing Official Plan policies, primarily those contained in Chapter Three, and establish policies that are specific to the Downtown geography and context. The overall intent of these policies will be to better guide growth and shape built form in a manner that is sustainable and maintains and improves liveability for residents, workers, and visitors in all of the various forms of development. As the Downtown's *Mixed Use Areas* and *Regeneration Areas* see the construction of taller buildings, strong built form policies are essential to maintain and enhance the quality of life for all that use Downtown. The built form policies will help shape new buildings in the *Mixed Use Areas*, and will work in tandem with the establishment of distinct *Mixed Use Areas* 1, 2, and 3. The existing Official Plan policies for *Neighbourhoods* and *Apartment Neighbourhoods* will continue to protect those areas from inappropriate intensification.

The built form policies will be supported by a “Building for Liveability” Study that has been initiated as part of TOcore. The study will identify the built form factors that contribute to Downtown’s liveability. The study will

focus on assessing trends and challenges of recent and on-going development Downtown as well as testing and rationalizing the built form direction for TOcore. It will test building performance standards related to height topography (base buildings and towers), transition in scale between different levels of intensity of development, and the spatial relationship between buildings on the same block and across streets on adjacent blocks. The role of street proportion, sunlight and daylight, and standards to enhance the comfort and usability of streets, parks and open spaces will be analyzed. The study will build on existing Official Plan policies, guidelines and standards and identify policies that address the elements of liveability related to the scale and form of development Downtown.

Intensity of Development

Much of the intensification happening Downtown is in the form of tall buildings. Taller buildings are appropriate in some locations and on sites with specific characteristics, but they are not appropriate everywhere. Growth Downtown will continue in a variety of building types and scales. The Official Plan Urban Structure map (Map 2) identifies the whole of the Downtown as an area for growth, but this growth was never anticipated to be uniform across the Downtown and is to be balanced with the other policies of the Official Plan working together to sustain a high quality of life. Tall buildings proposed on infill sites that are unable to accommodate amenity space, public realm improvements, adequate setbacks, parking, loading, and other requirements of new development, should be carefully considered in the context of the compact Downtown fabric and whether or not they are appropriate or even feasible. The cumulative impacts of multiple tall buildings on a block must also be better understood and managed.

In addition to the site characteristics, the ability of the Downtown infrastructure to support the intensity of use that comes with these tall buildings must be considered. This includes both physical and social infrastructure: water infrastructure; electricity; parks; community centres; childcare; and others. The average

density of projects built Downtown between 2011 and 2015 was 730 units per hectare (UPH). In that same time frame the average density of major projects approved or under construction was 840 UPH. Projects currently under review have an average density of 1250 UPH* representing a significant increase in intensity. The City must consider this increase in the context of the available and projected infrastructure as well as the impact on liveability for these vertical communities. The built form policies of the Downtown Secondary Plan will balance both the urban design measures by which to shape buildings, including overall height and massing, and be informed by the infrastructure that is available and/or able to support this intensity of use.

Staff are reviewing various factors that may influence building heights Downtown. These include: land use designations; area character; shadow impacts on the public realm and other buildings; transition between different land uses and different scales of development; hospital helicopter flight paths; important view corridors; and special character areas such as Heritage Conservation Districts. These factors will be applied and tested within the current and approved built form context and will inform an overall future built form and height regime for Downtown.

* Using a person-per-unit (PPU) multiplier ranging from 1.60 PPU (the average for Downtown in 2011 for an apartment in a building of 5 or more storeys) to 1.71 PPU (the average for Downtown in 2011).

The City relies on its numerous policies, guidelines and standards for evaluating built form, including tall buildings. The City-Wide Tall Buildings Guidelines (2013) and the Downtown Tall Buildings: Vision and Supplementary Design Guidelines (2012), establish performance-based guidelines for tall buildings including a Downtown Vision Height Map. Over the past several decades there has been an increase in the average height of tall buildings. While there are built form policies for tall buildings addressed in section 3.1.3 of the Official Plan, new challenges have emerged as buildings continue to get taller. These challenges may be addressed through amendments

to existing guidelines and new policies in the Downtown Secondary Plan.

