



## REPORT FOR ACTION

### TOcore: Proposed Downtown Plan

Date: August 18, 2017  
To: Planning and Growth Management Committee  
From: Chief Planner and Executive Director, City Planning Division  
Wards: 20, 27 and 28

#### SUMMARY

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The proposed Downtown Plan will serve as a blueprint for future growth and infrastructure in the heart of Toronto over the next 25 years. This report seeks Council's input on the proposed Plan and requests direction to undertake public and stakeholder consultation, leading to an amendment to Toronto's Official Plan in the second quarter of 2018.

By initiating the TOcore study in 2014, Council recognized that growth was outpacing the City's ability to secure the necessary supporting infrastructure. In late 2016, the TOcore Proposals Report was adopted by Council. That report outlined the detailed policy directions for all aspects of the Downtown Plan and served as the basis for extensive public and stakeholder consultation earlier this year.

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 the rising Downtown skyline. Downtown accounts for only 3% of Toronto's land area, yet it makes up 40% of the non-residential gross floor area and 38% of the residential units proposed in the entire city. It is Canada's largest employment cluster with over 500,000 jobs, relying on Union Station and the subway system to provide access to a regional workforce. Close to 240,000 people live Downtown, with more than 7,500 residents added annually over the past 5 years. By 2041, Downtown has the potential to reach between 850,000 to 915,000 jobs, and as many as 475,000 residents.

Planning for Downtown's future must consider the unique and diverse roles it plays for the city as a whole. Downtown's cluster of world-renowned institutions – hospitals, medical research facilities and universities – thrive in its concentrated and highly connected environment. The Queen's Park Precinct and the civic buildings centred on Nathan Philips Square play a broad and far-reaching governance role. The Financial District acts as Canada's premier hub for capital markets and corporate head offices, while the adjacent King-Spadina and King-Parliament neighbourhoods have been central to the technology and creative industry boom in the city. Downtown is the region's largest retail concentration, with destination shopping such as the Toronto

Eaton Centre and thriving main streets with a diversity of local shops, restaurants, bars and nightclubs. These draws, in combination with a flourishing culture, music, film and sport scene, make Downtown the primary destination for Toronto's 40 million annual tourists and day visitors.

In addition to the many broader roles of Downtown, approximately 1 in 10 Torontonians call it home. This resident population is socio-economically diverse, meaning that community services and facilities need to be planned to support all income levels, ages, ethnicities and abilities. Downtown's current and future residents must also be able to access and maintain adequate, affordable and appropriate housing.

Downtown is well served by transit with two subway lines and several streetcar routes running through the study area, along with the expanded passenger handling capacity of an upgraded Union Station. The capacity constraints of Line 1 Yonge-University and the 504 King Streetcar are widely recognized as challenges for the transit system and constraints to growth. The proposed Relief Line and the King Street Transit Pilot will add much needed transit capacity while providing important city-building opportunities along their routes.

Downtown is an area that has been inhabited for nearly 12,000 years, with different settlements in the area by various Indigenous people over time. Built and cultural heritage of this history can be seen in Downtown's significant buildings, districts, landmarks, landscapes and archaeological sites. The influence of this heritage, including that of Toronto's Indigenous peoples and settlers, is an important consideration that should guide future planning and investment Downtown.

The proposed Downtown Plan represents the first comprehensive update since the mid 1970s. The 1976 Central Area Plan introduced mixed-use policies that encouraged residential growth Downtown and helped Toronto avoid the inner city deterioration experienced in many other urban centres across the continent. Since then, updates to the planning framework have shaped Toronto's Downtown into one of the most successful in North America.

The new Downtown Plan is a 25-year vision that sets the direction for the city centre as the cultural, civic, retail and economic heart of Toronto and as a great place to live. The Plan seizes the opportunities that come with intensification, while addressing the challenges often associated with growth. A series of goals – grouped around the themes of complete communities, connectivity, prosperity, resiliency and responsibility – establish outcomes the Downtown Plan intends to achieve as growth continues.

The proposed Downtown Plan provides detailed direction on the appropriate scale and location of future growth. It also links this growth with infrastructure provision to ensure the creation of 'Complete Communities', addressing the requirements under the Provincial Policy Statement (2014) and the Growth Plan for the Greater Golden Horseshoe (2017).

Other significant policy directions in the Downtown Plan include:

- Expansion of the Financial District and establishment of a Health Sciences District where non-residential uses will be prioritized;
- Refinement of the current single *Mixed Use Areas* designation into 4 *Mixed Use Areas* designations to provide clear guidance on the appropriate scale of development based on existing and planned context;
- Requirement for the submission of a Complete Community Assessment to ensure all developments contribute to the creation of liveable and complete communities;
- Requirement for all developments to address the priorities contained within the Downtown Community Services and Facilities Strategy;
- Protection of Downtown parks and open spaces by ensuring no net-new shadow;
- Increased building setbacks to expand the public realm in areas of growth;
- Prioritization of a "Land First" approach to maximize opportunities for new parkland through the development process, along with incentives for developers to work together to consolidate the provision of parkland;
- Creation of a Parks and Public Realm Plan to improve the quality and connectivity of public spaces, and to identify parkland improvement and acquisition priorities;
- Prioritization of walking, cycling and transit use on Downtown's streets;
- Requirements for 2- and 3-bedroom units and affordable housing in most developments, along with protection of dwelling rooms;
- Retention of cultural spaces and support for live music and filming;
- Encouragement of low-carbon and resilient infrastructure and buildings; and
- Partnerships with Indigenous communities, stakeholder groups and community groups as part of implementation.

This report also provides Council with: an update on the existing and projected Downtown populations; a summary of stakeholder and public consultation on the TOcore Proposals Report; the status of the five infrastructure strategies – community services and facilities, parks and public realm, mobility, energy, water – that will be released in draft for public and stakeholder consultation later in 2017; a description of the financial strategy currently under development; and an overview of the process for determining amendments to the existing in-force planning framework.

The recommended Official Plan Amendment for the Downtown Plan will be brought forward in the second quarter of 2018.

## **RECOMMENDATIONS**

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

1. City Council direct that the Chief Planner and Executive Director, City Planning Division use Attachment 1: "TOcore: Proposed Downtown Plan" of this report, dated August 18, 2017 as a basis for stakeholder and public consultation.
2. City Council direct City Planning Division staff, in association with staff from the appropriate City Divisions, to undertake stakeholder and public consultation, including

public open houses, roundtable meetings, and other public meetings as necessary on the proposed Downtown Plan as attached in Attachment 1: "TOcore: Proposed Downtown Plan" of this report, dated August 18, 2017 from the Chief Planner and Executive Director, City Planning Division.

3. City Council direct the Chief Planner and Executive Director, City Planning Division to report back with a final Recommendations Report and an Official Plan Amendment on the Downtown Plan to a Spring 2018 meeting of the Planning and Growth Management Committee.

4. City Council request that the City Planning Division, in coordination with staff from the following City Divisions and offices – Children's Services, Economic Development & Culture, Employment & Social Services, Parks, Forestry & Recreation, Shelter, Support & Housing, Social Development, Finance & Administration, Public Health, Paramedic Services, Affordable Housing Office, Toronto Water, Transportation Services, Toronto Fire, Major Capital Infrastructure Coordination Office, Corporate Finance, Financial Planning, Environment & Energy, Real Estate Services – undertake stakeholder and public consultation on the draft Infrastructure Strategies identified in Attachment 4 of this report starting in Fall 2017, and report back to City Council on the final infrastructure strategies with the final Downtown Plan in the second quarter of 2018 including any recommendations for future work to implement the strategies such as capital approvals, Environmental Assessments, and/or Master Plans.

## **FINANCIAL IMPACT**

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This report recommends that staff undertake stakeholder and public consultation on the proposed Downtown Plan and its five associated infrastructure strategies during late 2017 and early 2018. The comprehensive consultation process will align with the approach taken to date for TOcore, which has, and will continue to, draw stakeholders from across the city. The consultation will also meet the *Planning Act* requirements which include a public open house, roundtable seminars and other meetings as necessary, supported by online resources and a publication. The cost is estimated at \$70,000. Funding is included in the 2017 Capital Budget for the City Planning Division (CUR028-38).

TOcore is a large and complex study for the fastest growing area of the city that has been supported by a dedicated staff team. The Downtown Plan is the first comprehensive planning document to be prepared for the entirety of this area since the 1970s. Rationalizing the planning framework, which includes over 67 other existing plans, is an upcoming priority to ensure that Downtown is guided by a clear and focused new planning regime.

The five infrastructure strategies are critically linked to the Downtown Plan. Finalizing the Downtown Plan along with the five strategies for Council approval and advancing their implementation to support growth will be a priority for the City Planning Division. In addition to bringing forward the Official Plan Amendment in the spring of 2018, the work will focus on transition to operational implementation. This will include advancing the implementation of the infrastructure strategies, rationalizing the existing planning

framework and addressing other identified priorities through Site and Area Specific Policies.

Dedicated staff resources are required to advance this project and undertake the next phase of work. These resources will be identified and prioritized in the 2018 budget submission, taking into account City Planning's 2018-19 Study Work Program and any direction received from Budget Committee, the City Manager and Committee/Council.

Other participating divisions will also review their current staff and capital resources and reflect any required support in their upcoming 2018 budget submissions.

## **DECISION HISTORY**

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### **TOcore-Related Reports**

At its May 2014 meeting, Toronto and East York Community Council considered a staff report entitled "Comprehensive to the Core: Planning Toronto's Downtown." This report launched this Study, now called TOcore: Planning Downtown. The report can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE32.47>

In addition to the staff report, a 2014 background report entitled, "Trends, Issues, Intensification – Downtown Toronto" provided background information and data on the Study building blocks. This background study can be found at the following link:

<http://www.toronto.ca/legdocs/mmis/2014/te/bgrd/backgroundfile-69192.pdf>

At its December 2015 meeting, City Council adopted a staff report entitled 'TOcore: Planning Toronto's Downtown – Phase 1 Summary Report and Phase 2 Directions.' The report summarized the first 'taking stock' phase and provided an overview of the Study's directions. The report recommended the development of a Plan for the whole of the Downtown geography to be accompanied by several infrastructure-related strategies and assessments aimed at better aligning growth with the provision of infrastructure needed to support liveability. The report can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.TE12.43>

At its December 2016 meeting, City Council adopted a staff report entitled, 'TOcore: Planning Toronto's Downtown - Proposals Report - Secondary Plan Directions and Update'. The report recommended a series of proposals that would provide the basis for the proposed Downtown Plan that is attached to this report. The report can be found here:

<http://www.toronto.ca/legdocs/mmis/2016/te/bgrd/backgroundfile-97827.pdf>

In January 2017, Executive Committee adopted a staff report entitled 'TOcore: Planning Downtown - Legislative Tools to Support Growth' that discussed available planning and legislative mechanisms to manage growth and the tools to be considered as part of the TOcore financial strategy. The report can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX21.7>

In October 2016, City Council adopted a city-initiated Official Plan Amendment and 2 area-specific Zoning By-laws that introduced a separation distance requirement between the tower portions of new buildings. The report can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.TE18.7>

## **Other Related Reports**

City Council in July 2014 adopted the Final Report for the Condominium Consultations lead by City Planning Division that examined the specific challenges, concerns and opportunities linked to living in condominiums. Through this consultation many people expressed their opinions about the type of growth that Downtown has been experiencing, especially themes that need to be considered for living in vertical communities. The Final Report for these consultations can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG34.19>

In July of 2012, City Council adopted the "Tall Buildings, Inviting Change in Downtown Toronto" consultant study which set out a vision, height, typology and criteria and performance standards to guide Downtown tall buildings development. Contained in that report was a recommendation that directed the Chief Planner and Executive Director, City Planning, to bring forward future implementation options related to the consultant's study including, but not limited to, amendments to the City's Official Plan, Zoning By-law and use of other planning tools. The report can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.TE17.19>

In July 2017, City Council adopted recommendations that City Planning staff use the draft Growing Up guidelines to review individual development applications, and to inform updated or new Secondary Plans, Area Studies and Site and Area Specific Policies, as appropriate, for a two-year period. The guidelines highlight the importance of integrated community facilities and amenities, the need for a comfortable and safe public realm and the creation of a range of housing options in vertical communities. The report can be found at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG21.3>

## **Provincial Policies on Planning for Growth and Infrastructure**

An update to the Growth Plan was approved earlier this year under the authority of Section 7 of the Places to Grow Act, 2005. It came into force and effect on July 1, 2017. The Growth Plan for the Greater Golden Horseshoe (2017) can be found at: <http://placestogrow.ca/images/pdfs/ggh2017/en/growth%20plan%20%282017%29.pdf>

Policy 5.1 in the Growth Plan states that "...where a municipality must decide on a planning matter before its official plan has been amended to conform with this Plan, or before other applicable planning instruments have been updated accordingly, it must still consider the impact of the decision as it relates to the policies of this Plan which require comprehensive municipal implementation". The proposed Downtown Plan has been drafted to be consistent with the policies established by the Province of Ontario in the 2014 Provincial Policy Statement (the "PPS"), as well as the Growth Plan for the Greater Golden Horseshoe 2017 (the "Growth Plan").

