

**Rail Corridor – Bathurst Street to Blue Jays Way -
Official Plan and Zoning By-law Amendments
Application - Preliminary Report**

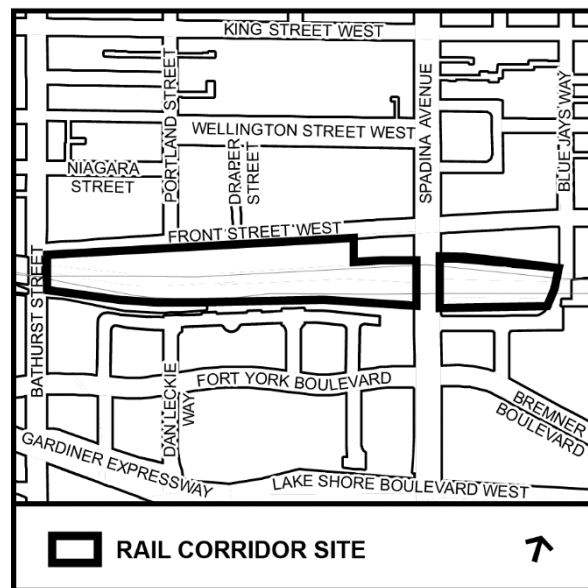
Date:	June 1, 2017
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 20 – Trinity-Spadina
Reference Number:	17-152929 STE 20 OZ

SUMMARY

This report describes the process, context, strategic considerations and preliminary findings for a comprehensive planning study currently underway to guide the City-initiated Official Plan and Zoning By-law amendments for the Union Station Rail Corridor between Bathurst Street and Blue Jays Way ("Rail Corridor Site"). This study was directed through EX17.1 (Rail Deck Park - Work Plan for Official Plan Amendments and an Implementation Strategy), approved by Council in October 2016.

The planning study is being conducted separately from the Implementation Strategy for Rail Deck Park, which was also directed by Council through EX17.1. This report does not address the specific design, phasing or costing considerations for the Rail Deck Park proposal, which will be included in a report to Council in Q4 2017.

Comprehensive decking in the Rail Corridor Site will create a new large and contiguous parcel in one of the densest and fastest growing areas of Toronto. Given the location and size of the Rail Corridor Site, it provides a potentially transformative city-building opportunity. Council has requested



that staff give consideration to park use as a part of the planning framework for the Rail Corridor Site.

The Rail Corridor Site lies within a broader area referred to as the Railway Lands, and is subject to the Railway Lands West and Railway Lands Central Secondary Plans. The planning study addresses a number of land use considerations both within and adjacent to the Rail Corridor Site including adjacent development patterns, residential and employment growth, parks and open space, other land uses, existing and future rail operations, and other planning considerations.

This report provides an overview of the preliminary findings and emerging directions for the Rail Corridor Site including the following:

- The Rail Corridor Site provides a unique opportunity for a high-profile, public use as a result of its scale, location and accessibility.
- The Rail Corridor Site is the last significant undeveloped area that can accommodate a major new park and open space (i.e., at least 3 hectares in size) in Downtown Toronto. Downtown is becoming a more dense urban environment, and park and open space needs must be addressed to serve the increasing number of residents, workers and visitors.
- Residential and/or non-residential development in the Rail Corridor Site is not required to meet provincial or City growth targets for Downtown Toronto and would potentially limit the opportunity for a high-profile, public use.
- The Railway Lands have supported a greater level of residential development than was anticipated when the Railway Lands West and Central Secondary Plans were approved in 1994 – 16,970 residential units have been built or approved in an area originally planned to accommodate less than half that number (6,700 units).
- The Railway Lands, adjacent local neighbourhoods and the broader Downtown Toronto area have experienced unprecedented residential and non-residential growth over the past two decades. Residents in these neighbourhoods have among the lowest levels of parkland provision in Toronto: 0.55 ha/1,000 residents in the Railway Lands and 0.4 ha/1,000 residents in the Downtown, well below the city-wide average of 2.8 ha/1,000 residents.
- An additional 10 hectares of new parkland would be required in the Railway Lands to serve current residents at a proportional level based on original development permissions (1.05 ha/1,000 residents).
- To serve projected Downtown population growth at just double the current rate (to 0.8 ha/1,000 residents) by 2041, an additional 250 to 300 hectares of new parkland would be required.

The preliminary findings from the planning study are consistent with Council direction to support a park use for the Rail Corridor Site.

Two public and stakeholder consultations will be held to provide input into the City-initiated Official Plan Amendment. The first will be held on June 13th and will provide an opportunity for further information and response to the information presented in this report. The second consultation, to be scheduled in the Fall, will provide an opportunity for the public to comment on the proposed Official Plan and/or Zoning By-law Amendments for the rail corridor.

Staff will report to Council with amendments to the Official Plan and/or Zoning By-law in late 2017.

RECOMMENDATIONS

The City Planning Division recommends that the Director, Community Planning, Toronto and East York District be requested to:

1. Conduct consultation with the public and other stakeholders on proposed Official Plan Amendments and Zoning By-law Amendments for park uses over the rail corridor extending from Bathurst Street to Blue Jays Way, and from Front Street West to the southern boundary of the rail corridor and that notice be given in accordance with the *Planning Act*; and
2. Report back in the Fall of 2017 to Toronto and East York Community Council on the results of the consultation process and any proposed Official Plan and Zoning By-law Amendments and any other implementing documents for consideration at a statutory public hearing under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

In October 2016, City Council adopted EX17.1 ("Rail Deck Park - Work Plan for Official Plan Amendments and an Implementation Strategy") which provided the following direction for development of an updated planning framework for the rail corridor:

- "1 City Council request the Chief Planner and Executive Director, City Planning to initiate Official Plan Amendments for both the Railway Lands West and Railway Lands Central Secondary Plans, informed by community and stakeholder consultation, to provide a planning framework for park use over the rail corridor.*
- 2. City Council request the Chief Planner and Executive Director, City Planning to initiate amendments to the applicable Zoning By-laws as*

necessary to implement the Official Plan Amendments for both the Railway Lands West and Railway Lands Central Secondary Plans."

The report separately outlined a work plan for an Implementation Strategy for the Rail Deck Park proposal, including real estate matters, structural design and engineering, costing and financing, and partnership strategies. An update on the Implementation Strategy will be brought forward to Executive Committee at the end of 2017.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX17.1>

BACKGROUND

Rail Corridor Site and Surrounding Area

The Rail Corridor Site is located within the Railway Lands, an area within Downtown Toronto that has experienced significant growth and transformation over the past 30 years. Once a part of a primarily industrial area, the Rail Corridor Site now sits between several established urban neighborhoods. These neighborhoods, including King-Spadina, CityPlace, and Fort York, have experienced rapid development supporting large numbers of residents, workers, and visitors in the Downtown (Figure 1).

Approximately 840 metres in length, the site spans the area between Bathurst Street to the west and Blue Jays Way to the east. Between Bathurst Street and Spadina Avenue, the site is bordered by Front Street West to the north and the Northern Linear Park to the south. Between Spadina Avenue and Blue Jays Way, the site is bordered by Front Street West to the north and Northern Linear Park to the south. The site excludes the parcel owned by Metrolinx at the corner of Spadina Avenue and Front Street West.

The Rail Corridor Site is located within the Union Station Rail Corridor (USRC). Recognized as the largest rail passenger facility in Canada, Union Station serves 155,000 passengers every business day. The USRC has recently undergone major work to update equipment and improve efficiency and safety for both passenger and freight operations. As part of the USRC, the Rail Corridor Site contains 14 active rail tracks and other infrastructure such as signals and switches. The rail tracks generally sit at a below the grade of the surrounding properties. There is an approximately 3 to 4 metre increase in the at-grade (i.e., road level) elevation between the northern edge of the site (Front Street West) to the southern edge (Northern Linear Park).

The site also contains the Bathurst North Yard (a GO Train storage yard owned and operated by Metrolinx) south of Front Street West. The yard is currently used for mid-day train storage, with light servicing and some storage of other maintenance materials. The yard includes a GO Transit Building near Spadina Avenue that houses crew facilities and maintenance equipment, and several surface parking spaces. The "Puente de Luz" pedestrian bridge spans the corridor, connecting Portland Street and Dan Leckie Way. Spadina Avenue, a six-lane, major north-south road with LRT service, also provides vehicular and pedestrian access over the rail corridor.

Front Street West lies directly north of the subject site. A range of uses and building types are found north of Front Street West including mid-rise residential, low-rise residential, and low-rise commercial uses. Many of the properties have been designated under the Ontario Heritage Act, including 29 properties comprising the Draper Street Heritage Conservation District, and another three properties along Front Street West. "The Well", a major mixed-use development, has recently been approved north of Front Street West. The area to the east of Spadina Avenue, between Front Street West and the northern edge of the Rail Corridor Site has been developed with four high-density, residential towers.