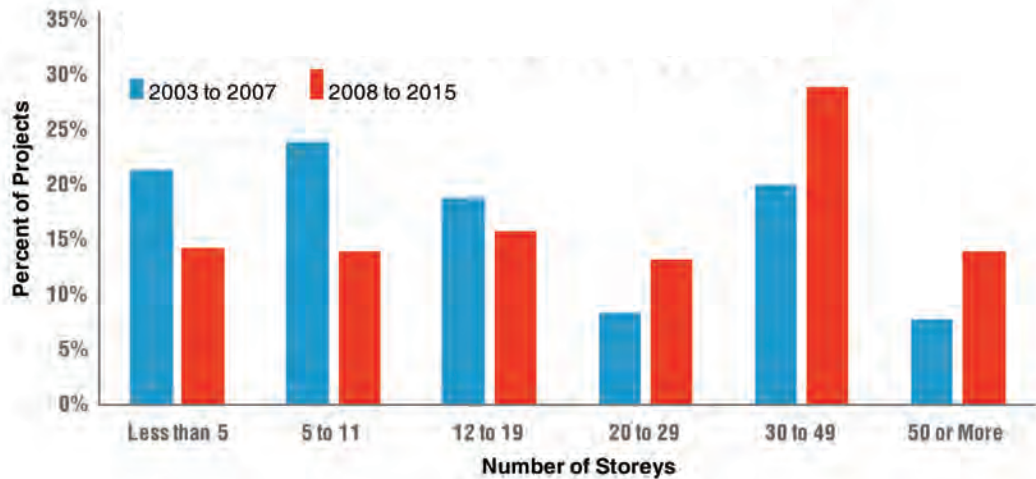
Of particular relevance to the built form policies are the updated tower separation Official Plan policy (OPA) and associated changes to the Zoning By-laws (ZBLAs). On October 5, 6, and 7, 2016, City Council adopted city-initiated OPA and ZBLAs updating the policies and performance standards for front, side, and rear lot line setbacks for any portion of a building above 24 metres in height, based on standards included in the Tall Buildings Guidelines. These updated setbacks protect important planning principles such as providing access to sky views,



View of the downtown from the west (Source: City of Toronto)

light, and privacy, enhancing a development site's ability to provide high-quality public realm improvements, and protecting the development potential of other sites within the block. Equally as important, these policies provide improved

liveability for the thousands of residents who live in these vertical communities. These policies and performance standards are a starting point in updating the Downtown planning framework.



Major Downtown Development Projects by Height (Source: IBMS/LUISII, Major Development projects with activity between January 1, 2003 and December 31, 2015 (6 or more units or 1,000 m² non residential floor area or more))

Policy Directions

D1: Proposals for buildings will be evaluated with respect to the appropriateness of their built form, height and density, as well as their relationships to other existing and planned buildings and open space, including the cumulative effect on sun and shadow, sky-views, comfort, and quality of the public realm.

D2: Proposed buildings must retain and enhance the liveability of their surroundings and ensure the liveability of the spaces contained within them.

D3: Determination of the appropriate built form will include consideration of the existing and planned infrastructure necessary to support the development.

D4: New buildings and structures in the vicinity of hospital heliports will be sited and massed to protect the continued use of flight paths to hospital heliports.

Importance of Context

As Downtown becomes denser, it is necessary to evaluate the context of the neighbourhood and the larger surrounding area when evaluating the appropriateness of intensification on a specific site. This is especially important within the *Mixed Use Areas 1* and *Mixed Use Areas 2* land use designations, where growth is anticipated at a higher intensity.

When considering the form of a new development it is necessary to analyze the existing and planned context of the area by identifying built form and open space patterns, opportunities and challenges, and studying how the proposed development will fit with, and respond appropriately to, the surrounding area. A context analysis, as outlined in the Tall Building Guidelines, will inform many key design decisions, including the:

- pattern of building placement and organization;
- setbacks from the street(s), rear, and side yards;

- location of other open spaces by type on the block;
- pattern of ground floor uses, entrances, loading, and servicing; and
- pattern of massing including heights of buildings and transition between areas of different scales to inform setbacks and step-backs from the base building.

The context analysis is also necessary to determine the existing and planned community amenities and facilities that are present and opportunities around or within a site including: transit; public open space; community centres; schools; grocers and markets; other active commercial uses; community energy systems; cycling and pedestrian connections; generous sidewalks; and street trees. Evaluating the existing and planned context, and demonstrating how the proposed building responds to the patterns and context within the surrounding area is essential to ensuring that the Downtown's liveability is enhanced and maintained.