The Provincial Policy Statement is issued under Section 3 of the *Planning Act* and all decisions affecting land use planning matters "shall be consistent with" the PPS. It sets the policy foundation for regulating the development and use of land and supports the provincial goal to enhance the quality of life for all Ontarians. It provides clear policy direction to promote strong communities and resilient communities, a strong economy, and a clean and healthy environment.

Certain policy directions under the PPS are particularly relevant to managing the challenges associated with the rapid growth of Toronto's Downtown. These include: a) promoting efficient development and land use patterns to sustain financial well-being over the long-term, b) ensuring that necessary infrastructure, electricity systems and public service facilities are available to meet current and projected needs, c) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses that take into account the needs of existing and future businesses, d) planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages and, where practical, water-based resources, e) promoting green infrastructure including natural and human made elements that provide ecological and hydrological function and processes, and f) significant built heritage resources and significant cultural heritage landscapes shall be conserved. The PPS emphasizes that planning authorities should be promoting opportunities for intensification *where* this can be accommodated, taking into account existing or planned infrastructure and public service facilities required to accommodate projected needs. Section 4.7 of the PPS identifies that the Official Plan is the most important vehicle for implementation of the PPS. Comprehensive, integrated and long-term planning is best achieved through Official Plans. The PPS can be found at: <http://www.mah.gov.on.ca/AssetFactory.aspx?did=10463><http://www.mah.gov.on.ca/AssetFactory.aspx?did=10463>

The Growth Plan provides a strategic framework to manage growth, building upon the policy foundation of the PPS by providing more specific land use planning policies to address issues facing specific geographies in Ontario. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. The Growth Plan contains provincial policies on where and how the region will grow, with a focus on the required infrastructure, public service facilities and range of housing options necessary to support the achievement of complete communities. A key strategy is to direct growth to built-up areas to maximize the use of existing infrastructure and to provide a focus for future transit and infrastructure investments. Downtown Toronto is the location of the largest of the Urban Growth Centres identified in the Growth Plan and is to be a focal area to accommodate a significant share of population and employment growth.

The Growth Plan contains policies that support the achievement of *complete communities* objectives including: a) featuring a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and *public service facilities*; b) improving social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes; c) providing a diverse range and mix of housing options, including second units and *affordable* housing, to accommodate people at all stages of life, and to accommodate the needs of all

household sizes and incomes; d) ensuring the development of high quality *compact built form*, an attractive and vibrant *public realm*, including public open spaces, through site design and urban design standards; e) mitigating and adapt to climate change impacts, build resilience, reduce greenhouse gas emissions, and contribute towards the achievement of low-carbon communities; and f) integrating *green infrastructure* and *low impact development*. The Growth Plan's definition of *complete communities* acknowledges the importance of taking local context into account when planning for development in diverse communities. *Compact built form* within *complete communities* can be achieved at differing densities, heights and building typologies that take planned local context into account. Intensification objectives within differing communities can be realized without one size fitting all.

The Growth Plan also requires the City to prioritize planning and investment in infrastructure and public service facilities that will support intensification within delineated built-up areas, and is explicit in its policy direction that "applying the policies of this Plan will support the achievement of *complete communities*...." The proposed Downtown Plan is a direct response to this Provincial Policy. It is essential that the amount and location of growth permitted and anticipated over the coming decades be scaled to the corresponding level of planned physical and social infrastructure (what the Growth Plan and the PPS refer to as "infrastructure", "public service facilities" and "green infrastructure"). It is this linking of growth and infrastructure that is one of the fundamental objectives of TOcore.

Staff is considering whether the proposed Official Plan Amendment (OPA) pertaining to the Downtown Plan will proceed under Section 17 or Section 26 of the Planning Act. Given that the new Growth Plan came into effect July 1, 2017, there is the opportunity to consider the OPA for the Downtown as part of the City's Growth Plan conformity exercise.

## COMMENTS

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The Comments section of this report is organized as follows:

1. Background and Study Overview
2. Infrastructure to Support Downtown's Growth
3. Highlights of the Proposed Downtown Plan
4. Rationalization of the Existing Downtown Policy Framework
5. Infrastructure Strategies Update
6. Stakeholder Consultation and Public Engagement Update
7. Financial Strategy Update
8. Aligned Initiatives and Moving Forward

### 1. Background and Study Overview

The Study area is bounded by Lake Ontario to the south, Bathurst Street to the west, the mid-town rail corridor and Rosedale Valley Road to the north and the Don River to the east (Attachment 1, Map 1). 'TOcore: Planning Downtown' (the Study) is a



comprehensive and integrated look at Toronto's Downtown and its relationship to the city and region around it.

TOcore is a response to the rapid intensification of Downtown that is placing pressure on physical and social infrastructure assets and occurring in a pattern and at an intensity that threatens to jeopardize the quality of life in the city centre and the economic role that the Downtown plays for the entire city. The purpose of the Study is to ensure growth continues to positively contribute to Toronto's Downtown as a great place to live, work, learn, play and invest by determining: a) how future population and employment growth will be accommodated and shaped, and b) what physical and social infrastructure will be needed, where it will go and how it will be secured.

Led by City Planning, the Study has been a collaboration among sixteen City divisions and two offices, as well as with several supporting partners:

- Cluster A - Children's Services, Economic Development & Culture, Employment & Social Services, Parks, Forestry & Recreation, Shelter, Support & Housing, Social Development, Finance & Administration, Public Health, Toronto Paramedic Services, Affordable Housing Office;
- Cluster B - City Planning, Toronto Water, Transportation Services, Toronto Fire, Major Capital Infrastructure Coordination Office;
- Cluster C - Corporate Finance, Financial Planning, Environment & Energy, Real Estate Services; and
- Supporting Partners - Toronto District School Board, Toronto Catholic District School Board, Toronto Parking Authority, Toronto Transit Commission, Toronto Hydro, Toronto Public Library, Association of Community Centres, Toronto Neighbourhood Centres.

Through TOcore, staff has developed a 25-year proposed Downtown Plan to ensure that Downtown Toronto remains the thriving, liveable, and connected heart of a successful and prosperous city and region. The Downtown Plan will be supported by infrastructure-related strategies, to be completed by early 2018, that address: parks and public realm, community services and facilities, mobility, energy, and water. Costing, phasing and financing approaches will be included as part of each infrastructure strategy, along with an overall financial strategy aligned to Council's Long-Term Financial Plan.

By initiating TOcore in 2014, Council recognized that growth was outpacing the City's ability to secure the infrastructure necessary to support growth, and signalled that a new planning direction for Downtown was required. The intent of the emerging Downtown policies is to create a more liveable Downtown, where built form is shaped and managed, where land uses are refined to identify the areas of population and employment growth, and infrastructure is able to keep pace with the future residential and employment growth.

Phase 1 of the Study assessed Downtown's existing conditions and trends, determined opportunities and challenges for growth management and infrastructure development,

and recommended emerging directions to Council. Phase 2 of the Study involved a detailed assessment of how the planning framework for Downtown needed to be changed to manage growth and resulted in the release of the TOcore Proposals Report in late 2016 that outlined the detailed policy directions for all aspects of the Downtown Plan.

TOcore is currently mid-way through Phase 3. By early 2018, Council will be asked to approve the final Downtown Plan and five associated infrastructure strategies that will provide a blueprint to manage the current and projected growth in the heart of the city and keep Downtown an inclusive place for all people. Phase 4 will focus on bringing the new Downtown Plan into force and effect, addressing the updates required in the existing planning framework and transition to operational implementation.

Further information on TOcore can be found on the Study's website at [www.toronto.ca/tocore](http://www.toronto.ca/tocore).

## **2. Infrastructure to Support Downtown's Growth**

Toronto's Downtown functions as the economic and cultural hub of the city and region. The Downtown is the most prominent location for development activity in the City and contains the largest percentage of proposed development. Downtown currently accounts for 38% of the residential units and 40% of the non-residential gross floor area (GFA) proposed in the entire city. The latest Census shows that between 2011 and 2016, Downtown's population has grown by 19% to approximately 238,000, adding just over 38,000 new residents to the area.

Much of the residential growth Downtown between 2012 and 2016 took place south of Queen Street. Almost 50% of all Downtown growth occurred in the King-Spadina and Waterfront West neighbourhoods. The Bay Corridor, King-Parliament and Waterfront Central saw moderate increases accounting for 36% of new residents (Attachment 5).

Downtown's population is projected to more than double from approximately 200,000 people in 2011 to a potential population of 475,000 by 2041. In addition to residential growth, employment in Downtown is projected to grow from approximately 500,000 jobs in 2016 to a potential of between 852,500 to 914,200 jobs in 2041. This growth will result in approximately 10,000 to 12,500 new jobs annually over the 25-year period (Attachment 5).

An analysis undertaken to date shows that previous generations' infrastructure investments have been supporting recent growth and that the limits of this infrastructure capacity are being reached. Infrastructure deficiencies are being experienced on multiple fronts, including for example an overall shortage of child care spaces, over-burdened library and recreation facilities, a shortage of new parkland in areas of high growth, strains on certain surface transit routes such as the 504 King, and constrained sewer servicing capacity in certain areas such as along the central waterfront. Securing the physical and social infrastructure for new residents, workers and visitors is imperative if future development is to be accommodated while maintaining liveability.

The PPS and the Growth Plan require the City to plan for an appropriate range of community infrastructure to meet the needs resulting from residential and employment population increases and to foster complete communities. The Downtown Plan and its associated strategies will put in place the mechanisms to allow the City to more directly tie and associate development approvals with the securing of new infrastructure in Downtown's dense urban fabric. It is this linking of growth and infrastructure that will ensure the liveability of Downtown and reinforce its role as an economic driver and generator of jobs.

### **3. Highlights of the Proposed Downtown Plan**

The proposed Downtown Plan contains policies that address land use, built form, parks and public realm, community services and facilities, transportation, culture, housing, resiliency, and water. The proposed Downtown Plan, including maps, can be found in Attachment 1.

#### **Vision**

The Downtown Plan establishes a 25-year vision, summarized as "the liveable, connected, and resilient heart of a successful and prosperous city and region."

This vision builds on the successes of the City's planning frameworks that have guided development over the past four decades. Toronto's Downtown stands out from so many other North American cities for its consistent dedication to the "idea of Downtown" with distinct qualities embedded within its DNA. The vision statement in the proposed Downtown Plan was informed by staff's engagement with Torontonians who shared their lived experience and spoke of their aspirations for the future of the heart of the city.

The vision addresses the multiple roles that Downtown will need to continue to play: as a centre of commerce and innovation that creates jobs and contributes to prosperity; as home to major health, educational and government institutions that provide important services to residents across the city and linkages within their sectors; as the city's cultural, shopping and entertainment hub that provides enjoyment and inspiration; as a place with beautiful and vibrant public spaces that bring the city together and build community; as a series of neighbourhoods, many of them vertical and mixed use in character, that are accessible and affordable to people of diverse incomes, ages and abilities; and as an inclusive place that is welcoming and provides supports to the city's most vulnerable residents.

#### **Goals**

A number of goals provide the desired outcomes that the Downtown Plan intends to achieve as growth continues. Each goal is designed to address both the opportunities presented by intensification and the challenges being faced by the magnitude of growth expected over the coming decades. These goals include:

##### *Complete Communities*

Growth in the intensifying core will be accompanied by the physical and social infrastructure essential to building complete communities, including schools, recreation

facilities, libraries, child care, and space for human services and public health. Built form in an increasingly vertical Downtown will be shaped to maintain and enhance liveability, respect context and provide transition between differing scales of development. High-quality parks and public spaces will be provided to accommodate a growing number of residents, workers and visitors and designed to accommodate an intensity of use and provide a platform for public life. Downtown will be inclusive with a range of housing that meets the requirements of a diverse population with varying needs, including supportive services for vulnerable populations.

### *Connectivity*

Sustainable transportation choices will be promoted Downtown. Finite road space will be prioritized for pedestrians, cyclists and transit users, reducing dependence on the private automobile for mobility into and within the core. A high-quality and expanded network of parks and open spaces will be linked by a fine-grain network of streets, laneways, mid-block connections and pathways. As the region's largest employment and institutional centre and a global centre of commerce and culture, Downtown will have unparalleled access to skilled labour across the region and convenient linkages to airports that facilitate national and global connectivity.