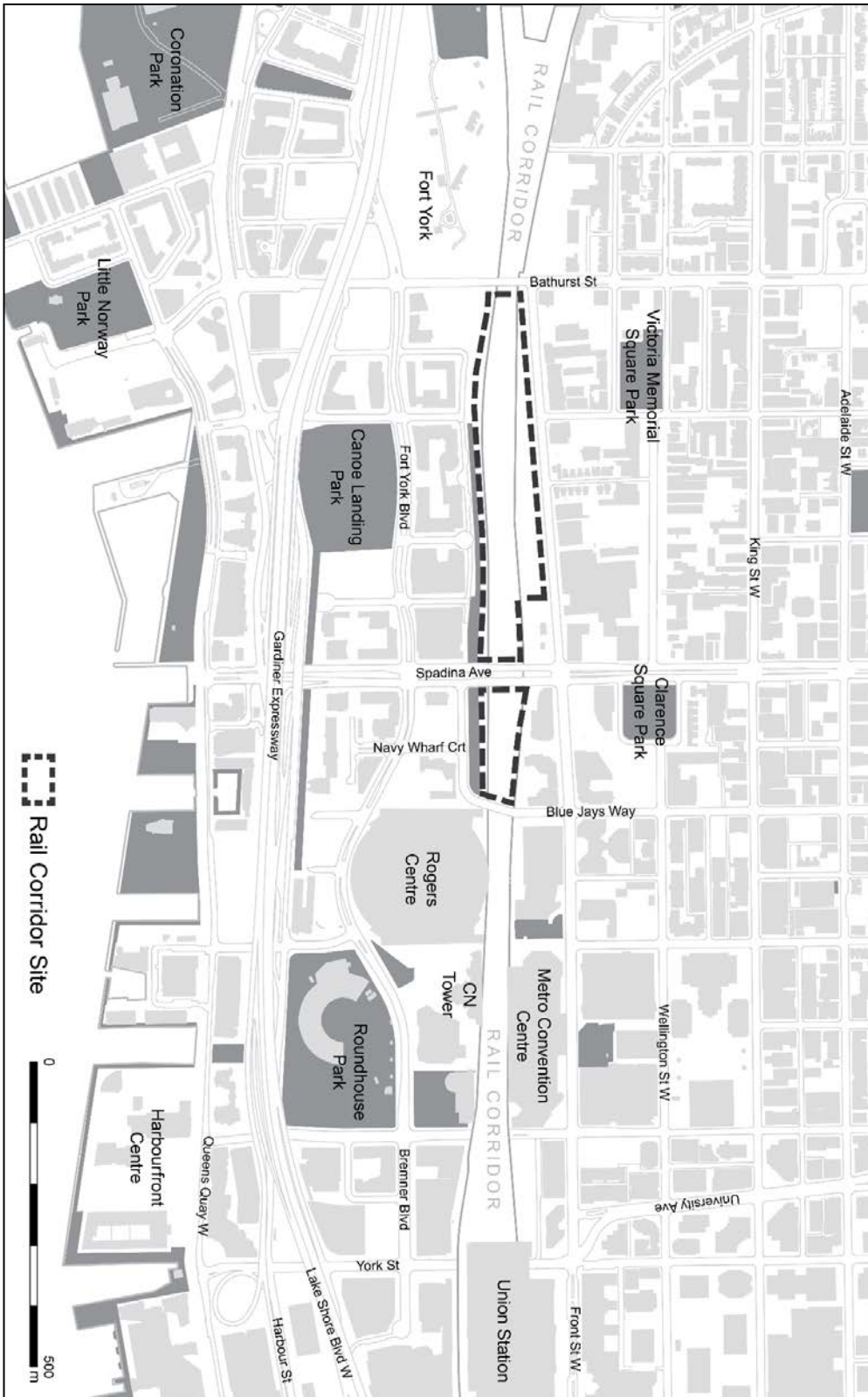
A high retaining wall borders the south of the site and accommodates underground uses west of Spadina Avenue including parking garages and amenity space for the adjacent development at Concord CityPlace. At grade, the Northern Linear Park follows the southern perimeter of the rail corridor. This green space contains landscaped areas and public art, including the "Memorial to Commemorate the Chinese Railroad Workers in Canada." The area south of Northern Linear Park has primarily been developed with high density residential uses with retail uses at grade. These buildings range in height from 16 to 50 storeys. A 0.5-hectare public park ("Mouth of the Creek Park") is planned for an area south of the rail corridor bordering Bathurst Street. South of this site is the new Fort York Public Library.

The rail corridor continues west of the site. The Fort York National Historic Site is located south of this portion of the rail corridor. A vacant lot is located west of Bathurst Street and north of the rail corridor. An application to rezone this lot at 28 Bathurst Street to support a future 0.8-hectare public park, was recently approved by Council.

To the east of the site, along the eastern edge of Blue Jays Way is a small plaza and green space built over the rail corridor. This area is publicly-accessible, privately-owned open space. A 5-storey office building is directly north of this plaza and green space.

The City received a private Official Plan Amendment application to permit a major mixed-use development including eight buildings and a park space over the rail corridor on May 23rd, 2017. The City will now undertake a comprehensive policy and technical review of the application in the context of the City's Official Plan including the planning framework for the rail corridor, the wider Downtown, and the City-initiated Official Plan Amendment for park use of the corridor. The proposal will be assessed in relation to a wide range of city-building objectives for "complete communities" ensuring a healthy and liveable downtown is maintained and strengthened, considering the substantial growth that has been occurring and that is projected to occur in the future. A separate community consultation and reporting process will also occur on this application in the coming months.

Figure 1 - Railway Lands Context Map



Planning Study for Rail Corridor Site

In October 2016, City Council directed staff to initiate Official Plan Amendments (OPA) and, as necessary, Zoning By-law Amendments (ZBA) for an updated planning framework for the Rail Corridor Site. City Planning initiated a planning study to analyze and support potential changes to Secondary Plan policies governing the Rail Corridor Site – identified as a "Future Development Area" in the Railway Lands West Secondary Plan and "*Utility Corridor 'A'*" in the Railway Lands Central Secondary Plan.

The planning study addresses the relevant provisions of the Secondary Plans as well as additional considerations that have emerged since the last major comprehensive amendments to the Secondary Plans were approved.

Study Areas

To support the planning analysis for the Rail Corridor Site, two contextual study areas have been identified to reflect its significance within the local neighbourhood context and for broader Downtown (Figure 2).

The "Local Study Area" represents those Secondary Plan areas adjacent and/or immediately accessible to the Railway Lands (i.e., neighbourhoods within 800 metres). It is roughly bounded by Queen Street West to the north, Yonge Street to the east, Lake Ontario to the south, and Dufferin Street to the west.

The Local Study Area includes the Financial District and the following Secondary Plan areas:

- Garrison Common North
- King-Spadina
- Central Waterfront
- Fort York Neighbourhood
- Railway Lands West
- Railway Lands Central
- Railway Lands East

A broader geography, the "Downtown Study Area", includes the boundaries of Downtown – as defined in the Official Plan and subject to the ongoing TOcore study – as well as the lands within the Local Study Area.

Figure 2 - Contextual Study Areas for the Rail Corridor Site



Technical Analysis for a Decking Structure

In addition to the planning study, a technical analysis is currently underway to inform the design, engineering and development of a decking structure in the Rail Corridor Site. This work will provide consideration for the provisions of Section 10.3.1.1 of the Railway Lands West Secondary Plan and Section 10.5.1 of the Railway Lands Central Secondary Plan, including impacts on rail operations and all environmental, safety and mitigation concerns related to development above the rail corridor. The technical study will be responsive to City requirements for the study of noise and vibration, geotechnical conditions, servicing and stormwater management, transportation impacts, parking and loading requirements (as appropriate) and other relevant areas.

The results of the technical analysis will, in part, inform the language and requirements for any changes to the planning framework for the Rail Corridor Site.

TOcore: Planning Downtown

TOcore: Planning Downtown is a three-year, inter-divisional study, led by City Planning. Building on Downtown's existing planning framework, the purpose of TOcore is to ensure growth positively contributes to Downtown as a great place to live, work, learn, play and invest by determining how future growth will be accommodated and shaped, what physical and social infrastructure will be needed, where it will go, and how it will be secured.

TOcore highlights the critical balance between growth and supporting infrastructure that must be achieved to ensure a liveable, connected and prosperous downtown. Specifically, TOcore calls for the expansion and enhancement of the parks and public realm system, which requires creative solutions for delivering parks and open space in high density areas like the Downtown.

City Council adopted the TOcore Proposals Report in December 2016. The Proposals Report outlines five guiding principles and 128 policy directions that will inform the development of a Downtown Secondary Plan. These directions highlight the need for expanded park provision in the downtown to support and balance recent population growth. It identifies the Rail Corridor Site as the last opportunity to secure a new major park space in the downtown. The Rail Corridor Site is also identified as an integral piece of a series of connected parks and public realm spaces across the Downtown (referred to as 'the Stitch'), which aims to enhance north-south and east-west connections for pedestrians and cyclists across the Downtown. A draft Secondary Plan will be presented to the Planning and Growth Management Committee in Fall 2017.

One of the key outcomes of TOcore will be to link the provision of required infrastructure with growth. Much of the recent growth has taken advantage of the infrastructure investments made by previous generations. As the capacity of existing infrastructure diminishes, the City faces a tipping point where further growth threatens to undermine the liveability that has long underpinned Toronto's success. The intensity of development that has occurred around the Rail Corridor Site must be balanced with an

equivalent investment in the physical and community infrastructure required to maintain Toronto's high quality of life.

Railway Lands Planning Framework

Any changes to the planning framework for Railway Lands, including the Rail Corridor Site requires consideration of a broad range of applicable policies and guidelines, including the *Planning Act*, the Provincial Policy Statement, various provisions in the Official Plan and others as applicable. A detailed summary of the broad policy context, applicable zoning by-law and a more detailed summary of the provisions in the Secondary Plans is provided in Appendix A.

This section provides a high-level summary of those policies, outlined in the Railway Lands Secondary Plans, which are most immediately relevant to Rail Corridor Site.

A comprehensive planning framework was established for the Railway Lands, beginning in 1994, and is expressed in three Secondary Plans including the Railway Lands West, the Railway Lands Central, and the Railway Lands East (Attachment 7). The Rail Corridor Site is situated within the Railway Lands Central and Railway Lands West Secondary Plan areas.

The Secondary Plans include a set of common objectives and principles that has guided the development of the Railway Lands area over the past three decades. During this time, the policies of these plans have been updated through various reviews and amendments, although not comprehensively since 1994. The planning framework resulted in the development of unique districts within the Railway Lands while ensuring that each contributes to the larger unifying objectives of the Railway Lands planning framework.

The Secondary Plans encourage a mix of uses including residential, commercial, office, parks and community facilities. These neighbourhoods are characterized by a significant concentration of high rise development.

The Railway Lands West area comprises high-rise residential buildings including much of the CityPlace neighbourhood. Canoe Landing Park, the Fort York Public Library, and a site planned for two elementary schools, a community centre and childcare are located in this area.