Policy Direction

D5: Require a context analysis for new development within *Mixed Use Areas* and *Regeneration Areas* that demonstrates how it responds to existing land use and development patterns within the surrounding area, and maintains and enhances liveability within the context area.



View south along Yonge Street (Source: City of Toronto)

Designing Buildings to Improve the Public Realm and Streetscapes

The Official Plan requires new development to enhance the quality of the public realm, define its edges and support its use, improve the attractiveness of adjacent streets and fit with or improve the character of the surrounding area. Proposals for new development should also explore opportunities to expand the public realm through setbacks, plazas, gardens or forecourts.

The base or lower floors of buildings are the main interface between the public and private realms, where pedestrians experience the building.

Careful consideration should be given to this relationship through building location, organization, massing, and design.

The streetwalls of new buildings, together with walls of adjacent buildings and buildings across the street, create the edges of a connected set of public rooms and corridors. It is the scale of the lower floors and the way that the façade is designed and articulated, including the materials, proportion and scale of the wall and window openings, that determines the sense of enclosure and character that allow the building to



Example of a building setback that provides space for a multitude of pedestrian amenities. (Source: City of Toronto)

fit with its neighbours. This includes the uses contained in the ground floor as well as the glazing and entrances along the façade, that support overlook and casual surveillance of the adjacent street or open space. There are a multitude of ways in which the building can address the public realm and there is a wide range of solutions that may be appropriate in a large, complex downtown such as Toronto. However, buildings should be quiet neighbours, respecting historical materials, scales, and patterns in a contemporary manner without copying or mimicking the old.

The streetscape on the public boulevard, which is reconstructed as part of each development, together with the landscapes of adjacent open spaces can enhance the character of the street

and contribute to the public realm. Setbacks at grade can provide opportunities for growing mature shade trees, widened pedestrian clearways, canopied areas for pedestrian comfort and use, retail display areas, sidewalk cafés, and gathering spaces that are landscaped, well lit, and furnished. These spaces help to improve pedestrian mobility and encourage gathering and public life. Existing Council adopted guidelines identify minimum building setbacks to allow for well-designed and comfortable streets, and these standards will be reviewed as part of TOcore.

Policy Directions

D6: Determine appropriate proportional relationships between the scale of new buildings and adjacent streets, parks and open spaces.

D7: Determine an appropriate scale of buildings, including the base building and overall building mass, to provide enclosure at a scale that fits with its neighbours and is proportional to the scale of the street or space it is adjacent to.

D8: Encourage appropriate ground floor uses and design, including façade articulation that supports the use of the adjacent streets, parks and open spaces, and fits with its neighbours.

Access to Sunlight

Toronto is a “four season city” and as such, providing access to sunlight and limiting shadows, especially on our public realm ensures thermal comfort in these spaces throughout the winter and in the shoulder seasons. Protecting for adequate sunlight also contributes to an environment in which trees and other plants can thrive. Preserving sunlight in the public realm – particularly in the Downtown with a growing residential and office population and a high volume and intensity of pedestrians using the Downtown’s streets and sidewalks, parks and open spaces, schoolyards and institutional open spaces – is crucial to promoting the comfortable use of the

public realm. In a climate such as Toronto’s, sun access is most important in the shoulder seasons of spring and fall when radiation from the sun is capable of compensating for cool air temperatures. The City’s development review process evaluates base shadow testing on the spring and fall equinox (March 21st and September 21st). These are the times when direct access to sunlight allows people to spend time outdoors. Pedestrian activity and other active transportation modes that support civic life in the public realm are significantly enhanced by access to sunlight during these times of the year.



Crombie Park on The Esplanade (Source: City of Toronto)

The Official Plan contains policies regarding sunlight access in both the Public Realm and Development Criteria sections. Additionally, there are references to ‘adequately limiting’ or ‘minimizing’ shadow on the public realm, including parks and open spaces as well as on *Neighbourhoods*. New policies in the Downtown Secondary Plan will strengthen and clarify the application of existing Official Plan sun and shadow policies within the Downtown geography.