### *Prosperity*

Toronto's Downtown will project a competitive image to the world as an attractive place to live, work, learn, play and invest. Downtown will remain the economic driver of the city, region and province with land use policies that support long-term employment growth. Non-residential uses will be prioritized in an expanded Financial District, a newly established Health Sciences District and in the King-Spadina and King-Parliament areas. Toronto will be positioned as a global leader in arts and culture industries and support a thriving scene for art, live music and film.

### *Resilience*

Toronto's Downtown will adapt to a changing climate. The Downtown Plan will help to reduce demand on a supply-constrained electricity grid, to minimize greenhouse gas emissions, and be designed and built to withstand extreme weather events and power outages. Opportunities for leveraging green infrastructure, improving back-up power systems in tall residential buildings, and expanding deep lake water cooling and other new low-carbon thermal energy networks will be pursued. The quality of water along the shoreline will be improved through reductions of wastewater and stormwater discharges to the lake.

### *Responsibility*

As the pattern of growth Downtown will be predominantly infill in nature on increasingly smaller land parcels, the City and its development partners in the private sector, and at the community level, will need to take collective responsibility for building a Downtown that balances growth with quality of life. Coordination and cooperation between property owners is necessary to achieve the goal of complete communities and other policies of the Downtown Plan. Greater expectations will be placed on developments of greater intensity to ensure liveability Downtown is maintained and enhanced.

## **Directing Growth**

The Province's Growth Plan for the Greater Golden Horseshoe (2017) identifies Downtown Toronto as an Urban Growth Centre (UGC). Portions of Downtown and the Central Waterfront are expected to absorb growth with the corresponding investment in region-wide public services and infrastructure. The Downtown Toronto UGC is expected to achieve, by 2031 or earlier, a minimum density target of 400 residents and jobs combined per hectare. Not all areas of Downtown were planned to, or intended to, experience the same levels or intensity of development. The Downtown Plan provides further clarity by identifying the land use designations within Downtown that will be the focus for growth. In areas of higher intensity, greater certainty around growth patterns is essential to enable the City to plan, fund, build or secure the corresponding levels of needed social and physical infrastructure.

## **Complete Community Assessment**

As Downtown continues to intensify through infill development, it has become increasingly necessary to review and analyze not only how a proposal relates to its site, but also to the existing and planned context of the area. To ensure the development of complete communities Downtown, careful consideration of both physical and social infrastructure, both on-site and within the surrounding areas is necessary. The Downtown Plan's policies will require, as part of all development applications, the submission of a Complete Community Assessment. This expands on recent practice and makes consistent this expectation. The Assessment will include built form and open space patterns, availability of community services and facilities and hard infrastructure, and will demonstrate how the proposed development will reshape the block and relate and connect to the surrounding blocks. The Complete Community Assessment will demonstrate for Council that as the city grows and intensifies, new development will have positive impacts within the existing and planned context of the area.

When a Complete Community Assessment demonstrates that development will occur at a scale, intensity or character not anticipated by the Downtown Plan, the Official Plan, or a Site and Area Specific Policy, the City may determine that further study of the area is necessary. The intent of this policy is to ensure that Site and Area Specific Policies or other studies will be prepared by the City prior to any site-specific recommendations to Council.

## **Balancing Residential and Non-Residential Growth**

As Downtown intensifies, there is a need to ensure that the balance between residential and non-residential development is maintained and that Council's goals of economic vitality, competitiveness and acceleration of economic growth are achieved.

### *Financial District*

The Financial District includes headquarters for Canada's financial and business services sectors and contains the largest and densest cluster of office workers in Canada. The Financial District is characterized by large, prestige commercial office buildings predominantly occupied by large tenants. In the 1980s, the Financial District boundaries were extended south of Front Street to the Gardiner Expressway to include the areas now known as "South Core" and have remained unchanged since that time.

Downtown's office core will continue to be the region's primary centre of international finance and commerce. To ensure Toronto's robust economy continues to flourish, the Downtown Plan proposes that the Financial District be expanded (Attachment 1, Map 10) to the south, west, and the east to recognize its actual extent as well as potential future opportunities to support the Downtown office core. The proposed policies of the Downtown Plan seek to ensure that the Financial District continues to accommodate future job growth, and to protect the city's economic competitiveness, by ensuring that future development capacity within walking distance of Union Station is prioritized for non-residential development.

#### *Health Sciences District*

The institutional uses within Downtown are clustered in a manner that builds upon the successful synergy with other related sectors. Along the University Avenue corridor there is a cluster of hospitals, treatment, education and research and development facilities and related commercial functions all within close walking distance. Much of the space in commercial office buildings within this area is occupied by medical-related businesses and the institutions themselves. The demand for institutional uses, including hospital and associated services, will continue to expand and evolve. To meet increased local demands resulting from growth, and to continue to provide specialized services, the hospitals and related facilities anticipate a need to expand over the 25-year horizon of the Downtown Plan.

Of all institutional uses, hospitals are in greatest need for geographic proximity as it is difficult to parse off functional elements to satellite locations and the synergy between facilities maximizes their effectiveness. Recognizing the need to ensure there is a continued capacity to meet future demands for local and regional health services, hospitals and related facilities which will require the ability to expand on-site or into immediately adjacent parcels. A Health Sciences District does not currently exist in the Official Plan. A Health Sciences District and associated land use policies are proposed as part of the Downtown Plan. The proposed policies for this new District prioritize non-residential uses and public realm connections and improvements (Attachment 1, Map 10). This proposed policy supports the Growth Plan, which states that hospitals and long-term care facilities should be planned and located to keep pace with changing needs and be prioritized for strategic growth areas.

#### *King-Spadina and King-Parliament*

The King-Spadina and King-Parliament neighbourhoods have emerged as highly desirable urban lifestyle communities close to Toronto's Downtown core and have also seen considerable development of new businesses over the past 20 years. The proximity of these neighbourhoods to the Financial District, their heritage significance, and their unique stock of brick-and-beam and nineteenth-century commercial buildings have made them central to the creative and cultural industry boom in the city. Having these creative and cultural uses in close proximity to the core makes Toronto's Downtown unique, competitive and compelling.

Since the mid-1990s, residential development has outpaced non-residential growth in these areas. The increasing scale and intensity of residential development in these neighbourhoods has raised concerns that some businesses and cultural organizations are at risk of being displaced. To address these concerns and retain the balance

between the residential and non-residential growth in both King-Parliament and King-Spadina, the Downtown Plan proposes to introduce policies that are intended to protect and expand the culture sector in these neighbourhoods. The proposed policies require that at least 50% of any gross floor area (GFA) above the as-of-right permission be non-residential GFA within the King-Spadina and King-Parliament areas, with uses that complement and enhance the creative and cultural sectors.

### *Retail*

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

Priority Retail Streets are currently identified in the Zoning By-law. The By-law requires that on those streets identified as Priority Retail Streets, a minimum percentage of the lot frontages are to be used for street related retail and service uses, which assists in limiting gaps in ground floor animation. The Downtown Plan proposes to elevate the importance of Priority Retail Streets by moving them into policy, while updating and expanding the number and locations of Priority Retail Streets (Attachment 1, Map 13) to include the areas that are a focus for growth within the Downtown. The update and expansion allows for new retail areas to be created incrementally with growth. The proposed policies will require that the ground floor of developments contain quality retail space; encourage specific design elements to protect the prevailing character of the street; and require that larger format stores be located on the second or lower levels of new development, or alternatively wrapped by smaller stores.

### **Defining Scales of Growth**

The lands designated *Mixed Use Areas* throughout the City are anticipated to absorb most of the increase in office, retail and service employment, as well as a large proportion of residential housing. Downtown contains large geographies which are designated *Mixed Use Areas* in the Official Plan. As the number of new developments has increased Downtown, it has been recognized that a single designation of *Mixed Use Areas* does not reflect the diverse characteristics, scale and constraints throughout Downtown. The diversity of uses, combined with a fine-grain lot pattern, and varied lot widths and depths, has resulted in a range of development that has not always been reflective of the existing and planned context of these areas.

To address the diversity within areas designated *Mixed Use Areas*, and to reflect that a variety of building typologies can accommodate growth, four *Mixed Use Areas* designations have been developed as part of the Downtown Plan (Attachment 1, Map 11). The variation in *Mixed Use Areas* will provide a finer grain of policy direction to balance the character, scale, and transition across the diverse *Mixed Use Areas* of Downtown. The *Mixed Use Areas* policies will work in tandem with the Downtown Plan's

other policies, including but not limited to built form, parks and public realm, community services and facilities and mobility. Each *Mixed Use Areas* designation is described in more detail below.

#### *Mixed Use Areas 1 – Growth*

*Mixed Use Areas 1* are the areas that are intended to absorb the majority of growth Downtown. Intensification is planned to occur in a diverse range of building typologies, including tall buildings, all of which will contain a range of uses. These *Mixed Use Areas* are also located within parts of Downtown where it is appropriate to require a greater threshold for non-residential gross floor area within mixed-use developments. To align both land use and built form objectives, it is recommended that residential gross floor area not be permitted until the 5th floor of any mixed use development within *Mixed Use Areas 1*.

#### *Mixed Use Areas 2 – Transitional*

*Mixed Use Areas 2* form a transition between the taller buildings anticipated on some sites in *Mixed Use Areas 1* and the predominantly mid-rise character of *Mixed-Use Areas 3*. *Mixed Use Areas 2* are intended to contain a diverse range of building typologies including some taller buildings, but the height and intensity of development will not be as great as that which is anticipated within *Mixed Use Areas 1*. A diverse mix of uses will be required in *Mixed Use Areas 2*, including office uses, residential uses and active ground-floor retail to animate the street.

#### *Mixed Use Areas 3 – Main Streets*

*Mixed Use Areas 3* are streets within Downtown that have similar characteristics to the *Avenues* within the Official Plan and are appropriate locations for a modest level of intensification that can be achieved through mid-rise development. These areas are generally along surface transit corridors, often contain a large number of heritage buildings, some house-form typologies and are mostly adjacent to low-rise *Neighbourhoods*. The areas designated as *Mixed Use Areas 3* are often associated with the villages and neighbourhoods that make up and serve the local Downtown communities. The existing and planned context will include buildings up to a mid-rise scale with good access to mid-day sunlight in the spring and fall.

#### *Mixed Use Areas 4 – Local*

*Mixed Use Areas 4* are those pockets of lands that contain low-rise, house-form type buildings. They are generally off the main streets, embedded within the neighbourhood fabric. Lands within *Mixed Use Areas 4* will remain stable with non-residential uses serving the needs of the local community. The lands within *Mixed Use Areas 4* will remain stable with non-residential uses serving the needs of the local community or play a role as a special destination (e.g. Kensington Market and the Annex neighbourhood north of Bloor Street).

#### *Summary of Map Changes to Mixed Use Areas*

The lands within the boundary of the Downtown that are currently designated as *Mixed Use Areas* on Map 18 of the Official Plan will continue to be designated *Mixed Use Areas*. The proposed Downtown Plan refines the *Mixed Use Areas* mapping by creating four categories of *Mixed Use Areas* designations in order to address the diversity,



character and anticipated intensity of development within Downtown (Attachment 1, Map 11) based on the existing and planned context of these areas.

In addition to the areas that are designated as *Mixed Use Areas* on Map 18 of the Official Plan, there are areas which are anticipated to accommodate mixed use growth within the Downtown but are currently designated *Regeneration Areas*. These include King-Spadina, King-Parliament, and Queen-River. Through the work being undertaken by TOcore, as well as on-going Secondary Plan reviews for these three areas, the Plan proposes that these areas be re-designated and aligned with the four new *Mixed Use Areas* designations. This proposed change is being brought forward as part of the proposed Downtown Plan and is shown on the land use maps in Attachment 1.

The *Mixed Use Areas* mapping will continue to be assessed prior to being finalized to take into account on-going local area reviews currently underway.

### **Shaping Built Form**

The Downtown Plan's built form policies guide growth and shape built form in a manner that maintains and improves the liveability of the public realm and spaces within buildings. The built form policies recognize the diversity of land uses and contexts across Downtown by providing guidance on the appropriate scale of development based on the area character and by minimizing negative impacts on public space. Although new development may introduce innovative new forms, being contextually responsive is a direction the City wishes to maintain as it has generated positive planning outcomes. The policies in this Downtown Plan, along with other City initiatives, will help ensure that these new vertical communities support the social life of a building's occupants by encouraging the design of functional and flexible amenity space, supporting socializing and lingering in common spaces and promoting flexible building design for changing unit layouts over time. The built form policies in the proposed Downtown Plan have drawn on existing guidelines for tall and mid-rise building typologies, as well as recent Secondary Plans and Site and Area Specific Policies.