The Railways Lands Central area is characterized by predominately high-rise residential buildings in the western half of the district between Spadina Avenue and the Rogers Centre. The east half of the district is characterized by a significant concentration of commercial, cultural, recreational and retail uses including the Rogers Centre, the CN Tower and Ripley's Aquarium. A series of parks and other publicly-accessible open spaces serve these major event and visitor destinations.

The Railway Lands East area has a comparatively greater proportion of high-density office and commercial uses, functioning as an extension of the Financial District to the north. This area also contains several major destinations including the Metro Convention Centre, Air Canada Centre, and Union Station. Roundhouse Park is a major central park in this district situated on the south side of Bremner Boulevard.

Major Objectives of the Secondary Plans

According to language in the Secondary Plans, the Railway Lands are to be developed as an integral part of the Downtown, minimizing the barrier effects of the road and rail corridor to better unite the Downtown and the Central Waterfront. The plans encourage a mix of uses, and a built form character and environmental quality which will ensure that the area is used by people for a wide variety of purposes throughout each day.

Redevelopment of the Railway Lands is planned to take full advantage of the opportunities presented by their size and central location to satisfy a broad range of city-building objectives. The pattern of development should strengthen north-south connectivity between Downtown and the Central Waterfront and establishes continuous east to west links for pedestrians, cyclists and vehicles.

Key areas include commercial, residential, institutional, cultural, recreation and parks and open space needs while ensuring that uses are compatible with rail uses within the corridor and the Bathurst North Yard, and to encourage effective and efficient transportation services, and ensure environmentally sound conditions.

Rail Corridor Policies

The rail corridor is designated as *Utility Corridors* in the Railway Lands West and Central Secondary Plans (Attachment 9). The Rail Corridor Site is further identified as a "Future Development Area" as outlined in Section 10.3.2 (Future Development Area) of the Railway Lands West Secondary Plan and Section 10.6 (Future Development Area/*Utility Corridor 'A'*) of the Railway Lands Central Secondary Plan.

The provisions of the Secondary Plans concerning the Future Development Area identifies the primacy of the rail corridor for railway, transportation and related uses. The Railway Lands Secondary Plans also contemplates decking in the Future Development Area by way of an amendment to the Secondary Plan.

The Secondary Plans set out matters to be addressed in relation to any application to amend the Secondary Plan. In order to ensure that any decking proposal is considered comprehensively, the Plan requires a comprehensive study to evaluate land use and decking considerations. Among other matters, the application must consider a range of uses; provide for pedestrian, vehicular and visual connections across the rail corridor; address environmental matters; ensure that community services and facilities are provided; and address other technical requirements identified in the Plans. Any application to deck over a portion of the rail corridor must not compromise comprehensive development of the Future Development Area.

Other Policy Directions and City-Building Guidelines

Various studies and initiatives describe emerging policy directions or other relevant city-building guidelines that should inform the planning study for the Rail Corridor Site.

These including the following:

- *Growing Up: Planning for Children in New Vertical Communities*: This study explores how to comprehensively accommodate families in growing vertical communities. A staff report on the Draft Guidelines will be before the May 31st, 2017 meeting of Planning and Growth Management Committee.
- *Parks and Recreation Facilities Master Plan*: Parks, Forestry and Recreation is currently developing a Facilities Master Plan. The updated plan is being developed to respond to and plan for changing demographic and recreational trends and will prioritize investment in parks and recreation facilities such as community centres, swimming pools, sports fields, arenas and outdoor ice rinks over a 20-year period. A Progress Report was delivered in October 2016 and the final report is targeted for the September 26, 2017 meeting of Executive Committee.
- *Parkland Strategy*: The Parkland Strategy is a plan to guide the long-term provision of parks within Toronto. The strategy will guide the acquisition of new parks as well as the expansion of, and improved access to existing parks and will result in implementation recommendations that will aid decision-making and will inform parkland investment priorities over the next 20 years. Preliminary findings will be reported out in late 2017 or early 2018.
- *King-Spadina Heritage Conservation District (Under Review)*: This Heritage Conservation District (HCD) applies to an area north of the Rail Corridor Site. A draft HCD was released for public comment in October 2016 and a finalized version of the Plan will be considered at the June 2017 Toronto Preservation Board meeting.
- *Draper Street Heritage Conservation District*: This HCD, passed in 1999, applies to an area north of the rail corridor and designates 29 properties under Part V of the Ontario Heritage Act.
- *Bathurst Quay Neighbourhood Plan*: This study is developing a long-term version for the Bathurst Quay community with direction on public realm, transportation, and parks. Preliminary directions were presented in November 2016, and a proposals report is targeted for the June 13th 2017 meeting of Toronto and East York Community Council.

COMMENTS

Preliminary Findings

The following sections summarize the key areas of focus for the planning study. The preliminary findings and emerging directions from the analysis undertaken to-date are described.

The final results of the study, to be brought forward later in 2017, will inform the updates to the Rail Corridor planning framework including proposed Official Plan Amendments and/or Zoning By-law Amendments. Areas of focus include the following:

- *Unique City-Building Opportunity*: The unique opportunity for a high-profile, public use attributable to its scale, location and accessibility.
- *Historic & Current Development*: Development patterns including (i) residential and non-residential development (density and units) anticipated and planned as a part of the in-force policy framework and (ii) actual development built or approved over the past 20 years.
- *Residential & Employment Growth*: Residential and employment growth since 1996 and future growth projections to 2041.
- *Land Uses*: Land use considerations for the Rail Corridor Site including (i) parks and open space and (ii) other potential land uses such as residential and non-residential uses.
- *Rail Operations & Safety*: Alignment with policy objectives, current and future rail operations and planned infrastructure improvements in the rail corridor.
- *Transportation & Connectivity*: Opportunities for the Rail Corridor Site to enhance pedestrian, cyclist and visual connections across the rail corridor and Downtown Toronto and minimize or mitigate traffic and parking impacts.
- *Other Planning Considerations*: Additional considerations including environmental quality, community services and facilities and compatibility with adjacent built form.

Unique City-Building Opportunity

Comprehensive decking in the Rail Corridor Site will create a new large and contiguous parcel in one of the densest and fastest growing areas of Toronto. This will provide a potentially transformative city-building opportunity. If developed as a public amenity, it would be comparable to major public realm projects built in jurisdictions such as Chicago, New York City, Boston, Melbourne, Munich and others. Various studies

demonstrate the significant social and economic value that these projects create, given their large size and central location, from a brand and place-making perspective.

Within the Toronto context, the unique opportunity of the Rail Corridor Site for a high-profile, public use is attributable to a number of factors including scale, location and accessibility.

The total site will provide the opportunity for a new use comprising an area up to 8.5 hectares (21 acres) in size, the majority of which is contiguous. According to a property analysis, the Rail Corridor Site is the only remaining undeveloped parcel in Downtown which is a) at least 3 hectares in size and neither built out nor subject to approved development plans and b) practically and technically feasible for a large-scale use. The Rail Corridor Site affords a range of civic design and programming opportunities that cannot be achieved through the small development parcels typical of Downtown.

The Rail Corridor Site is adjacent to some of the densest and fastest growing residential neighbourhoods, the largest employment district, and the most popular visitor district in Toronto. The site is within walking distance of the Rogers Centre, the CN Tower, Ripley's Aquarium and the Metro Toronto Convention Centre, which generates high demand for public space for pedestrians, events and associated utility. No other site in the city provides the same proximity opportunities.

The Rail Corridor Site will benefit from immediate access to a combination of existing and planned high order transit, including the 510 Spadina streetcar and the planned Spadina GO RER Station. The site also benefits from seamless accessibility to Union Station through public realm connections and the Skywalk, created to serve Rogers Centre and the CN Tower immediately to the east. The site will be among the most transit accessible locations in the region.

Historic & Current Development

In 1985, a comprehensive Part II Official Plan for the Railway Lands was adopted by City Council along with an associated Zoning By-law. Approved by the Ontario Municipal Board (OMB) in 1986, the Railway Lands Part II Official Plan and Zoning By-law were intended to guide the redevelopment of this industrial area undergoing significant transformation in the context of the broader planning framework for Downtown (as described in the Central Area Plan for the former City of Toronto). The Part II Plan established a set of overarching objectives to guide this change. These objectives continue to be expressed in the Secondary Plans in place for the Railway Lands today, among them a primary objective to reconnect Downtown with the waterfront.

There has been one comprehensive review of the planning framework for the Railway Lands since approved in 1986. This review was initiated by the City in 1990 and planning framework changes resulting from this review were approved by the OMB in

1992 and 1994. These approvals divided the area into three planning areas, the Railway Lands West (approved in 1994), Railway Lands Central (approved in 1994), and Railway Lands East (approved in 1992), and established Part II Official Plans and Zoning By-laws for each.

Subsequent to the 1990 comprehensive review there have also been more focused reviews. In the Railway Lands East there were large reviews in 1993 and 1995 associated with applications in relation to the Metro Toronto Convention Centre and Air Canada Centre, resulting in changes in the distribution of development permissions as well as new major facilities within this area.

For the Railway Lands Central and West areas, a large review was initiated in 1997 through development applications by Grand Adex, which was in the process of purchasing the majority of the Canada Lands Corporation's interest in these areas. This included lands on west side of Spadina Avenue extending to Bathurst Street adjacent to the rail corridor (i.e., CityPlace) and lands to the east of Spadina Avenue on the south side of Front Street West north of the rail corridor. City Council approved amendments to the Part II Official Plans and Zoning By-laws for the Railway Lands West and Central areas in 1997.

Figure 3 provides a summary of the changes in the residential and non-residential permissions in the Railway Lands that have occurred over time. In general, residential permissions have significantly increased since the initial Part II Plans were approved by the OMB in 1986, even though the 1990 review resulted in a reduction in the residential floor area permitted relative to the 1986 permissions. Since the 1990 comprehensive review, there have been a number of development applications including the Grand Adex application in 1997 as well as development applications on individual sites throughout the Railway Lands where additional residential uses have been approved. This has resulted in a substantial increase in the overall residential permissions in the Railway Lands from those that were in place following the comprehensive review initiated in 1990, (approved in 1994).