In addition to ensuring sunlight access on the public realm, the Downtown Secondary Plan will respond to the growing concern about sunlight and daylight access on and into buildings

themselves. The vast majority of growth in the Downtown has been, and will continue to be, comprised of tall buildings, and these buildings must be recognized as complete vertical communities housing much of the Downtown’s residential and office population. Sunlight and daylight access for these residents and workers, including protecting outdoor amenity spaces from shadowing for example, is a critical factor in the enjoyment and usability of these places. In the same way that the Official Plan has policies that protect open spaces in low-rise residential *Neighbourhoods* from shadowing, so too should amenity spaces for these vertical communities be afforded protection.

Policy Directions

D9: Identify specific areas that will be protected from net new shadow, including, but not limited to, streets, sidewalks, parks, open spaces, school building and grounds, child care centres, playgrounds, institutional open spaces and POPS.

D10: Develop sunlight standards for vertical communities, including but not limited to sun access on outdoor amenity spaces and daylighting of individual units.

Built Form Spacing and Fit

The Downtown comprises the full spectrum of land uses and built form types – low-rise *Neighbourhoods* such as the Annex with its singles, semis, townhouses, walk-up and mid-rise apartments, King Street East with its warehouse conversions and new mixed use buildings, St. James Town with its tower in the park apartments and tall commercial buildings in the Financial District. In some areas there is a consistent pattern and scale, while in other areas, there is a mix of building types and scale, even within a single block. Each of these areas has their own distinct character, which should be understood and reinforced through a transition in built form.



Example of the varied scale of built form Downtown (Source: City of Toronto)

Policy 3.1.2.1 of the Official Plan provides direction on how new development should “fit” into its existing and planned context, as well as direction in the sidebar on creating appropriate transitions in scale. The sidebar speaks to different methods of transition, as well as reinforcing that “the larger the difference in scale of development the greater the need for transition.” Appropriate built form transition will help to create a more liveable environment Downtown, both in the public realm and in the buildings themselves, as well as helping to define and distinguish areas of different character and development intensity. Setbacks, step-backs, separation distances, and angular planes are methods for creating transition between buildings. These standards help to improve the liveability within and around buildings by allowing for sun access and skyview, as well as improving conditions inside buildings by limiting overlook, increasing privacy and providing opportunities for daylight into buildings.

In addition to the recently adopted tower separation OPA and ZBLAs, there may be other typical transition and spacing conditions – where mid-rise abuts low-rise, and where high-rise abuts low-rise, for example. These will be identified and appropriate built form transition policies will be recommended. Additional guidance for transitioning of scale and density will be provided by expanding and elaborating on pre-existing guidance for built form transition, such as the Downtown Tall Buildings: Vision and Supplementary Design Guidelines as well as other Secondary Plans and SASPs, and the Mid-Rise Performance Standards.

Built form transition policies must consider all of the potential adjacencies of a site, including the rear, front, and sides of a site. While transition between areas of varying scale is often responsive to conditions at the rear of a site and addressed through various methods such as setbacks, step-backs, and angular planes, transition to

adjacent streets, parks and open spaces is also critical. This can be achieved by ensuring tall buildings have an appropriate step-back from the face of the base building fronting onto streets, parks or open spaces. In the infill context of the Downtown urban fabric, transition to sites and buildings along the sides of a development are also important, where there may be conditions of heritage buildings and heritage adjacencies, important views, or other public realm considerations that will require transitions at the sides of a development site.

Built form transition policies will provide guidance on how buildings of different scales should relate to each other as well as to the public realm. The Downtown Secondary Plan will contain policies that address transition between areas of varying scales for both the existing and planned context, the method of creating transition and the locations in which they will be applicable.

Policy Direction

D11: Identify appropriate transition and building spacing policies and standards between areas of varying scale and intensity, as well as to streets, parks and open spaces.

A Reinforced Skyline

The Downtown skyline is part of Toronto’s identity and is an image that reflects “Toronto” to the world. Official Plan Amendment 199 (approved in 2015) recognized the importance of this view and included policies to protect views of landmark buildings (such as the CN Tower in combination with the Rogers Centre) as well as the Downtown / Financial District skyline, and natural heritage features from various locations. While recognizing that the Downtown skyline is dynamic and visible from many vantage points across the city, the Secondary Plan will include provisions to ensure the continued prominence, legibility, perception, identity, and visibility of the unique Downtown and Financial District skyline.