#### *Improving and Expanding the Public Realm*

The base and lower floor of buildings are the main interface between the public and private realm. This is where development can have some of the greatest impacts on how people experience the city. New development must contribute positively to this experience by ensuring a safe and beautiful public realm and providing the necessary space for pedestrians, landscape and civic life. The Downtown Plan includes policies that require buildings to be setback at-grade to provide an expanded public realm, which will ensure there is sufficient space along streets to support the increasing resident, worker and visitor populations. This expanded public realm will improve pedestrian mobility, provide opportunities for amenities such as street trees and other furnishings, and support public life.

Along with the policies to require development to expand the public realm along streets, the Downtown Plan includes policies for ensuring the lower floors and base buildings are designed to fit harmoniously within their surroundings through their siting, design and massing.

### *Shadow Protection for Parks and Open Spaces*

Downtown has a limited number of parks and open spaces. These spaces contribute to a high quality of life and are a significant resource for residents, workers and visitors. As the population in the core intensifies and as the number of tall buildings increases resulting in streets experiencing more shadowing, the need to preserve sunlight in our parks and open spaces becomes increasingly important to preserve their utility. Sunlight is crucial to promoting comfort in the public realm. In the Toronto climate, sun access is especially important in the shoulder seasons of spring and fall when radiation from the sun is capable of compensating for cooler air temperatures. By protecting for sunlight access in parks and open spaces at these times, the usable season can be extended and the flexibility in programming can be maximized (Attachment 1, Map 3).

Through the proposed Downtown Plan, a number of parks and open spaces have been identified, with specific parameters established for their shadow protection. With the constraints associated with obtaining land for new parks, the utility of existing parks needs to be maximized and shadow impacts need to be prioritized. This approach is similar to that taken in other Secondary Plans and Site and Area Specific Policies. Many of the parks and open spaces identified in the Downtown Plan had been identified in previous studies and plans, including the Downtown Tall Buildings: Vision and Supplementary Design Guidelines. Building on these plans and studies, a number of criteria were taken into consideration in order to assess whether a given park or open space should be included on the Map. These included the civic importance of a space, the size and the existing sun access. Some spaces may require more extensive shadow protection beyond those identified in the Downtown Plan and will be detailed in Site and Area Specific Policies or Secondary Plans.

### *Transition*

Transition between buildings of differing scales is an important principle of the Official Plan. Transition means that buildings should adopt some of the characteristics of their neighbours without necessarily replicating their form or design precisely. It allows for buildings of disparate heights, scale, type and use to have adjacencies yet still contribute to the overall context and quality of the streetscape. Transition in scale minimizes the impact of large-scale developments on low- and mid-rise developments and maintains access to light, views and privacy. Methods for creating transition between buildings, and between buildings and the public realm, include setbacks, step-backs, separation distances and angular planes. The Downtown Plan identifies the need for transition and a variety of methods to achieve it where it is necessary, particularly where differing scales of built form are adjacent to each other. Transition methods found in both the City-Wide Tall Building Guidelines and the Downtown Tall Buildings: Vision and Supplementary Design Guidelines have been drawn upon for tall buildings in the Downtown. As well, some aspects of the performance standards from the Avenues and Mid-Rise Buildings Study have been incorporated into the Downtown Plan and applied to *Mixed Use Areas 3*.

Official Plan Amendment 352 and Zoning By-laws 1106-2016 and 1107-2016 already identify policy objectives and requirements for tower separation within Downtown.

### *Amenity Space*

The Official Plan requires all development to provide indoor and outdoor amenity space for residents of new developments and the Zoning By-law provides direction in terms of overall size. The Downtown Plan's focus on creating complete communities has necessitated policies that elaborate on the types of amenity spaces that should be part of development, and the need for amenity space to support non-residential development as well. The policies focus on ensuring amenities serve diverse groups of users, including those of all ages and abilities, as well as the provision of pet amenities.

## **Emergency Services**

Toronto Fire Services, Toronto Paramedic Services and Toronto Police Service are the city's first responders, providing high quality, efficient and effective emergency services. As the number of people that live, work and visit Downtown increases, the reliance on these services also increases. Adding to the complexity is the aging population and Downtown's large vulnerable population that often rely more heavily on these services. The policy framework of the Downtown Plan is the first to acknowledge the needs of first responders by considering the requirement to plan for flexible spaces within the right-of-way to provide quick access to emergencies, and by providing the opportunity to deliver new station locations within mixed-use buildings where appropriate. The Downtown Plan also requires consideration of essential access by emergency response vehicles in planning for streets and the public realm.

## **Expanding, Enhancing and Connecting Parks and Public Realm**

The variety of streets, parks and open spaces provides unique experiences and offers a range of necessary functions to promote public life and community building. Easy access to quality public space for active transportation, recreation and passive use contributes to mental and physical health. Downtown is becoming a more dense urban environment, and improved and expanded public spaces must address the needs of an increasing number of residents, workers, students and visitors.

### *Parkland Provision for High Growth Areas*

Downtown residents have among the lowest rates of parkland per person in the city and additional parkland is required to meet current and future demand. As growth continues, the need for additional parkland increases. "Land first" will be prioritized in the Downtown Plan as an approach to maximize opportunities for new parkland through the development process. In addition to suitable on-site dedication, this Plan recommends the consolidation of parkland dedications between various landowners as a key strategy to provide sizeable parkland with the utility necessary for Downtown residents. Off-site parkland dedication provides the flexibility to enlarge existing parks and provide new larger parks in optimal locations. Close coordination with the work that is ongoing as part of the City-Wide Parkland Strategy will inform the policy approach, the outcome of which may include a change to the alternative rate for parkland dedication and cash-in-lieu for residential development in the Downtown.

## **A Downtown Parks and Public Realm Plan**

As part of the work undertaken during the TOcore Study, a new and comprehensive Parks and Public Realm Plan is being developed for Downtown. This Downtown Parks

and Public Realm Plan will guide the expansion of the parks and public realm network and the transformation of existing public spaces to respond to growth. The Downtown Plan provides direction for acquiring new parkland, expanding and improving existing parks and open spaces, re-imagining overlooked places and creating a connected public realm network for Downtown. Creating stronger connections to the green space that surrounds Downtown will unlock the potential to expand and improve access to the open space network. Toronto's streets are a vital part of the open space network providing connections between parks and acting as destinations themselves.

The Downtown Parks and Public Realm Plan contains a series of new and innovative moves that provide a framework of strategies to re-imagine, transform and grow the public realm.

### *Core Circle*

The topographic features of Toronto – the Lake Ontario shoreline, Toronto Islands, Lake Iroquois escarpment, 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 (Attachment 1, Map 4). Connecting these large natural features 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 acknowledge our history and natural setting. The policies within the Downtown Plan will identify ways in which to improve access and connections along this network for pedestrians and cyclists, making better use of these invaluable assets.

### *Great Streets*

With the population and employment growth Downtown, the need for streets to support public life is critical. All streets should be well designed Complete Streets, and designed for people, placemaking and prosperity. The increased demand on Downtown's streets heightens the need for streets to be designed to support high volumes of pedestrians, use robust materials, and include pedestrian amenities such as seating and landscaping.

Downtown's Great Streets (Attachment 1, Map 5) hold cultural and historical significance and provide connections to significant public places. These streets are the original grid and historic streets, many with streetcars that define their enduring character as "main streets". They convey our public image to the world and set the stage for public and civic life. They are destinations in themselves, lined with landmark buildings, historic fabric, fine-grained shops and open spaces. Some of the Great Streets are the corridors that parallel our revitalizing waterfront. Great Streets play an important role supporting economic activity and fostering community building. The policies within the Downtown Plan require Great Streets be designed to reinforce the identity of the street and context. Development on Great Streets will implement high-quality streetscape design and materiality for associated public realm improvements.

### *Portal Parks*

Portal Parks are situated on the edge of the Core Circle and are significant in size, for example Ramsden Park and Riverdale Park. The Downtown Plan identifies that improvements will be made to Portal Parks that offer physical and/or visual access to

the Core Circle to create better connections with, and overlook to adjacent natural features and foster an understanding with the city's relationship to its natural setting, including the city's ravine system.

### *Park Districts*

A Park District is a cohesive public realm network centered on one or more community parks that serve the public space needs of the surrounding neighbourhoods. The policies within the Downtown Plan provide direction on expansion and improvements to ensure that Park Districts will be able to support future growth with a focus on supporting community life (Attachment 1, Map 6).

### *The Queen's Park and the Civic Precincts*

The Queen's Park and Civic Precincts (Attachment 1, Map 7) contain a distinct assembly of parks, public spaces and streets, centred on important civic buildings. These two Precincts have provincial and city-wide importance, drawing tourists and supporting public gatherings for events such as cultural celebrations and assemblies. Policies in the Downtown Plan will reinforce the important civic function and identity of these Precincts through public realm design.

### *The Stitch*

Downtown is separated from Lake Ontario by a wide swath of rail lines, the Gardiner Expressway and Lake Shore Boulevard. The Stitch (Attachment 1, Map 8) is a series of public space moves that will better connect Downtown with its waterfront and Fort York on the west side with the West Don Lands on the east side. This will require numerous coordinated interventions, some ambitious and long-term, such as decking of the rail corridor for a significant park, and others that are more modest but highly impactful, such as improving pedestrian crossings across Lake Shore Boulevard. Adjacent local neighbourhoods have experienced unprecedented residential and non-residential growth over the past two decades. Residents in these neighbourhoods have among the lowest levels of parklands provision in Toronto and are well below the city-wide average of 2.8 ha/1,000 residents. The Rail Corridor site is the last significant undeveloped area that can accommodate a major new park in Downtown.

### *Around the Bay*

Toronto Bay is fundamental to the identity and image of the city to the world. Building on the central waterfront revitalization, Around the Bay (Attachment 1, Map 9) recognizes the inner harbour as a significant civic space and encircles the bay with a connected and diverse network of places. This move also recognizes the opportunity for increased water-based recreation and water-based transportation, while maintaining the integrity of commercial shipping and facilitating the growing Great Lakes cruise ship industry that will be contributors to Toronto's economic future.

## **Improving Community Services and Facilities**

Community Services and Facilities ("CS&F") – recreation, libraries, child care, schools and human services such as employment and skills training, health and mental health, community and economic development, and homelessness and emergency shelters – support a diverse range of programs and services that build communities, contribute to

quality of life and act as neighbourhood focal points where people gather, learn, socialize and access services. CS&F are essential to fostering complete communities and allowing people to age in place, and thus, must be planned for and provided in a timely manner to support residential and non-residential growth. Community facilities are publicly accessible, non-profit, facilities and places where City Divisions, school boards and agencies deliver locally based programs and services.

#### *A Community Services and Facilities Strategy*

The existing range of CS&F infrastructure in the Downtown serves residents and workers, as well as those living in close proximity of the core, varies significantly between each of the sectors. Larger facilities are often the most challenging to plan for and require significant long-term timelines to plan and reinvent these facilities, whereas smaller facilities are more easily integrated into new developments. To respond to growth and change, where there are existing public facilities, the strategy will maximize this infrastructure through renovations or rebuilds of these facilities.

The "Downtown Community Services and Facilities Strategy" will identify community space and facility needs and set priorities to support growth by sector and geography. The strategy will examine the needs for the downtown comprehensively, rather than the current approach which relies on Community Services and Facilities studies to be submitted on a site-by-site basis accompanying development applications. This new approach will achieve the required infrastructure, which will also require collaboration and alignment among each sector to ensure that strategic, capital and operational directions and decisions are aligned where possible with growth when and where it occurs. The CS&F Strategy is further informed by the sector-specific facility plans that divisions and boards are preparing that will also address how to plan for growth. This includes the Parks, Forestry and Recreation's Facilities Master Plan, Children's Services Licensed Child Care Growth Strategy for Children Under 4 and recently initiated Facilities Master Plan Study of the Toronto Public Library Board. Collectively these plans and strategies will make an important contribution to ensuring that the City proactively plans for the creation of complete communities.

When growth occurs on infill sites within a built-up environment, the provision of facilities needs to be integrated into the existing mature urban fabric. Building on opportunities as they arise, additional capacity may be created through a new facility as part of a proposed development, as a new stand-alone facility or through the expansion, retrofit or redevelopment of an existing facility. Given the context of Downtown, the co-location and integration of facilities within a development is preferred. Coordination and cooperation between multiple property owners to ensure provision of the required services and facilities will be needed to support healthy and complete communities. To ensure that growth is commensurate with the provision of the required Community Services and Facilities infrastructure, the use of a Holding By-law may be placed on individual applications if the necessary community facilities are not available or are not planned to be available within a reasonable amount of time.

### **Rebalancing Streets**

Pedestrians, cyclists and public transit will be prioritized relative to private automobiles within Downtown. While Downtown will continue to grow, the amount of space within existing rights-of-way is finite. The limited space within the rights-of-way will be

allocated in accordance with the City's Complete Streets Guidelines to support compact and sustainable travel choices, reduce dependence on private automobiles, and help achieve the overall transportation objectives of the Downtown Plan.