In 1994, it was anticipated that approximately 6,700 residential units would be accommodated in the Railway Lands. The residential permissions in place today provide for approximately 16,970 residential units, representing an increase of approximately 153% since 1994. This increase is partially attributable to reductions in average unit sizes. Overall, the additional Gross Floor Area (GFA) and corresponding increase in number of units has supported over 20,000 new residents since 1996.

With respect to non-residential permissions, amendments have resulted in a modest increase in GFA. Approved non-residential GFA as of 2017 has increased by approximately 7% compared to original permissions outlined in the 1994 Secondary Plans. Of note, these permissions do not account for the total GFA accommodated within major performance and event spaces such as the Rogers Centre, Air Canada Centre and Metro Toronto Convention Centre. Therefore, the non-residential GFA in Figure 3

represents a conservative assumption for the Railway Lands. These non-residential uses are an important consideration as they generate a large number of visitors and employees and orient the area as a major event and visitor destination.

Figure 3 - Historic and Current Development Permissions

Year	Key Policy / Amendment	Max Non-Res.	Max. Res.		Max. Combined
		GFA (m2)	GFA (m2)	Units	GFA (m2)
1985	Railway Lands Part II Plan	1,249,080	919,180	9,190	n/a
1994	Railway Lands West / Central Zoning & Secondary Plans (1994); RWL East Part II Plan (1991)	1,274,610	670,120	6,700	1,742,580
1994-2017	Updated Permissions Based on Subsequent Amendments and Committee of Adjustment Decisions*	1,369,490	1,217,620	16,970	2,119,840
	Net Change 2017 vs 1994	94,880	547,500	10,270	377,260
	Percentage Change 2017 vs 1994	7%	82%	153%	22%

*Includes amendments through approved zoning and committee of adjustment decisions since 1994

Residential Population Growth

The Railway Lands and Local and Downtown Study Areas include neighbourhoods that have had some of the most dramatic increases in population growth in the city. Collectively, the residential population in the Local Study Area has grown by greater than five times since the 1996 Census, from approximately 16,690 to 90,810 in 2016 (Figure 4).

Since 1996, population growth within the Local Study Area has been concentrated within the King-Spadina and Railway Lands neighbourhoods. These neighbourhoods account for an additional 36,990 residents between 1996 and 2016. Growth is expected to continue over the coming decades, especially in the King-Spadina neighbourhoods. The projected population within the Local Study Area is anticipated to climb by 51% between 2016 and 2041, compared to a city-wide rate of 18%. The King-Spadina neighbourhood is expected to more than double in population during this time.

The residential population in the Downtown Study Area increased by 77% between 1996 to 2016, compared to 11% city wide during the same time period. Most of the population growth in Downtown has resulted from high rise residential development. Within Downtown, the majority of population growth over the past ten years has concentrated within the fast-growing neighbourhoods spreading east and west along the waterfront, in the King-Spadina and King-Parliament neighbourhoods, and along the north to south axis centred on the Bay/Yonge corridor.

Figure 4 - Actual and Projected Residential Population Growth

Area	Actual Residential Population				Projected Residential Population	% change
	1996	2006	2011	2016	2041	2016-2041
<i>Railway Lands</i>	0	2,350	11,200	20,390	22,220	9%
<i>King-Spadina</i>	950	4,550	8,510	17,550	49,200	180%
<i>Local Study Area</i>	16,690	32,610	55,870	90,810	137,430	51%
<i>Downtown Study Area</i>	155,930	180,360	222,290	275,300	500,720	82%
City wide*	2,584,000	2,611,000	2,701,000	2,876,000**	3,406,000	18%

*Hemson Consulting Ltd (2012) Greater Golden Horseshoe Growth Forecasts to 2041. City wide figures are adjusted to include Census undercount.

**Statistics Canada (2017) Annual Demographic Estimates

Employment Growth

Downtown and the Central Waterfront has long served as the most important place of employment in the city, contributing to over half of Toronto's GDP. The Downtown Study Area is home to over 500,000 jobs (Figure 5) representing a third of the city-wide total.

Much of this employment is concentrated in the Local Study Area, which accounts for just under half of all jobs in the Downtown Study Area.

Similar to residential growth, the Railway Lands have experienced a dramatic increase in employment over the past 20 years, with close to double the number of jobs in 2016 (21,160) as compared to 1996 (11,330). Although the opportunities for residential growth in the Railway Lands have largely been realized, substantial employment growth is expected to continue. The number of jobs in the Railway Lands is projected to increase by 158% to 54,540 in 2041.

Figure 5 - Actual and Projected Employment Population Growth

Area	Actual Employment *			Projected Employment **	%Change
	1996	2006	2016	2041	2016-2041
<i>Railway Lands</i>	11,330	13,510	21,160	54,540	158%
<i>King-Spadina</i>	35,570	40,460	62,240	93,640	51%
<i>Local Study Area</i>	160,250	183,600	243,290	329,970	36%
<i>Downtown Study Area</i>	359,190	405,260	524,000	742,690	42%
<i>City wide**</i>	n/a	1,469,000	1,573,000	1,716,000	9%

* City of Toronto Employment Survey 2016

**Hemson Consulting Ltd (2012) Greater Golden Horseshoe Growth Forecasts to 2041

Land Uses

Parks & Open Space

Adequate levels of parkland are essential to the health and vitality of the Railway Lands, adjacent neighbourhoods and the Downtown overall. The policies of the Official Plan and the Secondary Plans describe the importance of providing high quality, useable and linked park and open spaces in relation to development. Public open spaces provide a variety of outdoor active and passive recreational opportunities to serve employees, residents and visitors in the area. They also integrate and create visual and physical connections between Downtown neighbourhoods and the waterfront.

The City uses various measures to define the appropriate level of parkland provision for neighbourhoods. The Official Plan typically describes parkland provision in terms of calculated totals (e.g., total hectares to be acquired in a given secondary plan area). The City's Parkland Strategy, first directed in 2001 (through the "Parkland Acquisition Strategic Directions Report") and currently being updated, uses a per capita ratio (i.e., hectares of parkland provided per 1,000 residents) which also reflects variations in residential density across neighbourhoods.

Collectively, 11.19 hectares of parks and open space have been secured in accordance with the provisions of the Railway Lands West, Central and East Secondary Plans (Figure 6). Within the Railway Lands West area, 4.47 hectares of parkland has been secured including a 3.21-hectare community park known as "Canoe Landing Park" (see attachment 10 for Railway Lands West Parks and Open Space Plan).

The 1.11 hectares of parkland in the Railway Lands Central area include a range of small scale parks and publicly-accessible open spaces which have been seamlessly integrated within the broader public realm of the Rogers Centre, Metro Toronto Convention Centre, Ripley's Aquarium and the CN Tower – collectively serving as one of Toronto's busiest events and visitor districts (Attachment 5).

Within the Railway Lands East area, Roundhouse Park and Olympic Park provide a total of 5.61 hectares which augment the heavily used public realm assets in the Railway Lands Central area and serve the significant employment districts to the north and east.

As described in the Historic & Current Development section above, the originally planned residential densities for these areas, based on 1994 permissions, provided 670,120 m² or 6,700 units – corresponding to a projected population of approximately 10,700 (based on standard assumption of 1.6 occupants per unit).

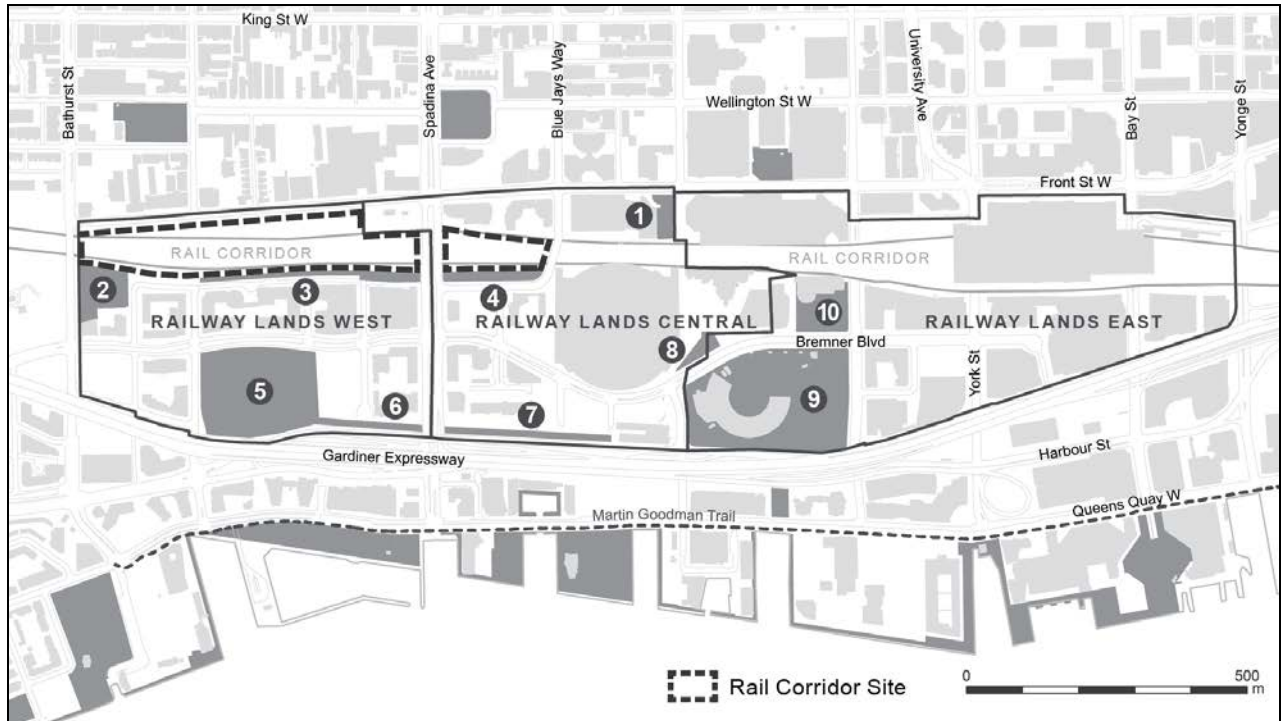
If growth had occurred according to levels anticipated in the Railway Lands Secondary Plans, the resulting parkland provision rate would have been of 1.05 ha/1,000 residents at full build-out. As a result of higher than anticipated residential growth in the Railway Lands (approximately 20,400 as of the 2016 Census), the actual parkland provision rate in these neighbourhoods is 0.55 ha/1,000 residents.