The skyline is an ensemble comprised of individual buildings, both landmark buildings and otherwise. New tall buildings that contribute to the overall skyline should reinforce the city structure, civic centres, parks, and other areas of importance within the Downtown. The skyline is inextricably linked with the city’s urban structure and growth areas, and Official Plan

section 3.1.3 Tall Buildings reinforces this – “When appropriately located and designed, tall buildings can support and draw attention to the city structure”.

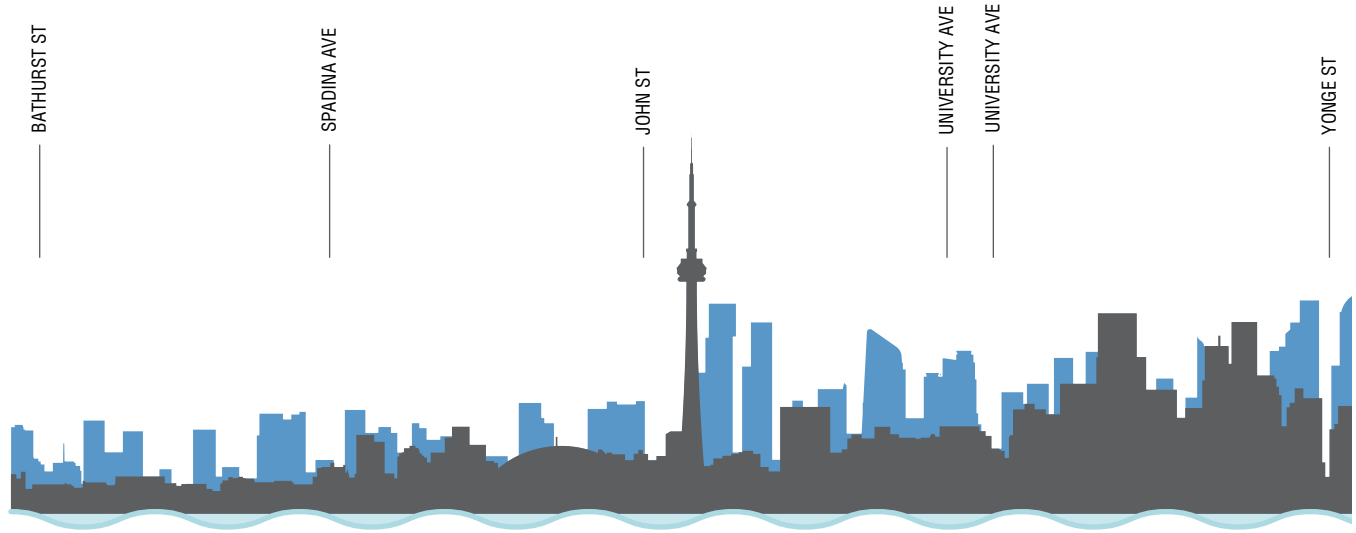
The “postcard” view of Toronto from the harbour illustrates a clear hierarchy of building heights – at their highest in the Financial District and generally transitioning down towards the east and the west. This skyline has changed dramatically over the last decade, with development west of the core in City Place and to the east around the Distillery District. Tall buildings are also beginning to define the north-south axis as well, along the Yonge, Bay and University corridors. These tall buildings form an inverted “T” shape that signifies and identifies the Downtown’s growth areas.

In addition to giving prominence to the Downtown’s structure, the skyline will be reinforced by a number of related policies including the locations targeted for growth, new *Mixed Use Areas* policies, sun and shadow protection, helicopter flight paths, and required built form transition.

Policy Directions

D12: Recognize the iconic nature of the Downtown skyline through the application of policies that address shadow protection, height and transition, flight paths, views protected in the Official Plan, and land use.