#### *A Walkable Downtown*

The pedestrian network consists of sidewalks, laneways, pathways, trails, mid-block connections and the PATH. Downtown has a dense, walkable grid of streets and relatively low vehicle speeds. All people are pedestrians for a portion of their daily travel. As growth continues, new expanded, upgraded and accessible pedestrian infrastructure will be required to address pressures on the public realm.

The proposed policies aim to make walking the first mode choice for trips throughout Downtown through enhancements to the pedestrian network, including wider sidewalks with pedestrian clearways and streetscape enhancements as well as PATH expansion. Improving comfort, convenience and safety are key objectives.

#### *A Long-Term Cycling Network*

The City's Cycling Network consists of a mix of marked bike lanes, contra-flow bike lanes, physically separated bike lanes, multi-use trails within the boulevard, and off-street multi-use trails. To encourage growth of this sustainable mode, the network will be expanded and enhanced over the long term to improve the safety, comfort and convenience of cycling. This will include adding significant amounts of new on-street post-and-rings bicycle parking facilities, increased bike share locations, more end-of-trip bicycle infrastructure, and improved bicycle parking in new developments or other public facilities, like Toronto Parking Authority (TPA) parking facilities

#### *Surface Transit Priority*

To continue attracting new riders to transit and discourage auto use, the transit network will be enhanced through the addition of new services and increasing the capacity and reliability of existing services. Streetcars and buses both remain important parts of the Downtown's surface transit network. Priority for surface transit vehicles -- which can be implemented through a variety of strategies, and on new routes and approaches ranging from reserved or dedicated lanes through to signal priority, turning prohibitions and on-street parking restrictions -- will be implemented over time on existing and new routes.

#### *Relief Line*

As development continues Downtown, it will become more challenging to identify feasible alignments for future subway lines, such as a westward extension of the Relief Line. To ensure that future expansion of the subway system Downtown is not precluded, a study to identify potential future subway lines and their alignments should be undertaken so these can be protected for in the Official Plan.

#### *Parking and Curbside Management*

The Downtown Plan contains proposed policies to facilitate improved goods movement while encouraging shared use of vehicles. To support improvements to the public realm, valuable at-grade space must be prioritized for uses other than private automobile parking. As car ownership rates and on-street parking supply decrease, a shared supply of cars and bikes that can be used by building residents, workers and visitors can

reduce automobile dependence and provide an important community benefit. TPA public parking facilities, operating as community transportation hubs could include other transportation infrastructure such as space for car-sharing, shared retail deliveries/couriers, taxi stands, bicycle parking and sharing stations, electric car charging infrastructure, space for film industry vehicles, or other facilities. Short-term parking spaces for rental and car share vehicles for loading and unloading will be encouraged in development, for residents in vertical communities who are less likely to own cars.

## **A Diversity of Housing**

Over the long-term, the liveability of vertical communities will affect the success of the city as a whole. The Official Plan highlights the need for a full range of housing to meet the needs of all household sizes and income levels. A range of unit types and sizes not only supports households with children but also a variety of households at all different life stages. Downtown's vertical communities should be designed for children and people to age in place, therefore designed for all people.

### *Unit Sizes*

Through the development approvals process, a minimum percentage of larger units within new residential developments have been successfully secured on a site-by-site basis. This has been a way in which to secure diverse unit types as part of the development process, meeting the Official Plan policy objective of providing a full range of housing and diversifying Downtown's housing stock.

The City has undertaken a study entitled "Growing Up - Planning for Children in Vertical Communities", which was adopted by City Council in July 2017. The draft guidelines provide examples of best practices as well as specific design guidance for larger units. The provision of larger units can meet the needs of households with children and may also address the needs of other household compositions such as multi-generational families, seniors with home care, or groups of unrelated students and/or adults who choose to live together. The Downtown Plan proposes that a minimum percentage of all units in a development be 2 and 3-bedroom units, and designed to respond to the needs of larger households. The Downtown Plan allows for flexibility in unit sizes but requires that a percentage of the larger units are of a minimum size.

### *Affordable Housing and Housing Stability*

Downtown should remain an inclusive place for all. In order to keep pace with the growth and maintain inclusivity and stall income polarization, new affordable housing is required, which meets the needs of our vulnerable populations, as well as the lower to middle income households for whom rising housing costs are a growing concern. While many households rent in existing purpose-built rental and in some condominium buildings, many residents rely on social and supportive housing, single room occupancy homes, student residences and transitional housing. This housing stock provides a much needed type of housing for vulnerable residents not found to the same extent in other areas of the City. The Downtown Plan proposes to expand the existing housing policies to include the protection of these other forms of housing, which are necessary to serve the diverse population of the Downtown. Providing housing that is affordable to a wide range of residents, which is secure, an appropriate size, and located to meet the



needs of people throughout their life cycle, is essential to the goal of an inclusive Downtown. As part of the Downtown Plan, policies to protect dwelling rooms in the case redevelopment are proposed.

## **Celebrating Culture**

The culture sector includes creative artistic activity and the goods and services produced by it, along with the preservation of heritage. Globally, it is one of the fastest growing economic sectors, and it is entrepreneurial and inclusive in nature. The sector includes a wide range of enterprises in live performance and music, visual and applied arts, heritage and libraries, written and published works, film and television, screen-based media, sound recording, fashion and design. Downtown has the highest concentration of cultural spaces and cultural industry in the city, and the highest total number of cultural facilities owned privately or by other levels of government.

### *Music*

A Music City, as defined by Music Canada, is an urban area with a vibrant music economy. A Music City is home to a broad range of professionals who support artist entrepreneurs in their career development. It contains spaces for education, rehearsal, recording and performance, and fosters a live music scene with an engaged and passionate audience that provides artists with a fertile ground for developing their craft. Toronto is a Music City.

A defining feature of Toronto's music landscape is its clustering in and around Downtown. Live music venues nurture emerging artists and provide direct employment to those working in the industry surrounding artists such as managers, agents, ticketing companies, audio-production firms, and the venues themselves, while contributing to spillover economic benefits in tourism, hospitality, retail, fashion, communications, public relations, publishing and media sectors. As the city intensifies, there is a concern that live music venues, especially those that are directly related to the city's cultural history, will be displaced due to rising land values and competition from the non-music sectors for space. To address the concerns that are facing Downtown's music venues, the Downtown Plan proposes policies which will encourage the retention of live music venues, as well as introducing new measures based on the "Agent of Change" principle which have been used in other cities worldwide to ensure that music venues can continue to function without impact on, and from, increasing residential development.

### *Film*

In addition to being a Music City, Toronto is Canada's film and television hub. Toronto is globally recognized as a centre of excellence for location film production, and is one of North America's top centres of the screen industry. The City encourages film production across the city but the majority of on-site filming Downtown takes place in a tight grid between Queen Street, Jarvis Street, Front Street and Bathurst Street. The proposed Downtown Plan proposes new policies specific to the Downtown Film Precinct which will encourage infrastructure improvements within the public realm to support the Film Industry within the Downtown Film Precinct (Attachment 1, Map 17).

## **A Resilient Downtown**

Our climate is changing and Toronto must adapt in how we design buildings, landscapes, infrastructure and the public realm. To mitigate climate change, the City has set a target to reduce greenhouse gas emissions by 80% from 1990 levels by 2050. Planning for a liveable, competitive Downtown requires the minimization of emissions, reduction of electricity demand and building a resilient core that can withstand extreme weather and area-wide power outages.

While the City is addressing these challenges through city-wide projects and programs, specific policies for Downtown can make an important contribution. Policies in the Downtown Plan will support green infrastructure such as storm water capture and tree planting. It will also encourage development to provide additional back-up power to improve resilience to area-wide power outages, target net-zero energy use and emissions, and incorporate biodiversity in their design.

The capacity of existing water-related infrastructure that services Downtown is being consumed by population and employment growth, as well as by the inflow and infiltration of stormwater into the sewer system. Construction of tall buildings with multiple below-grade levels are reaching into the groundwater table, increasing flows into the sewer and using up additional pipe capacity. Policies in the Downtown Plan will ensure that required new water, wastewater and stormwater management infrastructure is provided before or concurrent with growth, and will require development to reduce the impacts of inflow and infiltration on sanitary and combined sewer systems.

Downtown electricity capacity is constrained and growth will increase pressure on the infrastructure. There are limited opportunities for new supply, such as building a new transmission line into the core, and existing infrastructure cannot be easily upgraded. Connecting buildings to an expanded Deep Lake Water Cooling system and other thermal energy networks, as well as integrating low-carbon energy recovery and on-site electricity production, can help reduce electricity demand and ensure available capacity. Policies in the Downtown Plan encourage developments to incorporate a connection to an existing or planned thermal energy network, integrate on-site electricity production and target net-zero energy use.

A letter from Toronto Hydro outlining its planning for the electrical infrastructure to address Downtown growth is contained as Attachment 6.

## **4. Rationalization of the Existing Downtown Policy Framework**

The Downtown Plan will provide a renewed, comprehensive planning framework for the entire Downtown, bringing forward a cohesive vision to guide development over the next 25 years. It builds on recent practice and negotiated outcomes and introduces a policy-led framework for the Downtown.

One of the outcomes of the Downtown Plan will be a rationalized planning framework for the area as a whole that is clearer for stakeholders and landowners as well as staff. To simply overlay a new Downtown-wide Plan on the existing planning framework would not achieve this outcome. In the instance that inconsistencies between existing policies

and proposed new policies arise, clear direction on which policy prevails must be articulated.

### **Existing Official Plan**

Section 2.2.1 of the Official Plan, entitled Downtown: The Heart of Toronto, identifies Downtown as one of the areas that can accommodate a vibrant mix of residential and employment growth. It also identifies that the Downtown will continue to evolve as a healthy and attractive place to live and work, as new development that supports the reurbanization strategy and goals for Downtown, is drawn to this area.

The Official Plan will be revised to integrate the policies of the new Downtown Plan. This will include revisions to Section 2.2.1, Map 6, and other amendments as deemed appropriate. The policies within Section 2.2.1 of the Official Plan will not be repealed until such time as the policies of the Downtown Plan are in force.

### **Existing Secondary Plans and Site and Area Specific Policies**

In addition to the Downtown policies in Section 2.2.1 of the Official Plan, the Downtown Plan boundary includes 10 Secondary Plans, 46 Site and Area Specific Policies, and 11 designated Heritage Conservation Districts that provide local guidance for growth and development. The existing plans include those that have been in place for some time but may require updating. These include plans that have guided whole-scale redevelopment of brownfield areas, such as the Railway Lands, and re-imagined our former industrial 'brick-and-beam' districts, such as King-Spadina.

There are existing Secondary Plans and Site and Area Specific Policies within the TOcore boundaries which are undergoing a detailed review including the King-Spadina and University of Toronto Secondary Plans. To ensure a cohesive vision and direction for these Plans, staff is working closely to ensure that the policy directions are aligned. In addition, some of the TOcore directions and policies are being integrated as appropriate in these Secondary Plans as they advance. For example, within the King-Spadina Secondary Plan, the *Mixed Use Areas* designations will be based on the land use policies being brought forward as part of the Downtown Plan.

It is also recognized that it will be necessary to update some existing Secondary Plans and Site and Area Specific Policies that are within the Downtown Plan boundary. These include a review and update to the King-Parliament Secondary Plan as well as the on-going City initiated Bloor-Yorkville Official Plan Amendment. The updates will be undertaken as a priority with the necessary resources allocated to undertake such work. In addition to the review and updates noted above, future Secondary Plan reviews and City initiated area studies within the Downtown will be informed by the Downtown Plan policies.

As the new Downtown Plan is finalized, staff will review and rationalize the existing Secondary Plans and Site and Area Specific Policies with the recommended Downtown Plan policies. Some of the existing policies may be repealed and others will be revised. No existing, in-force policy will be repealed until the revised policy framework is in-force.

## **Existing Guidelines**

The Official Plan (2.2.1.6) identifies that "Design guidelines specific to districts of historic or distinct character will be developed and applied to ensure new development respects the context of such districts in terms of the development's fit with existing streets, setbacks, heights and relationship to landmark buildings". Guidelines, both typological and area specific, have been used to guide development and built form throughout Downtown. As the Downtown Plan is finalized, staff will review and rationalize existing guidelines with the recommended Downtown Plan policies.

## **Phased Growth Plan 2017 Alignment**

An update to the Growth Plan was approved earlier this year under the authority of section 7 of the Places to Grow Act, 2005, and came into force and effect on July 1, 2017. The Growth Plan (2017) policies encourage municipalities to put more precision into their Official Plan documents as a means of better establishing conformity. Policy 5.1 in the Growth Plan states that "...where a municipality must decide on a planning matter before its Official Plan has been amended to conform with the Growth Plan, or before other applicable planning instruments have been updated accordingly, it must still consider the impact of the decision as it relates to the policies of the Growth Plan which requires comprehensive municipal implementation".