The Railway Lands Secondary Plan was based on a master planned approach to a major brownfield site. The plan included a new road network and a linked parks and open space system. Together these dedications equaled approximately 50% of the total land area. Policies in the Plan stated that these lands would fulfill the parkland obligations for the Railway Lands and that further park levies or dedications would not apply. In this context, all the parkland in the plan has been conveyed and built to final design. Notwithstanding these policies the City was able to secure a new park, Mouth of the Creek Park, near Bathurst Street.

Although the full park allocation required by the Secondary Plans was achieved, the population increases in the Railway Lands and surrounding neighbourhoods are higher than anticipated and have put proportionally greater pressure on existing parks. If a ratio were applied to achieve a per capita provision of parkland consistent with development permissions in 1994, an additional 10 hectares of parkland would be required to serve current populations.

The relatively low parkland provision rate observed in the Railway Lands is exacerbated by the low level of park supply in surrounding areas. For residents living in the Local Study Area, the provision rate is 0.6 ha/1,000 residents. Parkland provision rates in and around the Railway Lands are well below the city-wide provision rate of 2.8 ha/1,000 residents.

Figure 6 - Summary of Parks in the Railway Lands



	Park Name	Size (Ha)	Secondary Plan Area
1	Isabella Valancy Crawford Park	0.25	Railway Lands Central
2	Mouth of the Creek Park (Planned)	0.5	Railway Lands West
3	Northern Linear Park W	0.54	Railway Lands West
4	Northern Linear Park E	0.3	Railway Lands Central
5	Canoe Landing	3.21	Railway Lands West
6	Southern Linear Park E	0.37	Railway Lands Central
7	Southern Linear Park W	0.22	Railway Lands West
8	Bobbie Rosenfeld Park	0.19	Railway Lands Central
9	Roundhouse Park	4.79	Railway Lands East
10	Olympic Park	0.82	Railway Lands East
	Total	11.19	

Downtown is among the areas with the lowest levels of park provision in the city. The Downtown area, as identified in the TOCore study (i.e., excluding neighbourhoods to the west of Bathurst Street), has 121 parks covering approximately 100 hectares or approximately 6 percent of the land area excluding the Toronto Islands.

Almost three quarters of existing Downtown parks are smaller than 0.5 hectares. These smaller parks provide valuable open space but limited opportunity for the range of recreation, sports, and community programming typical of larger community parks. Five Downtown parks are district-sized parks over 5 hectares (e.g., Corktown Common, Queen's Park and Allan Gardens) and only one of these parks exceeds 6 hectares (Corktown Commons at 7.3 hectares). There are no district-sized parks within the Railway Lands, Waterfront West and King-Spadina neighbourhoods.

For Downtown as a whole, the parkland provision rate is 0.4 ha/1,000 residents. In order to double this rate to 0.8 ha/1,000 residents (which would be roughly equivalent to the Toronto's current median provision rate) for the projected Downtown population in 2041, an additional 250 to 300 hectares of new parkland would be required.

There is a high demand for Downtown parks by local residents, daytime workers and visitors in the area. A park user survey conducted by Parks, Forestry and Recreation indicates that an expected 8.26 million trips were made to parks and open spaces in the Local Study Area, including attendance for major festivals and events, during 2016 alone. The high pedestrian volumes and other activities that major destinations generate from events and visitors put additional pressure on this parkland besides meeting the needs of local residents.

The 2001 Parkland Acquisition Strategic Directions Report identified Downtown as a priority for a large-sized park. The City's Parkland Strategy Phase 1 Report anticipated to come forward in Fall 2017 will identify strategies to address parkland needs in the Downtown, including consideration of the demonstrable benefit of large-scale park use in the Rail Corridor Site.

Other Land Uses

As described earlier in this report, the provisions of the Secondary Plans concerning the Rail Corridor Site ("Future Development Area") require consideration of a range of land uses including residential and non-residential uses in any proposed changes to the Secondary Plans. These provisions were implemented in the context of significantly different growth trends – reflected in the foregoing analysis of development patterns and population change – than are observed today. These provisions are not responsive to the rapid and unanticipated pace of growth over the last two decades. When the policies on the "Future Development Area" were conceived 20 years ago, it was a vastly different context that predated the development of the Railway Lands, King-Spadina neighbourhood, and the rapid pace of growth and change witnessed in the Downtown. Land use priorities are different today and must be balanced to achieve provincial and municipal planning goals related to livable communities and the provision of necessary infrastructure. As a result, a new land use strategy is needed for the Rail Corridor Site.

Approval of residential and/or non-residential uses in the Rail Corridor Site would potentially limit the unique opportunity it affords for a high-profile, public use such as a major park and open space.

The Rail Corridor Site is also not required to support municipal and/or provincial policy objectives with respect to residential and non-residential growth in Toronto. The City is on track with the population and household forecasts supporting the Provincial Growth Plan for the Greater Golden Horseshoe as amended in 2013. The forecasts supporting the Growth Plan anticipated a 2016 city-wide population of 2,865,000. According to Statistics Canada's latest population estimates released earlier this year, the city's population in 2016 was estimated to be 2,876,095.

Currently, the City has more than sufficient development to achieve the forecasted growth per the Growth Plan as amended in 2013. Not all development proposals are approved, and not all approved projects are built, but completed housing reported by Canada Mortgage and Housing Corporation (CMHC) plus the Development Pipeline are a strong indication of the development potential already built, approved and under review.

The forecasts supporting the Provincial Growth Plan anticipate that the city needs to accommodate 399,270 households between 2001 and 2041. According to CMHC, 195,797 units were built in Toronto between 2002 and 2015. Thus, almost half of the units required have already been built as of year-end 2015. Another 57% of the units required to achieve the forecasted growth have either been approved or were under review as of 2015.

As such, no additional development is needed to achieve the forecasted growth by 2041.

Rail Operations & Safety

Proposed changes to the planning framework for the Rail Corridor Site will maintain the existing and future capacity and safety of operations in the Union Station Rail Corridor.

Among the primary future capacity concerns is the Province's GO Regional Express Rail (GO RER) initiative. As planned, GO RER will involve electric trains running every 15 minutes or better, all day in both directions, within the most heavily travelled sections of the GO rail network.

Twelve new GO RER Stations were approved by Metrolinx in June 2016. Among these is a new station at Spadina Avenue at Front Street. Next steps will involve further collaboration between Metrolinx and the City on station planning, including Environmental Assessments and Transit Project Assessment Processes, with public consultation for all new stations planned for 2017.

Transportation & Connectivity

The rapid growth of the Railway Lands has placed increasing demand on local transportation systems and circulation networks. While the Railway Lands are generally well-served by proximity to Union Station and numerous surface transit routes, the physical structure of the rail corridor presents challenges in terms of connectivity.

The Railway Lands Secondary Plans articulate objectives and policy directions to enhance connectivity. The rail corridor creates a barrier between the neighbourhoods of King-Spadina, the Railway Lands and the Central Waterfront. Access across the rail corridor is limited to the bridges at Bathurst Street, Spadina Avenue, Blue Jays Way, and the Puente de Luz pedestrian bridge. A focus on creating new connections over the rail corridor will improve north-south connections to secure both visual and physical access across the Railway Lands, the Downtown, and the waterfront.

In the Secondary Plans, particular attention is given to facilitating pedestrian and cycling connections, as well as access to transit. The Rail Corridor Site presents an opportunity to improve upon and expand existing active transportation routes across Downtown, and to support existing and planned transit infrastructure. As the Downtown continues to grow, encouraging active transportation and transit ridership will help ensure a more sustainable, affordable and healthy city. The existing conditions and potential enhancements to transportation and connectivity are key considerations in the overall planning study for the Rail Corridor Site.

The work being conducted through TOcore will also provide guidance on matters relating to transportation and connectivity. TOcore is currently reviewing a range of initiatives aimed at improving walking and cycling, and will summarize these through the development of a Mobility Strategy for Downtown. This strategy will also consider general transportation issues related to movement and parking of vehicles.

Other Planning Considerations

Additional analysis will be conducted for other planning matters that are responsive to provisions in the Secondary Plans and emerging policies and guidelines. Findings from this analysis will be reported out as a part of the final study results in the Fall.

As an active rail corridor, environmental considerations around air, soil, and water quality, will be an important part of the analysis. This will include analysis of noise, vibration, and general safety considerations associated with rail operations.

Urban Design considerations will review the relationships between streets, buildings, and parks and public realm elements, and will provide direction on integrating and connecting the rail corridor with the surrounding community. Particular focus will be given to the pedestrian experience, including wind conditions, sun-light access, public realm amenities, and general accessibility.

An analysis of existing community services and facilities in the Railways Lands and Local Study Area will identify community investments needed to support current and future growth. This analysis will consider a full range of facilities needed to support the resident and working population including schools, community centres, libraries, and child care.

Emerging Directions

The preliminary findings presented in this report support Council's direction to update the planning framework for the Rail Corridor Site to support parks and open space use. These findings are based on observed trends in areas adjacent to Rail Corridor Site and attributes of the site itself.

The rate of development and population growth in the neighbourhoods considered in the planning study – the Railway Lands, Local and Downtown Study Areas – far exceed levels anticipated two decades ago. As both the preliminary findings from this analysis and the broader TOcore study demonstrate, infrastructure provision – particularly with respect to park and open space – has not kept pace with this growth. These infrastructure needs must be adequately addressed to ensure the quality of life for current populations and to support future growth.