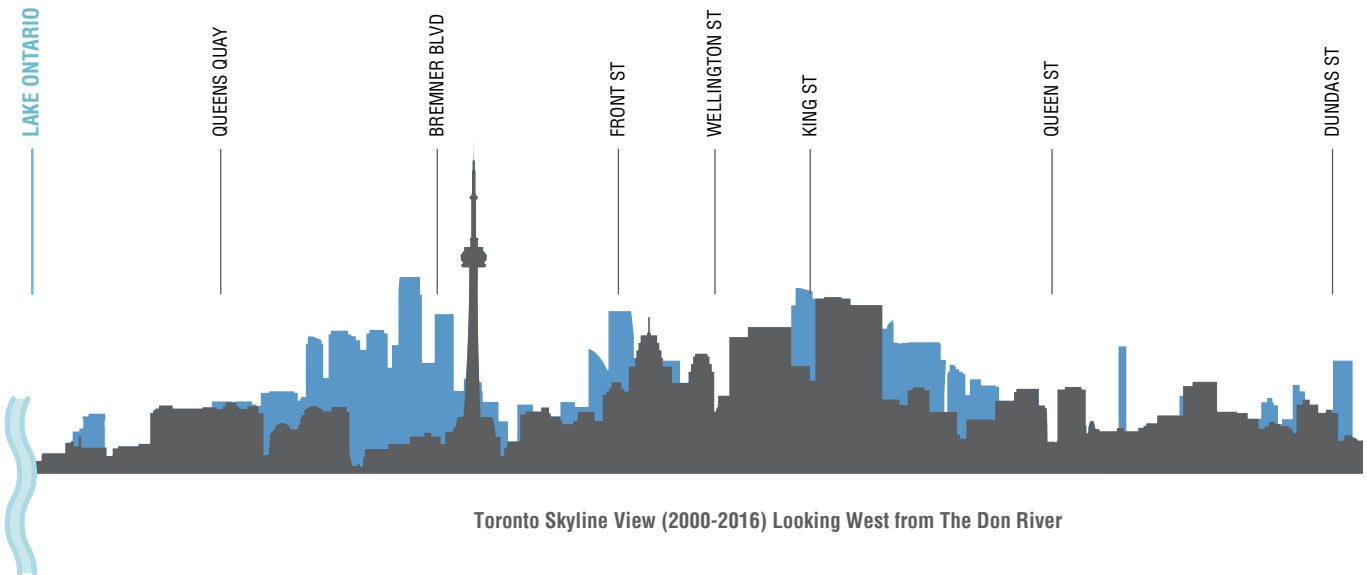
D13: Require tall building proposals to demonstrate how the proposed building addresses the hierarchy of built form scale reflected in the areas targeted for growth.



LAKE ONTARIO

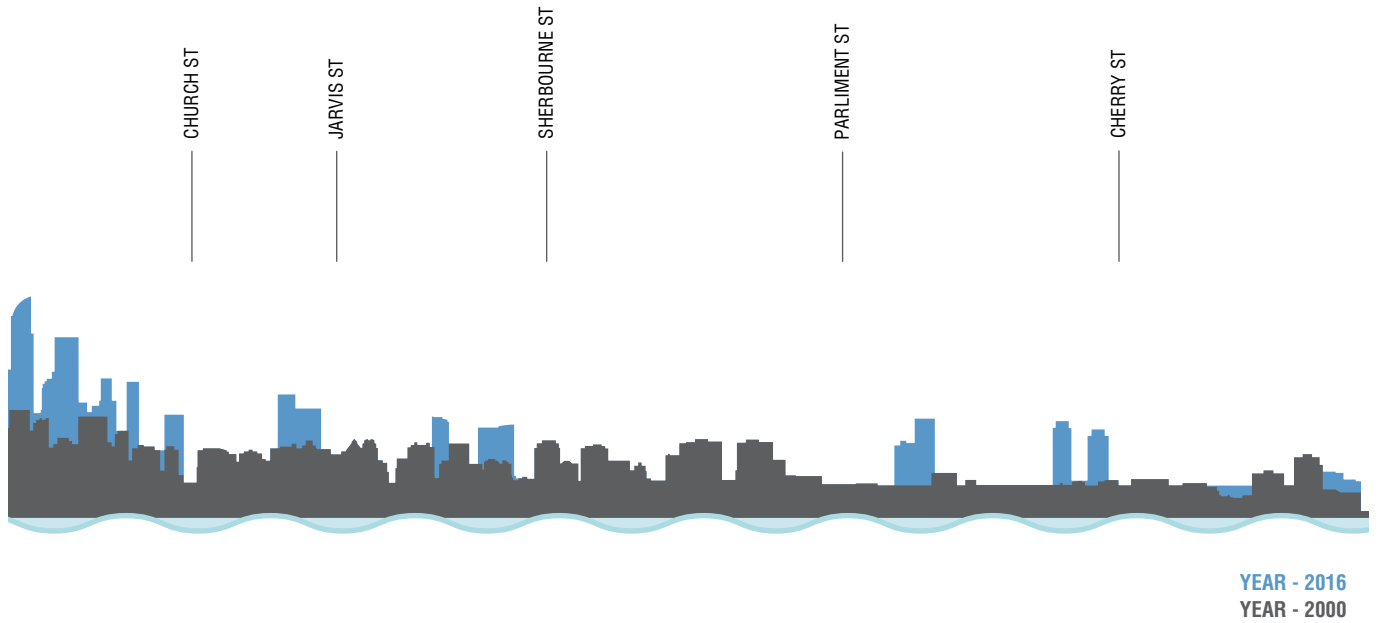
Toronto Skyline View (2000-2016) Looking North from Lake Ontario