The final Downtown Plan will align with the new Growth Plan in key areas such as, but not limited to: the strategic distribution of growth within the urban growth centre, the development of complete communities, aligning growth with infrastructure, encouraging development in compact built forms, and resiliency.

## **Planning Tools**

The Downtown Plan will rely on the planning tools outlined in Section 5 of the Official Plan, such as Section 37 and Holding By-laws, to implement its proposed policies. Infrastructure strategies will also be employed to ensure the effective implementation of the Downtown Plan. These strategies are to be read in conjunction with the proposed Downtown Plan's policies, providing guidance and precision for implementation to respond to physical and social infrastructure needs arising from growth. It is also proposed that city-owned lands within Downtown be retained to address the proposed Downtown Plan's, in addition to other public priorities. Public life studies are further proposed to periodically measure the effectiveness of investments in the public realm.

## **5. Infrastructure Strategies Update**

In December 2015 and again in December 2016, City Council directed staff to prepare a series of infrastructure strategies to accompany the Downtown Plan. The draft strategies will be released for stakeholder and public comment in the Fall of 2017 and the final strategies will accompany the final Downtown Plan when it goes before Council in the second quarter of 2018. The five infrastructure strategies are:

- Downtown Parks and Public Realm Plan
- Downtown Community Services and Facilities Strategy

- Downtown Mobility Strategy
- Downtown Energy Strategy
- Water Infrastructure Strategy

Attachment 3 describes these strategies, provides an update on their status, and indicates the Divisions leading, supporting and resourcing the work. The involvement of partner agencies, boards and commissions is also noted. In addition to the five infrastructure strategies, the following studies, also listed in Attachment 3, are being undertaken as part of TOcore:

- TOcore Financial Strategy
- Office and Institutional Land Use Analysis
- King-Spadina Cultural Spaces Retention Study
- Public Space Public Life Study
- King Street Pilot Study
- Building for Liveability Study

The study recognizes and supports other infrastructure strategies as they emerge, such as the Downtown Film Precinct Infrastructure Plan. Emerging strategies will be used to inform the planning for the Downtown and the policies. A full list of Infrastructure Strategies and related work and study can be found in Attachment 3.

## **6. Stakeholder Consultation and Public Engagement Update**

City Planning and its divisional partners have undertaken a comprehensive public engagement and stakeholder consultation process for TOcore, employing a diverse range of tools aimed at reaching the full range of people from across the city who live, work, learn, play, visit and invest Downtown. Below is a summary of the engagement and consultation on TOcore, with an emphasis on input received on the TOcore Proposals Report that was released in November 2016.

Phases 1 and 2 stakeholder and public engagement – targeting residents from across the city that live, work, learn, play and invest in the Downtown – helped staff better understand people's lived experience in the Downtown and their issues, opportunities, needs and aspirations for the future. Approximately 15,000 people were engaged at several events and through the Study website for Phase 1. With Phase 2, that number more than doubled with an estimated 40,000 people engaged through a combination of events and online engagement tools designed to appeal to various audiences from the broad public with limited knowledge of the study to the targeted key stakeholders that have been following TOcore closely.

### *Phase 3 Engagement – Proposals Report Feedback*

In December 2016, City Council directed City Planning staff to undertake stakeholder and public consultation on the policy directions outlined in the "TOcore: Planning Downtown, Proposals Report". To gather feedback on the proposed policy directions outlined in that report, staff launched a five-month engagement process (December 2016 through April 2017) that involved the following:

- Website – An updated project website provided electronic access to the Proposals Report and other TOcore background studies and information and served as a portal to various on-line engagement tools.

- Brochures – Distribution of 500 copies of a set of brochures that distilled the Proposals Report into a graphically rich takeaway that highlighted significant policy proposals and provided a "Have Your Say" tear-out sheet for feedback.
- Online Survey – An online survey resulted in 2,086 responses. 58% of respondents were from Torontonians living outside the Downtown.
- Community Consultation Event – A public open house, held on March 4, 2017 at Ryerson University attracted over 300 people. Two rounds of workshops focused on Parks and Public Realm, Shaping Built Form and Community Services and Facilities along with policy stations allowed members of the public to engage with staff from multiple divisions. The event also included a panel discussion by the Division heads of City Planning, Transportation Services, Parks Forestry and Recreation and Economic Development and Culture that was live streamed for those who were unable to attend.
- Social Media and TOcore Avatars – The project's social media campaign in this phase was driven by policy testimonials from the TOcore Avatars – personas created to represent the demographic segments of Torontonians that live, work, learn, play and invest in Downtown – that sparked conversation and input. Using hashtag #TOcore, the social media campaign in this phase resulted in over 2400 tweets.
- Text Messaging – Staff received over 300 incoming text messages with feedback on the project and policy proposals.
- Email – 24 email submissions.
- Leader's Roundtable Breakfasts – Two breakfast seminars (February and May of 2017) were held with a diverse range of community leaders to gain feedback on the policy proposals for Downtown.
- Public Lecture – A public lecture held in November 2016 presented the findings of the Public Space Public Life Study and the emerging directions of the Downtown Parks and Public Realm Plan. It was attended by over 200 people.
- Planners in Public Spaces (PiPS) – Two PiPS events were held at Moss Park Community Centre Recreation Centre and the Waterfront Community Centre.
- Toronto Planning Review Panel – This city-wide citizen advisory group reviewed and provided input on the policy proposals for TOcore.
- Design Review Panels (DRP) – Staff presented TOcore policy directions to both the Toronto DRP and the Waterfront Toronto DRP.
- Stakeholder Groups – Staff conducted over 20 individual meetings with stakeholder groups, including industry associations, the health care sector, BIAs, the financial services sector, local residents associations and other specialized organizations.

Through these consultations, the City received a variety of comments and suggestions about the proposed policy directions. Generally, stakeholder and the public liked the Proposal Report's direction of establishing various Mixed Use Areas in the Downtown with varying scales that respect local context, while balancing residential and employment growth. There was broad support for policy directions related to priority Retail Streets, the protection of certain parks and public spaces from shadow, transition between areas of differing built form scales, and improvements to liveability in the public realm as growth continues. There was also strong support for the parks and public realm 'big moves', such as creating a "Core Circle" around Downtown to better connect existing natural features and open spaces, decking the rail corridor for a new large park, improving connections between public spaces, the engagement of Indigenous communities in placemaking, improving public spaces to promote public life, and generally acquiring new parkland to support the Downtown's growing population.

Creating amenity spaces for pets within buildings was seen as a way to address concerns over Downtown's growing dog population. Support was also expressed for the prioritization of active transportation and surface transit on Downtown streets, the encouragement of community hubs and requirements for family and affordable housing.

Several concerns were also expressed during the consultation process. Participants wondered whether sufficient investment in physical and social infrastructure is being made to accommodate the projected growth. Affordability is seen by many as a serious issue on several fronts: affordability of housing, especially for Downtown's significant vulnerable populations; affordability of rents for small, independent retailers; and affordability of space for human service agencies and cultural enterprises. Some participants worried about the impact of tall buildings on Downtown's liveability and recommended more mid-rise as well as "gentle density" within neighbourhoods. Concern was expressed that some areas proposed as *Mixed Use Areas 3* designation in the Proposal's Report – such as Kensington, Corktown and Yorkville Village – are not suitable for mid-rise development and should have their prevailing character of house form and other types of low-rise buildings maintained. There were differing opinions on limiting residential development in the Financial District and the Health Sciences District. Many people expressed a desire to make streets safer and more comfortable places to walk and cycle, and many complaints were heard about the reliability and speed of surface transit services. In conversations about future growth, the need to preserve cultural heritage was frequently cited. The public also expressed concerns that the provision of new or improved community services and facilities – such as community recreation centres, libraries, child care and in some cases schools – is not keeping pace with growth.

Planning staff also engaged with the residential and commercial development industries which provided mixed reaction to the proposed policy directions. Through the consultation with these specific stakeholders, the development industry was generally supportive of: the intent that housing diversity is essential to creating healthy complete communities; the desire to create more family friendly housing stock; recognizing the important role that public parks play in the urban fabric; the addition of park space being built Downtown; recognition that Community Services and Facilities are an important component to the vibrancy of a neighbourhood; creating strong partnerships with the

City with the goal of advancing common interests and city-building objectives; enhancing the economic health and prosperity of the region; the aspirational goals of encouraging new large developments to target net zero emissions and energy use to target Tier 2 of the Toronto Green Standard; and the City's efforts to expand Deep Lake Water Cooling and other existing district energy systems to help reduce electricity demand.

The development industry expressed concerns during the consultation process regarding the policy directions, primarily focusing on the financial impacts and implications of the policy directions. They identified concerns that the new policy framework may be too restrictive and result in limited and diminished opportunities for residential intensification. Overall, they were concerned that a new policy framework could be too restrictive and may limit the flexibility of the industry to respond to the characteristics of each development site which may in turn affect housing affordability. There were differing opinions on the policy direction to prohibit residential development in the Financial District and Health Sciences District. Concerns were also expressed with limiting the locations of new developments through a more refined *Mixed Use Areas* designation which was seen as negatively impacting new development. Although the industry recognized the importance of creating more family friendly housing stock and the role that housing diversity plays in creating healthy complete communities, they were concerned that stringent design criteria and minimum unit size requirements will negatively impact affordability for families wanting to live Downtown. The industry was also opposed to increases in fees, levies and "area specific development charges", and other revenue tools, along with the use of growth management tools such as Holding By-laws, citing the impact that these tools will have on the affordability of housing within the downtown and the possible unintended consequence of further limiting housing supply.

Through the consultation with the residential and commercial development industries, both stakeholder groups offered suggestions for staff to consider when further developing the Downtown Plan policies. The industries suggested that: flexible policies be considered that balance residential and employment growth; the City undertake a financial analysis of the unintended consequences that the proposed changes to the regulatory framework may have on the housing supply, housing affordability, and the overall economy; examine updating the Zoning By-law to allow for as-of-right development, pre-zoning, and development permitting within the downtown; examining the "sprinkling" of smaller community services facilities throughout the Downtown instead of the creation of large, centralized facilities; and providing "incentives" rather than requirements for new developments.

The input received from the stakeholder and public groups was taken into consideration during the policy development process, with the proposed Downtown Plan addressing a number of the comments and suggestions received. It is important to note that there was not agreement between the various stakeholders on the issues raised and concerns expressed. For example, the development industry expressed desire for more flexibility, while residents and other stakeholder groups are seeking certainty from the updated planning framework for Downtown.



A summary of the feedback and advice received through the Phase 3 stakeholder and public engagement activities will be available of the TOcore website.

A list of stakeholder groups consulted on the TOcore Proposals Report can be found in Attachment 2.

The next period of engagement will begin in the Fall of 2017 and will focus on the Proposed Downtown Plan contained in Attachment 1 and the five draft infrastructure strategies.

## **7. Financial Strategy Update**

An important element of TOcore is the development of a financial strategy that is achievable, sustainable and equitable. Corporate Finance and Financial Planning together with City Planning, have formed a Financial Strategy Working Group. This working group is supporting the inter-divisional staff teams working on the five infrastructure strategies to: 1) determine the approximate timing of each required infrastructure element based on projected growth; 2) calculate the order-of-magnitude costs for each infrastructure element; and, 3) determine which elements are captured in the 2017-2026 capital budget and plan, which are new 10-year priorities and which fall beyond the 10-year capital plan. This analysis will inform the review of financial tools and be aligned with other work such as the Section 42 review and the Development Charge By-law review. The Financial Strategy for TOcore will accompany the final Downtown Plan when presented to Council at the statutory meeting in the second quarter of 2018.

## **8. Aligned Initiatives and Moving Forward**

From the beginning of TOcore, the Study has been aligned with both local area studies and city-wide initiatives, which has allowed the content of TOcore to be focused on the policies that are most relevant at the intermediate scale. As the study has progressed, a number of projects were initiated within TOcore but were then developed as stand-alone projects. These include the Official Plan amendment and zoning by-laws requiring increased tower separation, Rail Deck Park and the King Street Pilot.

The interaction between local and city-wide initiatives and TOcore goes both ways. For example, the emerging *Mixed Use Areas* designations are being used in the revised King-Spadina Secondary Plan and the City-initiated Bloor-Yorkville Official Plan Amendment, and the proposed policies on the public realm in TOcore will influence the Official Plan review of the Public Realm section of the Official Plan.

TOcore will continue to both inform and be informed by several city-wide and local initiatives. A list of these Key Aligned Initiatives can be found in Attachment 4.