The Rail Corridor Site is uniquely suited for a high-profile public use such as a major park and open space. Comprehensive decking will provide an area up to 8.5 hectares (21 acres) – exceeding the size of any other parcel potentially available in Downtown for this use. It is situated in close proximity to some of the densest and fastest growing neighbourhoods, the largest employment district and among the most visited attractions in Toronto. It will also be one of the most transit-accessible sites, reachable to visitors from across Toronto and the region.

Similar jurisdictions in North America and abroad have demonstrated the feasibility and value of adapting central area transportation corridors as public realm assets, without compromising ongoing operations. Various studies have confirmed the unique value of these areas from a brand and place-making perspective.

Approval of residential and/or non-residential uses in the Rail Corridor Site would potentially limit the unique opportunity it affords for a high-profile, public use such as a major park and open space.

Next Steps

A number of steps will be undertaken by the end of 2017 to develop recommended changes to the planning framework for the Rail Corridor Site for Council consideration.

A community consultation meeting on planning study for proposed updates to the Railway Lands West and Central Secondary Plans will be held at Metro Hall, 55 John

Street on June 13th, 2017. This public meeting will present preliminary findings and will gather public feedback on the future of the Rail Corridor Site. Comments received during this meeting will inform the development of the draft Official Plan and Zoning By-law Amendments.

A second public meeting will be held to present final results of the planning study and gather public feedback on the draft Official Plan Amendments and/or Zoning By-law Amendments in the Fall. All consultation activities will be summarized and posted online at an enhanced project website.

An engineering analysis is also underway and will identify environmental and technical considerations for a decking structure in the Rail Corridor Site, including relevant policy issues. This will include a full review of issues such as noise and vibration, air quality, rail safety and others will be considered.

The findings from these studies will be brought forward to Council by the end of 2017. They will support and inform the planning rationale and language for proposed changes to the planning framework.

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ATTACHMENTS

Appendix A - Policy Context

- Attachment 1: Official Plan Map 18
- Attachment 2: Rail Corridor Site Excerpt from City of Toronto, Railway Lands West and Central Height Maps, Zoning By-laws 1994-0805 and 1994-0806 as amended
- Attachment 3: Rail Corridor Site Excerpt from City of Toronto, Railway Lands West and Central Maps, Zoning By-laws 1994-0805 and 1994-0806 as amended
- Attachment 4: Extract from Railway Lands Central Secondary Plan – Map 18-3 Land Use Plan
- Attachment 5: Extract from Railway Lands Central Secondary Plan – Map 18-4 Parks and Open Space Plan
- Attachment 6: Extract from Railway Lands Central Secondary Plan – Map 18-6 Urban Structure Plan
- Attachment 7: Extract from Railway Lands West Secondary Plan – 19-1 Context Map
- Attachment 8: Extract from Railway Lands West Secondary Plan – Map 19-2 Urban Structure Plan
- Attachment 9: Extract from Railway Lands West Secondary Plan – Map 19-3 Land Use Plan
- Attachment 10: Extract from Railway Lands West Secondary Plan – Map 19-4 Parks and Open Space Plan
- Attachment 11: Extract from Railway Lands West Secondary Plan – Map 19-5 Precinct Plan

Appendix A Policy Context

Planning Act

The Planning Act outlines the responsibilities of planning authorities and provides tools to coordinate the phasing of development and infrastructure investment.

Section 2 of the Planning Act sets out matters of provincial interest which City Council shall have regard to in carrying out its responsibilities, including: the orderly development of safe and healthy communities; the conservation of features of significant architectural, cultural and historical interest; the adequate provision of employment opportunities; and the appropriate location of growth and development.

Part III of the Planning Act contains policies relating to official plans, including section 21(1) which authorizes a council of a municipality to initiate an amendment to any official plan. Similarly, a person or other public body may request amendments to an official plan (s.22.1). In these circumstances, council can require all prescribed information and any other information or materials that council considers necessary, as outlined in sections 22(4) and(5).

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required, by the Planning Act, to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required, by the Planning Act, to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The Rail Corridor Site is situated within the *Downtown* and is designated *Utility Corridor* in the Official Plan (Attachment 1).

Chapter 2 – Shaping the City

Downtown Policies

As an area where growth is anticipated and encouraged, the Official Plan provides for new development in the *Downtown* that: achieves a minimum combined growth target of 400 jobs and residents per hectare, builds on the strength of the area as an employment centre, provides for a range of housing opportunities and focuses on the Financial District as the prime location for the development of prestige commercial office buildings and landmark buildings that shape the skyline. The Official Plan directs growth to the *Downtown* in order to achieve multiple City objectives. Among other matters, it promotes efficient use of municipal services and infrastructure, concentrates jobs and people in areas well served by transit, provides increase opportunity to for living close to work, to encourage walking and cycling, and in keeping with the vision for a more liveable City. The Official Plan recognizes that as the population of the *Downtown* increases, ensuring that public amenities and infrastructure are maintained and upgraded, enhancing existing parking and acquiring new parks, and preserving and strengthening the range and quality of social, health, community services and local institutions are essential to improve the quality of life for *Downtown* residents.

Chapter 3 – Building a Successful City

Built Form and Public Realm Policies

The public realm policies of Section 3.1.1 of the Official Plan recognize the essential role of our parks, open spaces, streets and other key shared public assets in creating a great City. These policies seek to ensure that a high level of quality is achieved in architecture, landscape architecture and urban design to ensure that the public realm is functional, beautiful, comfortable safe and accessible. The Plan provides that new parks and open spaces will be located and designed to, among other things, connect and extend existing parks and natural areas, provide a comfortable setting for community events as well as individual use, provide appropriate space and layout for recreational needs and emphasize and improve unique aspects of the communities natural and human-made heritage.

The Official Plan recognizes that most of the City's future development will be infill and as such will need to fit in, respect and improve the character of the surrounding areas. As a result, the built form policies of Section 3.1.2 seek to ensure that new development is located, organized and massed to fit harmoniously with the existing and/or planned context, and frame and support adjacent streets, parks and open spaces to improve the safety, pedestrian interest and casual views to these spaces. Among other matters this harmony is achieved by: massing new buildings to frame adjacent streets and open spaces in a way that respects the existing and/or planned street proportion; creating appropriate transitions in scale to neighbouring or existing planned buildings, providing for adequate light and privacy, adequately limiting shadowing of and uncomfortable wind

conditions on neighbouring streets, properties and open spaces and minimizing any additional shadowing and uncomfortable wind conditions on neighbouring parks.

Housing Policies

Strong communities are the foundation of a healthy city and the Plan recognizes that opportunities for adequate and affordable housing are essential to the City's quality of life, economic competitiveness and social cohesion. The policies of Section 3.2.1 encourage the provision of a full range of housing in terms of form, tenure and affordability to meet the current and future needs of residents.

Community Services and Facilities Policies

The City's ability to grow wisely depends on ensuring that community services and facilities are available to respond to the demand for new or additional services and facilities generated as the population grows. The policies of Section 3.2.2 seek to ensure that existing community services and facilities are put to optimal use by preserving and enhancing existing facilities and promoting shared use of facilities as well as developing strategies for providing new social infrastructure to address service gaps and identify local priorities.

Parks & Open Space Policies

The parks and open spaces and other natural and recreation areas that comprise the Green Space System in Toronto are essential elements of complete communities. The Official Plan recognizes that the City's Green Space system is vital to our quality of life, social wellbeing, and to the health of the natural ecosystem. These areas provide opportunities for recreation, relaxation and experiencing nature and offer unique experiences for residents and visitors from across the region and elsewhere.

The Official Plan recognizes that as Toronto grows and changes the parks and open space system will need to expand. The policies of Section 3.2.2 of the Official Plan, seek to ensure that as the City grows our Green Space System is strengthened by actions such as: adding new parks and amenities, particularly in growth areas, maintaining, improving and expanding existing parks; designing high quality parks and their amenities to promote user comfort, safety, accessibility and year round use, and to enhance the experience of place.

Chapter 4 – Land Use Designations

Utility Corridor Policies

Utility Corridors are hydro and rail corridors primarily used for the movement and transmission of energy, information, people and goods. The Official Plan recognizes that these linear corridors are defining elements of the City's fabric and that many serve important functions as parkland, sports fields, pedestrian and cycling routes and other

uses. In certain circumstances, where a utility corridor is deemed surplus or a secondary use is compatible, a utility corridor may be considered for uses such as parkland, sport fields, pedestrian and cycling trails and transit facilities.

Chapter 5 – Implementation: Making Things Happen

Strategic Reinvestment

The Official recognizes the constant need for investment in infrastructure and services to maintain and improve quality of life within the City. Section 5.3.3 provides direction on making long-term, growth-related investments. Policies within this section support the preparation of implementation plans to identify where and when investment is needed. These plans may be brought forward as part of Secondary Plans and Avenue Studies, community service and facility strategies, Community Improvements Plans and other similar city-building initiatives, based on population and employment growth and existing unmet needs. This section also highlights the importance of reviewing new development to ensure the adequacy of social and physical infrastructure.

Railway Lands Planning Framework

The Railway Lands occupy approximately 80 hectares of land extending from Bathurst Street in the west to Yonge Street in the east and are bounded on the north by Front Street and on the south by the Gardiner Expressway and Lake Shore Boulevard West. A comprehensive planning framework was established for the Railway Lands and is expressed in three Secondary Plans including the Railway Lands West, the Railway Lands Central, and the Railway Lands East (Attachment 7).

The Rail Corridor Site is situated with the Railway Lands Central and West Secondary Plan areas.

The Secondary Plans include a set of common objectives and principles that have guided the development of the larger Railway Lands area over the past two decades. They also include more specific policies in relation to the desired type and form of development within each individual Secondary Plan area. This framework has resulted in the development of unique districts within the Railway Lands while ensuring that each contributes to the larger unifying objectives of the Railway Lands planning framework.