View North from Lake Ontario

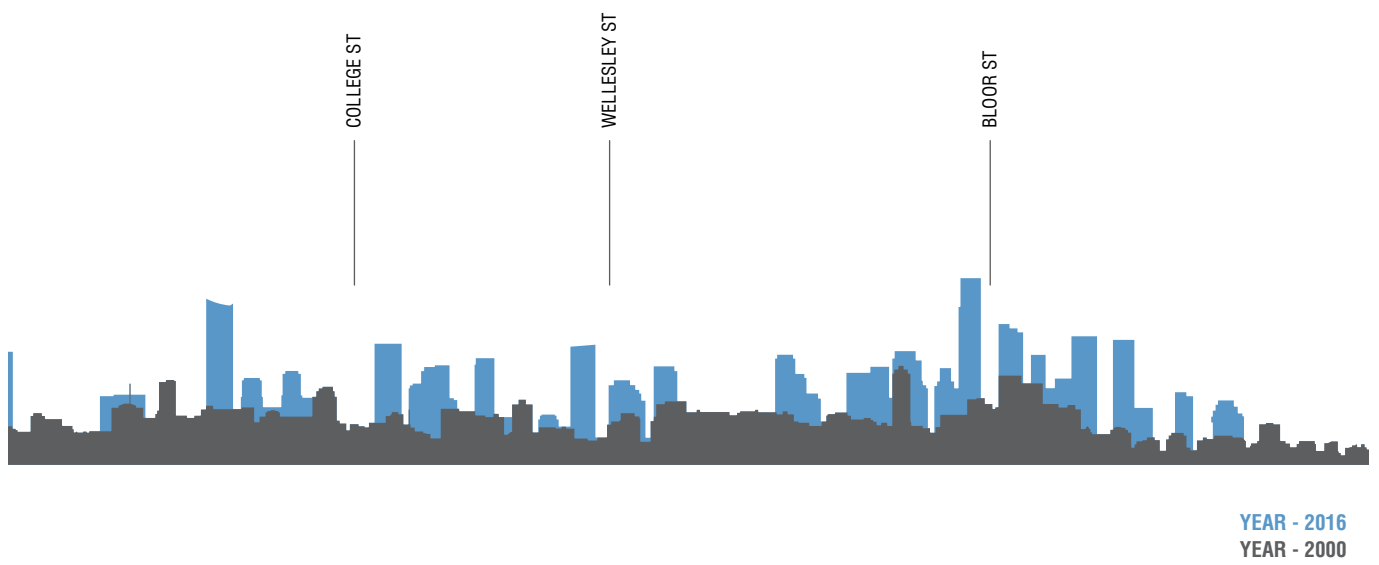


Toronto Skyline View (2000-2016) Looking West from The Don River

View West from the Don River



View North from Lake Ontario



View West from the Don River



Downtown skyline viewed from the Toronto Islands (Source: City of Toronto)



Downtown skyline viewed from the Broadview Avenue (Source: City of Toronto)

New Requirements for Amenity Space

Official Plan policy 3.1.2.6 states that “Every significant new multi-unit residential development will provide indoor and outdoor amenity space for residents of the new development”. Recently, condominium units have been designed with smaller and smaller footprints – the average unit size has decreased 20% from 1996 to 2016. The increasing number of small units bolsters the need to provide common space for residents within these buildings. A desire for common amenity spaces to augment private space for birthdays, dinner parties and other gatherings was a theme heard through the condominium consultation study.