## **Stakeholder Consultation and Public Engagement**

Staff are requesting Council direction to begin the final phase of consultation and engagement. The consultation and engagement will focus on the proposed policies contained in Attachment 1 and a stakeholder and public review of the five Draft Infrastructure Strategies. It is anticipated that the consultation will commence in early November 2017, and continue through the first quarter of 2018. The comments, feedback, and suggestions received throughout this phase of consultation and engagement will be used to refine the Downtown Plan policies and Infrastructure Strategies, prior to the Final Plan coming forward to Council early in the second quarter of 2018 for the Statutory Public Meeting.

### **CONTACT**

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### **SIGNATURE**

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### **ATTACHMENTS**

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Attachment 1: Proposed Downtown Plan  
Attachment 2: Stakeholder Engagement Summary  
Attachment 3: Infrastructure Strategy Summary and Related Work & Studies –  
Responsibility and Status  
Attachment 4: Aligned Initiatives  
Attachment 5: Population and Employment Growth Update  
Attachment 6: Letter from Toronto Hydro

## **Attachment 1: Proposed Downtown Plan**

Provided separately as a PDF and posted under the Agenda Item for Planning and Growth Management Committee's September 7, 2017 meeting.

## **Attachment 2: Stakeholder Engagement Summary**

### **List of TOcore Stakeholder Meetings – November 2016 to July 2017**

#### **Aboriginal Affairs Committee**

November 3, 2017

#### **Toronto Film Board**

November 10, 2016 - 12 stakeholders

#### **Various Film Industry Stakeholders**

November 24, 2016 - 20 stakeholders

#### **City of Toronto Design Review Panel**

November 24, 2016

#### **BILD**

February 15, 2017 - 47 members

May 4, 2017 - 20 members

May 11, 2017 - 15 members

#### **Cabbagetown Historical Association**

February 27, 2017 - 35 residents

#### **Various Cultural Stakeholders**

February 28, 2017 - 6-8 stakeholders

#### **Various Stakeholder Groups including Residents Associations**

March 4, 2017 TOcore Public Open House – 300+ attendees

#### **Waterfront Toronto Design Review Panel**

March 8, 2017 - 9 members

#### **Church-Wellesley Neighbourhood Association**

March 14, 2017 - 60 residents

#### **Downtown BIAs**

March 22, 2017 - Representatives from Downtown Yonge, Financial District, Cabbagetown, Chinatown, Entertainment District, St. Lawrence Market BIAs

#### **Downtown BIAs**

March 28, 2017 - Representatives from Yorkville, Queen West, Church-Wellesley BIAs

#### **Corktown Residents and Business Association**

April 4, 2017 - 30 members

#### **Realpac**

April 7, 2016 - 1 representative

**NAIOP the Commercial Real Estate Development Association**

April 13, 2017 - 5 stakeholders

**St. Lawrence Neighbourhood Association**

April 26, 2017 – 40 members

**Cultural Grant Officers from Province, Federal Government, and Toronto Arts Council**

May 8, 2017

**Native Child & Family Services,**

May 29, 2017 - Kenn Richard, Executive Director

**Ryerson University**

June 13, 2017 - 3 representatives from Facilities Management

**Hospital Sector**

June 22, 2017 – Representatives from Toronto Central Local Health Integration Network (TC-LHIN), Mount Sinai Hospital, University Health Network, Ontario Ministry of Health

June 30, 2017 – Representatives from TC- LHIN, Sick Kids Hospital, Women's College Hospital, Ontario Ministry of Health

**University of Toronto**

June 28, 2017 - 8 representatives from UofT and Urban Strategies

**Financial District Business Improvement Area and Toronto Hydro**

July 11, 2017 - 1 representative (FDBIA) and 2 representatives (Hydro)

## **Attachment 3: Infrastructure Strategy Summary and Related Work & Studies – Responsibility and Status**

### **Infrastructure Strategies:**

#### **Downtown Community Services and Facilities Strategy**

*Lead* – City Planning

*Divisions* – Parks, Forestry & Recreation, Toronto Public Health, Shelter, Support & Housing Administration, Children's Services, Toronto Employment and Social Services, Social Development, Finance & Administration, Real Estate Services, Toronto Public Library, Toronto District School Board, Toronto Catholic District School Board

*Purpose* – To develop a community services and facilities strategy for Downtown that is responsive to the needs of a growing and diverse population for recreation, child care, libraries, schools, human services and public health.

*Status* – Phase 1 needs assessment, stakeholder engagement and opportunities analysis by sector completed in June 2016. Phase 2 Community Services and Facilities Strategy is underway. Draft Strategy by Fall 2017, Final Strategy by Spring 2018.

#### **Downtown Parks and Public Realm (PPR) Plan**

*Co-leads* – City Planning and Parks, Forestry & Recreation

*Divisions* – Transportation Services, Economic Development & Culture, Real Estate Services, Toronto Public Health

*Purpose* – To develop a plan to improve the quality and connectivity of public spaces and identify parkland improvements and acquisition priorities within Downtown.

*Status* – Draft Plan will be released for stakeholder and public review in Fall 2017. Final Plan will be completed by Spring 2018

#### **Downtown Mobility Strategy**

*Lead* – City Planning

*Divisions* – Transportation Services, Toronto Transit Commission, Toronto Parking Authority, Toronto Fire, Paramedic Services

*Purpose* – To develop a Downtown mobility strategy (supporting the PPR Plan) that prioritizes walking, cycling, surface transit and essential access and identifies improvements to address movement, connectivity and accessibility.

*Status* – Draft Strategy for stakeholder and public review by Fall 2017. Final Strategy to be completed by Spring 2018.

#### **Downtown Energy Strategy**

*Lead* – Environment and Energy Division

*Divisions* – City Planning and Toronto Hydro

*Purpose* – The Energy Strategy will address electricity demand, reduction of greenhouse gas emissions, opportunities for local energy solutions and resilience to power outages.

*Status* – Minimum Back-up Power Design Guidelines and District Energy-Ready Guidelines for Multi-unit Residential Buildings completed. Draft Strategy by Fall 2017 and Final Strategy by Spring 2018.

## **Water Infrastructure Strategy**

*Lead* – Toronto Water

*Divisions*- City Planning

*Purpose* – To assess the need to implement water infrastructure expansion – sewer, watermain and stormwater management systems – to accommodate the growth potential for residential and employment populations in the Downtown.

*Status* – Hydraulic models for both water and sewer have been built and population estimates to 2041 are complete. Draft Strategy by Fall 2017 and Final Strategy by Spring 2018.

## **Related Work & Studies:**

### **TOcore Financial Strategy**

*Co-leads* – Corporate Finance, Financial Planning and City Planning

*Divisions* – All divisions involved in TOcore

*Purpose* – To develop the financial strategies to support and implement each of the TOcore infrastructure strategies under development, considering updates to the Long-term Financial Plan.

*Status* – Final Strategy targeted for Spring 2018.

### **Public Space Public Life Study**

*Co-leads* – City Planning and Parks, Forestry & Recreation

*Divisions* – Transportation Services

*Purpose* – To assess how public spaces in select locations in the Downtown function to foster public life and recommend policies and actions for improvements. The study will be integrated into the Downtown Parks and Public Realm Plan.

*Status* – Estimated release date is Fall 2017.

### **King Street Pilot Study**

*Co-leads* – Transportation Services and the Toronto Transit Commission

*Divisions* – City Planning, Toronto Parking Authority, Economic Development & Culture

*Purpose* – To reimagine how the corridor can move people more efficiently and how the design of the public realm can be improved to create better transit and a better pedestrian street, while supporting a healthy retail and business environment along Toronto's busiest surface transit route.

*Status* – Report to Council on implementation and monitoring of the pilot adopted July 2017.

### **Building for Liveability Study**

*Lead* – City Planning

*Purpose* – To develop built form policy directions for the TOcore Secondary Plan that can guide growth and shape the scale and built form of new buildings in a way that is both sustainable and maintains the liveability of Downtown.

*Status* – Targeted for completion by early 2018.

## **Office and Institutional Land Use Analysis**

*Lead* – City Planning

*Divisions* – Economic Development and Culture

*Purpose* – To develop employment estimates for the Downtown and shoulder areas (Liberty Village and South of Eastern), carry out a land capacity analysis and determine land use implications and policy options to sustain a robust economy.

*Status* – Estimated completion date is September 2017.

## **King-Spadina Cultural Spaces Retention Study**

*Lead* – Economic Development and Culture

*Divisions* – City Planning

*Purpose* – To develop policy directions and strategies to retain and grow cultural spaces and culture sector employment in the King-Spadina area over the next 25 years and understand broader potential application.

*Status* – Completed January 2017.

## **Rail Deck Park**

*Co-Leads* – Deputy City Manager's Office (Cluster B) and City Planning

*Divisions* – Legal Services, Real Estate Services, Parks, Forestry & Recreation, Corporate Finance, Financial Planning, Engineering & Construction Services, Toronto Office of Partnerships

*Purpose* – Rail Deck Park is an ambitious civic infrastructure project to deliver an approximately 8.5-hectare (21-acre) new park and open space in the heart of Downtown above the rail corridor between Bathurst Street and Blue Jays Way.

*Status* – A multidisciplinary project team is currently advancing a phase one work plan for the Rail Deck Park project. Approved by Council in 2016, the work plan involves two main components: 1) a planning study to update the existing planning framework for the rail corridor and 2) an implementation strategy for the Rail Deck Park proposal. Public consultation is underway. Staff will report back to City Council in late 2017 with an update and for approval of proposed Official Plan Amendments and the Rail Deck Park Implementation Strategy.

## **Downtown Film Precinct Infrastructure Plan**

*Lead* – Economic Development and Culture

*Divisions* – City Planning, Transportation Services

*Purpose* – To support location film production in the downtown core and mitigate the impacts of filming on the street. The plan will address: studying and proposing specialized physical infrastructure, including built-in infrastructure such as outlets and conduits to reduce the need for generators; areas for temporary film trailer parking in the film precinct; and design and redesign of public realm spaces to support location film production in the Downtown Film Precinct.

*Status* – Phase 1: Developing scope of work and stakeholder review is underway



## **Attachment 4: Key Aligned Initiatives**

### **Land Use:**

- Official Plan Review
- East Harbour Employment District study
- Portlands Acceleration Initiative
- Rail Corridor Site OPA
- Secondary Plan reviews underway in the Downtown (University of Toronto, King-Spadina)
- Local planning studies in the Downtown
- Waterfront Toronto / Waterfront Secretariat plans and initiatives
- Fire Services and Paramedic Services Planning

### **Built Form:**

- Official Plan Review - Urban Design
- Secondary Plan reviews underway in the Downtown (University of Toronto, King-Spadina)
- Heritage Conservation Districts underway in the Downtown (Kensington Market, King-Spadina, Distillery District)
- Local planning studies in the Downtown (Yonge and Gerrard)
- Waterfront Toronto / Waterfront Secretariat plans and initiatives
- Outdoor Café Design Guidelines update
- Tower Separation Official Plan Amendment and Zoning By-Law Amendments

### **Housing:**

- Housing Opportunities Toronto: An Affordable Housing Action Plan 2010-2020
- TO Prosperity: Toronto Poverty Reduction Strategy
- The Toronto Senior's Strategy: Towards an Age-Friendly City
- Official Plan: Large Site Study
- Growing Up: Planning for Children in Vertical Communities
- Promoting Affordable Housing Act, 2016

### **Culture:**

- John Street Cultural Corridor
- Music Strategy
- Creative Spaces Retention Strategy
- Heritage Conservation District studies

### **Water:**

- Toronto Water capital budget process and capital works program
- Wet Water Flow Master Plan, Management Policies & Management Guidelines
- Ongoing studies related to water supply and wastewater infrastructure requiring additional capacity

### **Transportation:**

- Relief Line Assessment Study
- King Street Pilot Study
- Metrolinx Yonge Relief Network Study
- Smart-Track

- Waterfront Transit 'Reset'
- Official Plan Review – Feeling Congested?
- Ten Year Cycling Network Plan
- Complete Streets Guidelines
- Road Safety Plan
- Curbside Management Study
- Downtown Transportation Operations Study (DTOS) implementation
- EAs (Gardiner East, East Bayfront Transit etc.)
- Surface Transit Operational Improvement Projects
- Various State-of-Good-Repair Projects (Transportation Services)

#### **Parks and Public Realm:**

- Parkland Acquisition Strategy
- 20 Year Parks and Recreation Facilities Master Plan
- Downtown Public Squares Review
- Toronto Islands Master Plan
- Toronto Ravine Strategy
- Don River Valley Park
- Rail Deck Park
- Moss Park Revitalization
- The Bentway
- Capital Projects, Parks, Forestry & Recreation
- Capital Projects, Transportation Services
- Complete Streets Guidelines
- Outdoor Café Design Guidelines update
- 360 Wayfinding
- Green Streets Technical Guidelines
- George Street Redesign
- John Street Cultural Corridor
- Revitalizing Yonge – Downtown Yonge Street

#### **Community Services and Facilities:**

- TO Prosperity: Poverty Reduction Strategy
- Toronto Strong Neighbourhoods Strategy 2020
- Community Space Tenancy Review
- Children's Services Service Plan for 2015-2019
- Toronto Public Library's Service Delivery Model
- Toronto Licensed Child Care Growth Strategy for Children Under 4 – 2017-2026
- George Street Revitalization
- Housing Opportunities Toronto: An Affordable Housing Action Plan 2010-2020
- 20 Year Parks and Recreation Facilities Master Plan

**Energy:**

- TransformTO: Climate action for a healthy, equitable and prosperous Toronto
- Energy Reporting and Benchmarking Initiative
- Green Streets Technical Guidelines: Green Infrastructure Standards for the Public Right of Way
- Central Toronto Integrated Regional Resource Plan
- Zero Emissions Buildings Framework
- Development of Low-Carbon Thermal Energy Networks Initiative

## **Attachment 5: Population and Employment Growth Update**

The Downtown is the most prominent location for development activity in the City and contains the largest percentage of proposed development. Downtown currently accounts for 38% of the residential units and 40% of the non-residential GFA proposed in the entire city. The latest Census shows that between 2011 and 2016, the Downtown's population has grown by 19 percent to approximately 238,000, adding just over 38,000 new residents to the area. The population is projected to more than double from 200,000 people in 2011 to a potential population of 475,000 by 2041.