- The Railway Lands West Secondary Plan area extends from Bathurst Street in the west to Spadina Avenue in the east. Most of the lands within this area comprise the Bathurst-Spadina Neighbourhood largely developed with high-rise residential buildings including much of the CityPlace neighbourhood. Canoe Landing Park, the Fort York Public Library, and a site planned for two elementary schools, a community centre and childcare are located in this area.
- The Railways Lands Central Secondary Plan area extends generally from Spadina Avenue in the west to John Street in the east, including lands between the rail

corridor and Front Street West and lands east of John Street. The Central Area has two distinct precincts. Residential uses predominate in the western half of the district with high rise residential buildings between Spadina Avenue and the Rogers Centre. The east half of the district is characterized by a significant concentration of commercial, cultural, recreational and retail uses including the Rogers Centre, the CN Tower and Ripley's Aquarium. A series of parks and other publicly-accessible open spaces serve these major event and visitor destinations.

- *The Railway Lands East Secondary Plan* area extends from the John Street corridor to Yonge Street. This Secondary Plan Area has a comparatively greater proportion of high-density office and commercial uses, functioning as an extension of the Financial District to the north. This area also contains several major destinations including the Metro Convention Centre, Air Canada Centre, and Union Station. Roundhouse Park is a major central park in this district situated on the south side of Bremner Boulevard

Major Objectives of the Railway Lands Secondary Plans

Section 2 of each of the Secondary Plans sets out the major objectives for the Railway Lands. The Railway Lands are to be developed as an integral part of the Downtown, minimizing the barrier effects of the road and rail corridor to better unite the downtown and waterfront. New development should have a mix of uses, and a form character and environmental quality which will ensure that the area is used by people for a wide variety of purposes throughout each day.

Redevelopment of the Railway Lands will also take full advantage of the opportunities presented by their size and central location to satisfy a broad range of commercial, residential, institutional, cultural, recreation, parks and open space needs while ensuring that uses are compatible with rail uses within the corridor and the Bathurst North Yard, encourage effective and efficient transportation services, and ensure environmentally sound conditions.

To achieve a number of City building objectives, the pattern of development intended for the Railway Lands is structured on a public street system which divides and regularizes development blocks, supports street-oriented development, reinforces the existing north-south streets as major connections between the Downtown and the Central Waterfront, and establishes a continuous east to west link for pedestrians, cyclists, vehicles and transit. Development must also contribute to an attractive, inviting, comfortable and safe public realm, including generously proportioned public streets, parks and publicly accessible open spaces which meet high standards of urban design and provide good access to sunlight and protection from winds.

Rail Corridor Policies

Railway Lands West Secondary Plan

The rail corridor and the adjacent North Bathurst Yard are designated *Utility Corridors* in the Railway Lands West Secondary Plan (Attachment 9). Section 10.3 of the Plan provides that the areas designated *Utility Corridors* may be used as a Rail Corridor and is considered in its entirety as a Future Development Area (Attachment 11). In order to ensure that the major objectives and policies of the Plan that recognize the primacy of the rail corridor for railway uses are supported, Section 10.3.1 of the Plan states that by-laws permitting only transportation and related uses in the Future Development Area portion of the rail corridor are permitted.

The Railway Lands West Secondary Plan contemplates overbuilding of the Future Development Area between Spadina Avenue and Bathurst Street, including the rail corridor portion, however, such consideration is permitted only after further study and by way of an amendment to the Secondary Plan. In order to ensure that any decking proposal is considered comprehensively, Section 10.3.2 of the Plan requires a comprehensive study or studies to evaluate various land use and decking considerations for all of the Future Development Area in association with an application to amend the Secondary Plan. Should development in the Future Development Area be considered, Section 10.3.2.2 seeks to ensure that decking over a portion of the rail corridor does not compromise comprehensive development of the Future Development Area overall.

Section 10.3.2.1 addresses the nature of the uses to be considered in the Future Development Area and provides for consideration of primarily non-residential uses in the area extending from Spadina Avenue west to the first north to south street west of Spadina Avenue. The remaining area extending to Bathurst Street is identified as an extension of the Bathurst Spadina Neighbourhood with primarily residential uses including street related retail and service uses and parks listed as possible uses.

Section 10.3.2.3 sets out matters to be addressed in relation to any application to amend the Secondary Plan to permit development within the Future Development Area. Among other matters, the application is to consider a range of uses including residential, non-residential and parks and open space uses, provide for pedestrian, vehicular and visual connections between Front Street and the Bathurst Spadina Neighbourhood, address environmental matters as outlined in the Secondary Plan, and ensure that community services and facilities are provided in accordance with the Plan. In addition, the application must address major objectives of the Railway Lands West Secondary Plan in relation to the rail corridor, and ensure that technical requirements in relation to the existing and future capacity, expansion and safety of rail operations, and the primary objective for the rail corridor which is the effective, safe and efficient provision of rail transportation services will not in any way be compromised.

Railway Lands Central Secondary Plan

The rail corridor within the Railway Lands Central Secondary Plan is designated *Utility Corridor 'A'* (Attachment 4). In order to ensure that the major objectives and policies of the Plan that recognize the primacy of the rail corridor for railway uses, Section 10.5 of the Plan allows for By-laws that restrict permitted uses to only transportation and related ancillary uses in *Utility Corridor 'A'*. Similar to the policies of the Railway Lands West overbuilding of the rail corridor in this area is contemplated but is only permitted after further study and by way of an amendment to the Secondary Plan.

Section 10.6 identifies *Utility Corridor 'A'* as a Future Development Area, and states that the purpose of the designation is to provide for a comprehensive study or studies to evaluate various land use and decking considerations to be included with an application to amend the Secondary Plan. Should development in the Future Development Area be considered, the policies seek to ensure that decking over a portion of the rail corridor does not compromise comprehensive decking of the rail corridor. Similar to the Railway Lands West the policies provide direction on the types of uses to be considered through a comprehensive study. For *Utility Corridor A*, Section 10.6.1 identifies this area for future development for primarily non-residential uses.

Section 10.6.2 sets out matters to be addressed in relation to any application to amend the Secondary Plan to permit development within *Utility Corridor A*. Among other matters, the application is to consider a range of uses including commercial, institutional, compatible industrial uses, and parks and open spaces uses, provide for pedestrian, and visual connections between Front Street and the Mixed Use Areas south of the corridor, address environmental matters as outlined in the Secondary Plan, and ensure that community services and facilities are provided in accordance with the Plan. In addition, the application must address major objectives of the Railway Lands Central Secondary Plan in relation to the rail corridor, and ensure that technical requirements in relation to the existing and future capacity, expansion and safety of rail operations, and the primary objective for the rail corridor which is the effective, safe and efficient provision of rail transportation services will not in any way be compromised.

The Railway Lands West Secondary Plan is available on the City's website at:
<http://www1.toronto.ca/planning/19-railway-lands-west.pdf>

The Railway Lands Central Secondary Plan is available on the City's website at:
<http://www1.toronto.ca/planning/18-railway-lands-central.pdf>

Zoning By-law

The comprehensive planning framework includes area specific Zoning By-laws for each Secondary Plan Area. The area of the rail corridor extending between Spadina Avenue and Blue Jays Way is subject to the provisions of the Railway Lands Central Zoning By-law 1994-0806, as amended. The area of the rail corridor extending between Spadina

Avenue and Bathurst Street is subject to the provisions of the Railway Lands West Zoning By-law 1994-0805, as amended.

In each of the Zoning By-laws, the Rail Corridor Site is zoned Transportation District (T) (Attachment 3). In both Zoning By-laws, uses permitted in the T zone include: public transit uses, including services and repair yards; railway uses including service and repair yards; a railway station; as well as an ambulance station, pedestrian walkways and ornamental structures. Under the Railway Lands West Zoning By-law, a parking area or parking station is also permitted in the T zone and a maximum of 20 parking spaces are permitted within the area extending north of the rail corridor to Front Street West. For both Zoning By-laws, a maximum height of 15 metres is permitted for buildings or structures within the T zone (Attachment 2). Each Zoning By-law also includes an exemption to permit the use of any land or the erection or use of any building or structure in any District for the purpose of public service by the City.

Railway Lands Central and West Urban Design Guidelines

The rail corridor is within an area subject to the Railway Lands West and Central Urban Design Guidelines. These provide guidance on how new development within the Railway Lands can support the broader objectives of uniting the central city with the waterfront by extending the urban pattern southwards towards the waterfront and by decreasing the impacts of the rail corridor and Gardiner Expressway barriers.

The Guidelines seek to establish a system of high quality useable, linked parks, and open spaces which not only provide spatial relief to and appropriate settings for adjacent buildings, but contribute to and establish linkages to the open space networks in the surrounding neighbourhoods and districts within the central city and along the waterfront. More detailed public realm guidelines address matters such as the design of the parks and open spaces, pedestrian and cycling connections, streetscapes, bridges, and view corridors. In recognition that development of the Railway Lands would occur incrementally over a long period of time the guidelines include recommendations in relation to phasing. In relation to the rail corridor the guidelines recommend that development along the Northern Linear Park not preclude the possibility of a deck over the rail corridor in the area between Dan Leckie Way and Spadina Avenue.

The Railway Lands West and Central Urban Design Guidelines are available at:
http://www1.toronto.ca/city_of_toronto/city_planning/urban_design/files/pdf/29railwaylands_wescen.pdf

Adjacent Secondary Plan Areas

In the areas adjacent to the Railway Lands, several other Secondary Plans are in effect. These plans contain relevant policies relating to matters that extend beyond study area boundaries such as parks and open space systems and mobility networks.