Providing space to augment private space is only half the story. In the intensifying Downtown context, where space is limited and the urban fabric is dense, amenity spaces are also

important to supplement the outdoor public spaces that are heavily used. Not only does private amenity space provide the equivalent to the backyards, porches, and other spaces common in low-rise residential areas, it supplements public parks and open spaces, providing outdoor and recreational space for Downtown’s vertical communities. These spaces must be located, designed and programmed to be visible, functional, safe, and beautiful spaces that are of a high-quality and accessible for the intended users. The use of these spaces should be encouraged by providing, at a minimum, elements such as seating and landscaping.

More direction including the need for amenity space to provide facilities suitable for the diversity of residents, including seniors and families, will be



Rooftop amenity space for office workers (Source: City of Toronto)

part of the Secondary Plan. In both the City’s consultations on condominium living and TOcore, the issue of dogs and how to serve residents with dogs in vertical communities was raised – often linked to the impact that dogs can have on the already heavily used Downtown streets, parks and open spaces. Provision of pet facilities in new developments is increasingly becoming an important consideration in new developments.

Non-residential developments Downtown have historically provided outdoor spaces and landscaped settings

for their buildings, Osgoode Hall, the University of Toronto and Brookfield Place, to name a few. These spaces provide an image and setting for these developments, as well as amenity for the users of these buildings and users of the Downtown as a whole. With an influx of workers anticipated in the Downtown over the next 25 years and the space per worker ratio declining significantly, the Secondary Plan will address the need to ensure that new non-residential development provides workers with amenity opportunities within the buildings in which they spend their working hours.

Policy Directions

D14: Encourage the provision of high quality and well-designed indoor and outdoor amenity space in mixed-use and residential buildings recognizing the wide variety of occupants of these buildings, including but not limited to, seniors, families, children, and pets.

D15: Protect private and shared outdoor amenity space to ensure sunlight access.

D16: Encourage the provision of high-quality indoor and outdoor amenity space in non-residential buildings.

Aligned Initiatives

- Official Plan Review - Urban Design policies
- Secondary Plans underway in the Downtown (University of Toronto, Yorkville, King-Spadina)
- Local planning studies in the Downtown (Lower Yonge Precinct, College Street, Bloor-Bathurst Four Corners, Bathurst Quay, St. James Town CIP)
- Waterfront Toronto / Waterfront Secretariat plans and initiatives
- Fire and EMS Service Planning
- Outdoor Café Design Guidelines update
- Tower Separation Official Plan Amendment and Zoning By-Law Amendments

E. Preserving Heritage



Cultural heritage can be seen in significant buildings, districts, landmarks, landscapes and archaeological sites across Downtown, an area that has been inhabited for nearly 12,000 years. The City of Toronto is committed to integrating the significant achievements of our people, their history, and neighbourhoods into the city-building process. The identification and evaluation of our cultural heritage, both tangible and intangible, is an on-going process that happens during development review and area planning studies, through heritage conservation districts studies, the application of the City's Archaeological Management Plan, and through the nomination of individual properties to the City's Heritage Register.

Although growth is anticipated to continue Downtown, significant cultural heritage resources that exist must continue to be conserved. The City's heritage policies provide a complementary regulatory framework to TOcore. The Official Plan's Heritage policies were amended through OPA 199 and have been in force since June 2015. These new policies strengthen the City's ability to implement the Provincial Policy framework by providing additional tools to ensure the conservation of existing significant heritage properties and heritage conservation districts. The policies

enable the City to develop heritage conservation districts plans with policies that ensure an area's historic significance, cultural heritage values and character are conserved and managed for the long-term.

As Toronto evolves and grows, heritage conservation districts are a planning tool that can assist the City with sensitively managing growth and change in areas that have come to define our shared city. There are a number of completed and under study heritage conservation districts Downtown. Included in these are areas such as Historic Yonge Street (Bloor to College Street), the St. Lawrence Neighborhood, the Garden District, King-Spadina, Madison Avenue, the Distillery District, Kensington Market and Cabbagetown Southwest. Existing heritage conservation districts already promote and sustain walkability, spaces for small businesses, a healthy tree canopy and diversity in built form. Heritage conservation district plans provide policies and guidelines to ensure that new development responds to cultural heritage values and that these values are conserved for current and future generations.

No Downtown specific amendments are anticipated to the Heritage policies as they are adequately addressed in the City-wide Official Plan policies.



Yorkville Fire Hall (Source: City of Toronto)