Much of the residential growth in the Downtown between 2012 and 2016 took place south of Queen Street (Attachment 6). Almost 50% of all growth occurred in the King-Spadina and Waterfront West neighbourhoods. Bay Corridor, King-Parliament and Waterfront Central saw moderate increases accounting for 36% of new residents.

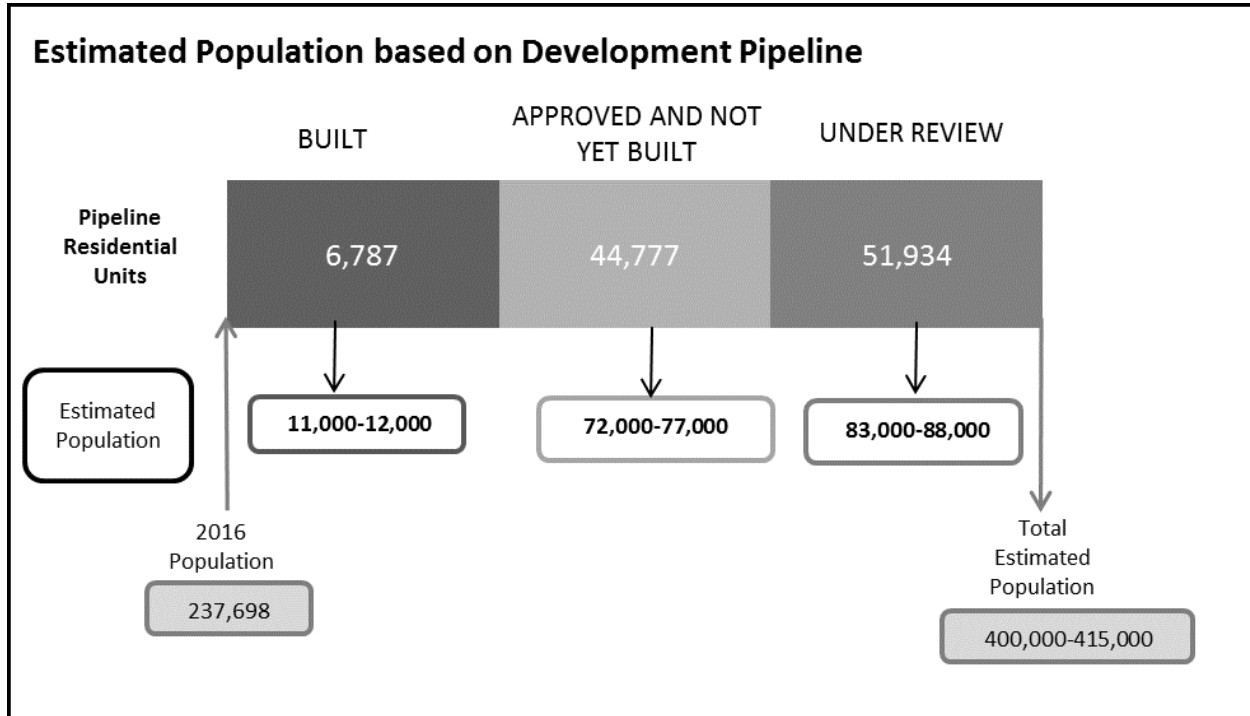
The development pipeline represents the realization of the potential growth in Downtown in the near term. The pipeline provides an overview of development proposals recently completed and those that may be expected to see construction in the near-term. The development pipeline includes built projects (since 2012), active projects (those that are approved, or for which building permits have been applied for or issued, or under construction but are not yet built), as well as proposed projects under review. Not all proposed projects are approved, and not all approved projects are built, however the pipeline is a strong indication of the near-term growth and potential development in the Downtown. Details on the development pipeline can be found in the recent bulletin Profile Toronto: How Does the City Grow? April 2017. The profile is available via the following link:

<http://www.toronto.ca/legdocs/mmis/2017/pg/bgrd/backgroundfile-103953.pdf>

Between 2011 and 2016 over 40,000 units were built in the Downtown, another 44,777 units were approved but not yet built and 51,934 were under review. The three components show the distribution of residential units under review, active and built. The map illustrates the extent of residential projects as a collection of circles that vary in size according to the number of proposed units.

Planning projects with non-residential floor area can be seen in Attachment 6. During the same period over 1.3 million square metres of non-residential floor area was built. Planning projects with a further 1.5 million square metres have been approved but not yet built and just less than 1 million square meters are under review. Much of the non-residential planning projects fall south of Queen Street centred within and close proximity to the Financial District.

DIAGRAM 1: Estimated Population\* based on Development Pipeline: January 1, 2012 to December 31, 2016.



The above diagram illustrates the estimated population outcome for development proposals already in the pipeline if fully realized. This excludes those proposals that were built prior to May 1, 2016, to be consistent with the 2016 Census. As of December 31, 2016, the Downtown development pipeline totaled 103,496 residential units. Using a person-per-unit (PPU) multiplier ranging from 1.60 PPU (the average for Downtown in 2011 for households in apartments in buildings of 5 or more storeys per the 2011 Census) to 1.71 PPU (the average for all occupied units in Downtown in 2011 per the 2011 Census), then assuming that all of the approved and proposed units are built and occupied, this translates to a potential additional population ranging from 166,000 to 180,000. It is important to note that this estimate of potential population is dependent on a number of factors, such as whether applications are amended or approved, the market absorption rate of units and macroeconomic variables such as interest rates. With continuing growth and development activity, the population is anticipated to reach 475,000 by 2041.

The estimated population change based on the 2016 population and pipeline projects residential units built after the Census, active or under review. The pattern of estimated growth is consistent with the distribution of residential development projects shown in Attachment 7. Neighbourhoods south of Queen Street continue to see an influx of new residential units and are estimated to generate up to 40% of potential new residents. At the same time, the Bay Corridor, between Church St and Yonge St and Yorkville Ave are experiencing an increasing number of new residential developments that, if built, would house 33% of the new potential population Downtown.

### *Employment Growth Projections*

A background study on office and institutional uses was undertaken for the City by Hemson Consulting Ltd in 2017. The study area for this analysis was extended beyond the Downtown to include Liberty Village and South of Eastern, recognizing the broader market implications of planned office development. Three growth scenarios were developed by Hemson through this study which considered a range of economic and infrastructure conditions that have the potential to influence employment trends.

Scenario 1 - Downtown-Suburban Balance, assumes that recent high growth was a short-term occurrence. The growth rate is assumed to revert to a 30-year historical average with a future down cycle on par with what was experienced in the 1990s. This scenario projects to 2041 total employment for the study area at 791,000.

Scenario 2 - Continuation of Current Pattern, also assumes that recent growth is an anomaly, but that the future down cycle will be less extreme than the past on the basis that overall attractiveness of Downtown to employers has increased. This scenario projects to 2041 total employment for the study area at 852,500.

Scenario 3 - Increased Downtown Concentration, has the highest rate of growth going forwards and assumes that recent and proposed development in Downtown represents a new normal. This scenario is predicated on a higher overall regional employment growth and assumes that currently planned transportation projects come to fruition. This scenario projects to 2041 total employment for the study area at 914,200.

Based on the proposed pipeline of non-residential projects, the announcement of regional transportation investments, and fundamental shifts in employer and employee locational preferences, Scenario 1 is not considered to be appropriate for long-range land use and infrastructure planning. For the purposes of TOcore, an employment growth range between Scenario 2 and Scenario 3 will be applied: 852,500 to 914,200 for the study area, or approximately 10,000 to 12,500 new jobs annually over the 25-year period. This allows planning to occur that ensures sufficient land capacity and supporting infrastructure is available to accommodate potential employment outcomes. Similarly, because these projections are being used as a basis for policy that will have influence far beyond 2041, it is prudent to plan for the highest growth outcome

## Attachment 6: Letter from Toronto Hydro

Toronto Hydro-Electric System Limited Telephone:  
14 Carlton Street Facsimile:  
Toronto, Ontario M5B 1K5 torontohydro.com



July 14, 2017

Gregg Lintern  
Director, Community Planning, Toronto and East York District  
City Planning Division

Jim Baxter  
Director, Environment and Energy Division

City of Toronto  
Metro Hall, 55 John Street  
Toronto, ON. M5V 3C6

Dear Sirs,

Thank you for engaging Toronto Hydro in the TOcore Plan. The TOcore Plan provides a useful reference for Toronto's Downtown infrastructure needs in the near- and long-term. Toronto Hydro can confirm that we have taken TOcore into account as part of our short- and long-term asset management strategy – including the renewal and enhancement of electrical infrastructure to meet the growth and transformational needs of Toronto's Downtown. Our letter describes the process we are following, the steps we have taken already and those we will take in the future to meet the electrical infrastructure needs of the Downtown Core.

Toronto Hydro's infrastructure planning process is comprehensive and takes into account multiple inputs, including but not limited to, planned short- and long-term development activities, electricity load forecasting, natural growth, resiliency, conservation and demand management and climate change, to name a few. The TOcore Plan has provided valuable input into these considerations and will form part of our planning process to determine the best options and value for our customers, as well as minimize costs, address shareholder objectives and satisfy the long-term needs of the City.

Options we consider include both traditional "wires" solutions (i.e., building traditional electrical utility infrastructure) but also, where applicable, "non-wires" alternatives such as conservation, demand management, energy storage and distributed generation. More innovative solutions are also being explored and piloted to manage growth across the city. As these new technologies mature and the regulatory framework evolves, we will integrate them into our asset management plans.

In the short term, Toronto Hydro will continue to incorporate the city's growth needs in our load forecast and asset planning, while we make significant investments in the replacement of aging infrastructure to help improve reliability and to build in resiliency to safeguard our plant from the effects of climate change.

In fact, we are finalizing construction of a new transformer station (TS) Copeland TS. When it enters into service in 2018, it will provide increased capacity and resiliency benefits for present and future customer needs in the Downtown Core.

We are also developing the next five-year asset management plan and will seek approval from our regulator, the Ontario Energy Board, for investments needed as part of our 2020-2024 distribution rates application — expected to be filed in Q2 of 2018. Our infrastructure investments are contingent upon Ontario Energy Board approval.

For longer-term planning, we are continuing to work together with the Independent Electricity System Operator (IESO) and Hydro One under the provincially-driven Integrated Regional Resource Plan (IRRP) framework to plan for future local and regional resource needs. The IRRP is focused on mid- and long-term infrastructure needs with a 25 year horizon.

Through this framework, and with the input of the City of Toronto and others, we published in 2015 the IRRP for Toronto as well as a Regional Infrastructure Plan in 2016. Toronto Hydro is currently working with the IESO and Hydro One to undertake a new forecast of electrical needs in the Downtown using TOcore Plan and refresh the IRRP.

We want to assure you of our continued participation in initiatives such as TOcore as well as our continued efforts in planning and delivering solutions to meet the growth and transformation needs of the Toronto Downtown. Close coordination is crucial for Toronto Hydro to meet electricity infrastructure needs today and into the future.

Sincerely,



Dino Priore  
EVP and Chief Engineering and Construction  
Officer



Chris Tyrrell  
EVP and Chief Customer Care and  
Conservation Officer

CC: Anthony Haines, President and CEO, Toronto Hydro  
David McFadden, Chair, Toronto Hydro Corporation  
Ben La Pianta, EVP and Chief Electrical Operations and Procurement Officer  
Conrad Sheppard, Director, Legal Services and Corporate Secretary