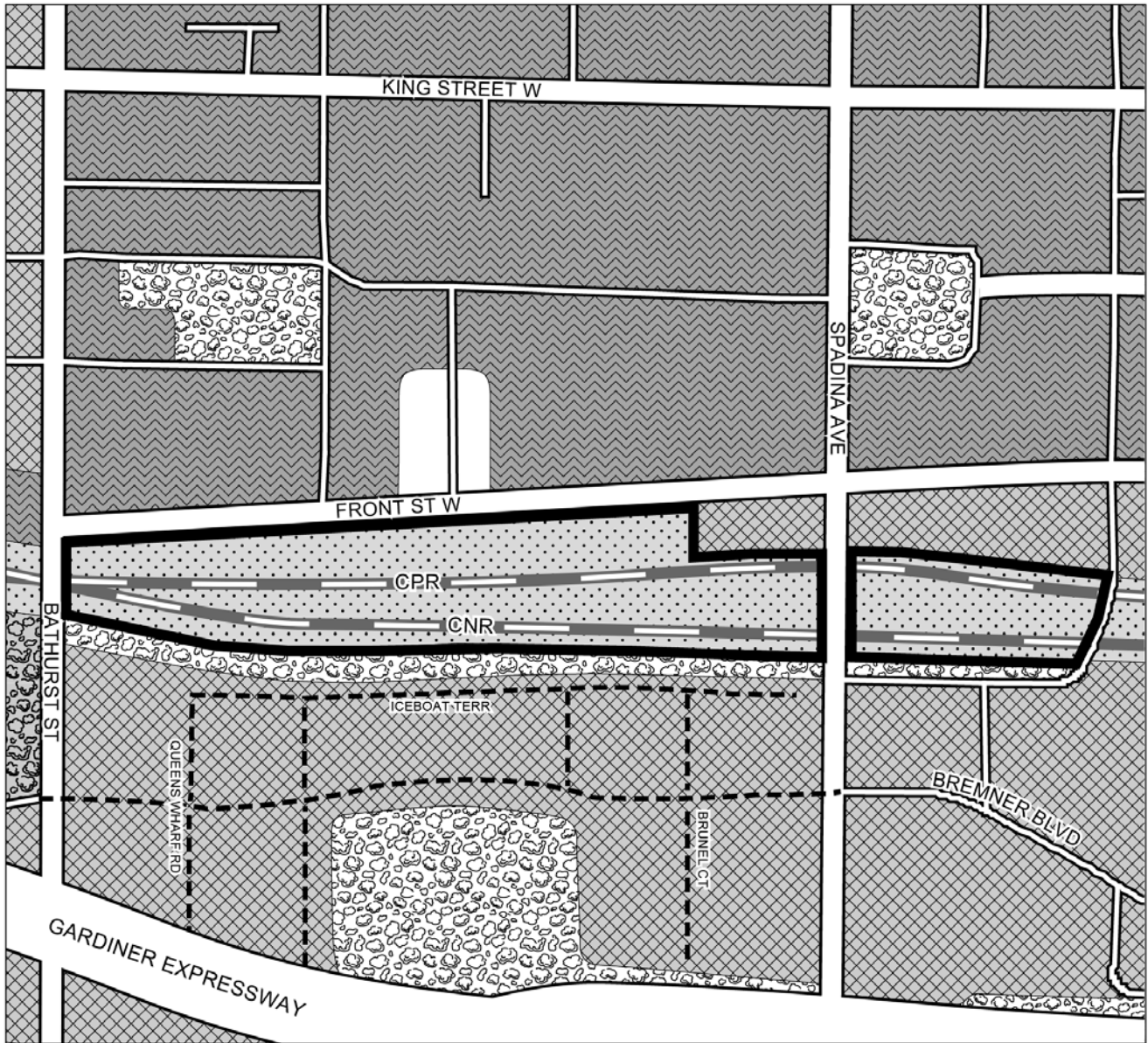
- *King Spadina Secondary Plan (Under Review)*: The area generally between Bathurst Street to Simcoe Street, and Queen Street West to Front Street West is subject to the King Spadina Secondary Plan. The King Spadina neighbourhood has experienced significant rapid growth, shifting from historically industrial uses to a more residential and mixed-use community. This shift presents challenges in supporting growing residential populations with adequate physical and community infrastructure, while also preserving the local character and affordability. This Secondary Plan is currently being updated to respond to recent growth and will address heritage preservation, parkland provision and public realm design, community infrastructure needs, and overall quality of life objectives. A finalized Secondary Plan is anticipated in Q4 2017.

- *Central Waterfront Secondary Plan*: The Central Waterfront Secondary Plan Study Area covers the area generally south of Lake Shore Boulevard West from Jameson Avenue to Greenwood Avenue. The plan was adopted by Council in 2003, and is currently under appeal. However, the OMB issued a verbal Decision on May 1, 2017 approving the CWSP for all lands west of Yonge Street to Exhibition Place. The final written Order is anticipated to be issued in the near future. The Central Waterfront contains both established neighbourhoods (such as Bathurst Quay) and emerging neighbourhoods (such as the East Bayfront and Keating Channel), as well as major industrial, port-related, and entertainment uses. The range of uses across the Central Waterfront, and in particular residential development pressure, has drawn attention to important planning issues such as the preservation of employment uses, land use compatibility, infrastructure, community facility and parkland needs, and connections between the waterfront and the wider downtown

- *Garrison Common North Secondary Plan*: The area from Queen Street West south to the rail corridor, and from Dufferin Street east to Bathurst Street is subject to the Garrison Common North Secondary Plan. This area has been the focus of recent redevelopment and repurposing, moving from a historically industrial area towards higher density residential, commercial, and office uses. The major objectives of this Secondary Plan speak to the challenges and opportunities created by these shifts, requiring new development to integrate into the established urban fabric, contribute to the public realm and open space networks, and support a variety of land uses including community services and facilities.

- *Fort York Neighbourhood Secondary Plan*: The area from the rail corridor south to Lake Shore Boulevard West, and from Strachan Avenue east to approximately Bathurst Street is subject to the Fort York Neighbourhood Secondary Plan. While the defining feature of this area is the national historic site of Fort York, it also includes a high-density residential community south of the Gardiner Expressway. The goals of this Secondary Plan include heritage preservation, as well as the creation of a mixed-use neighbourhood with connections to the waterfront and an appropriate range of community services and facilities.

Attachment 1 - Official Plan Map 18 Excerpt



Toronto
 Extract from Official Plan

Rail Corridor Site


File # 17 152929 STE 20 0Z



↑
 Not to Scale
 05/16/2017

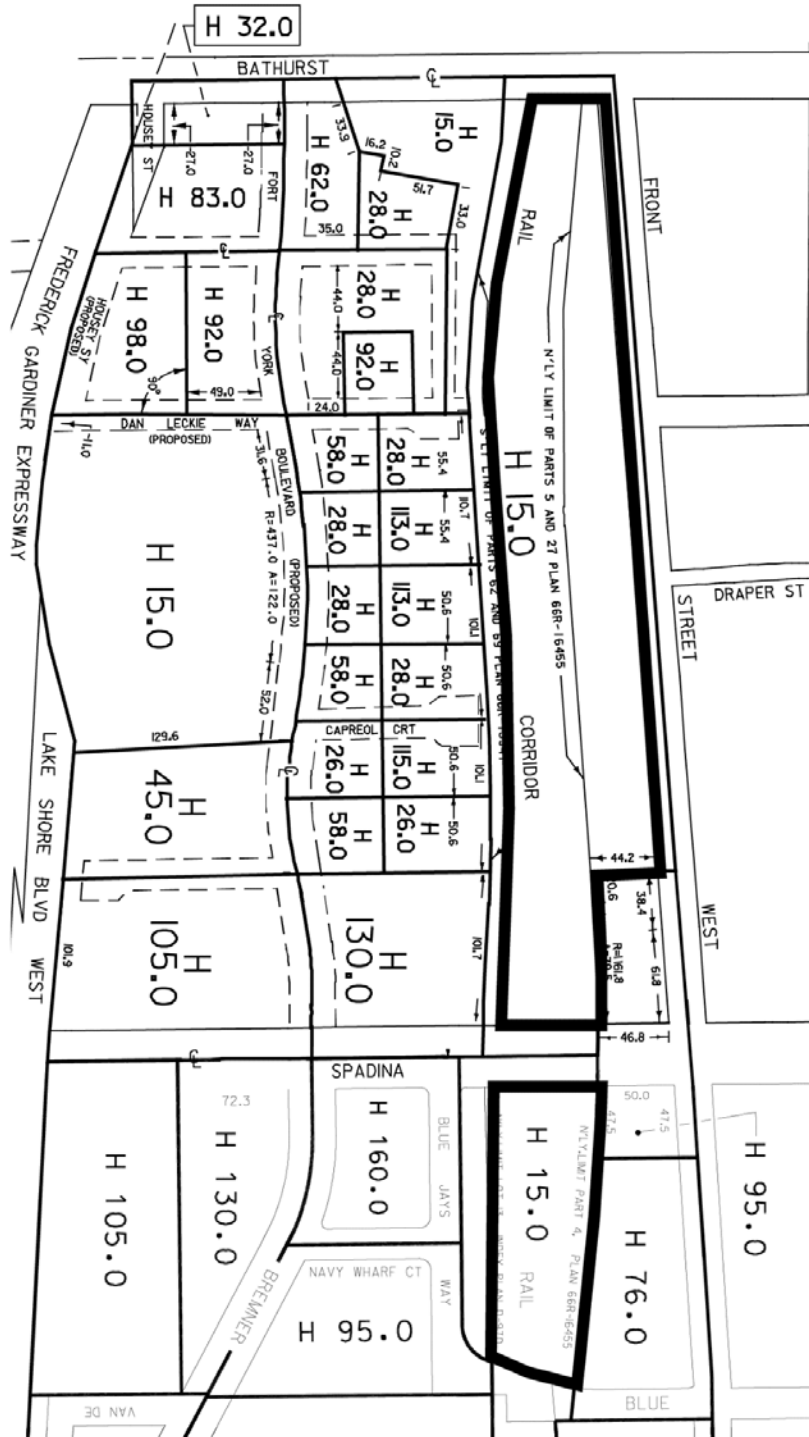
Attachment 2: Rail Corridor Site Excerpt from City of Toronto, Railway Lands West and Central Height Maps, Zoning By-laws 1994-0805 and 1994-0806 as amended.

Extract from City of Toronto, Railway Lands West and Central Height Maps,
 Zoning By-Laws 1994-0805 and 1994-0806 as amended
 Not to Scale
 05/26/2017

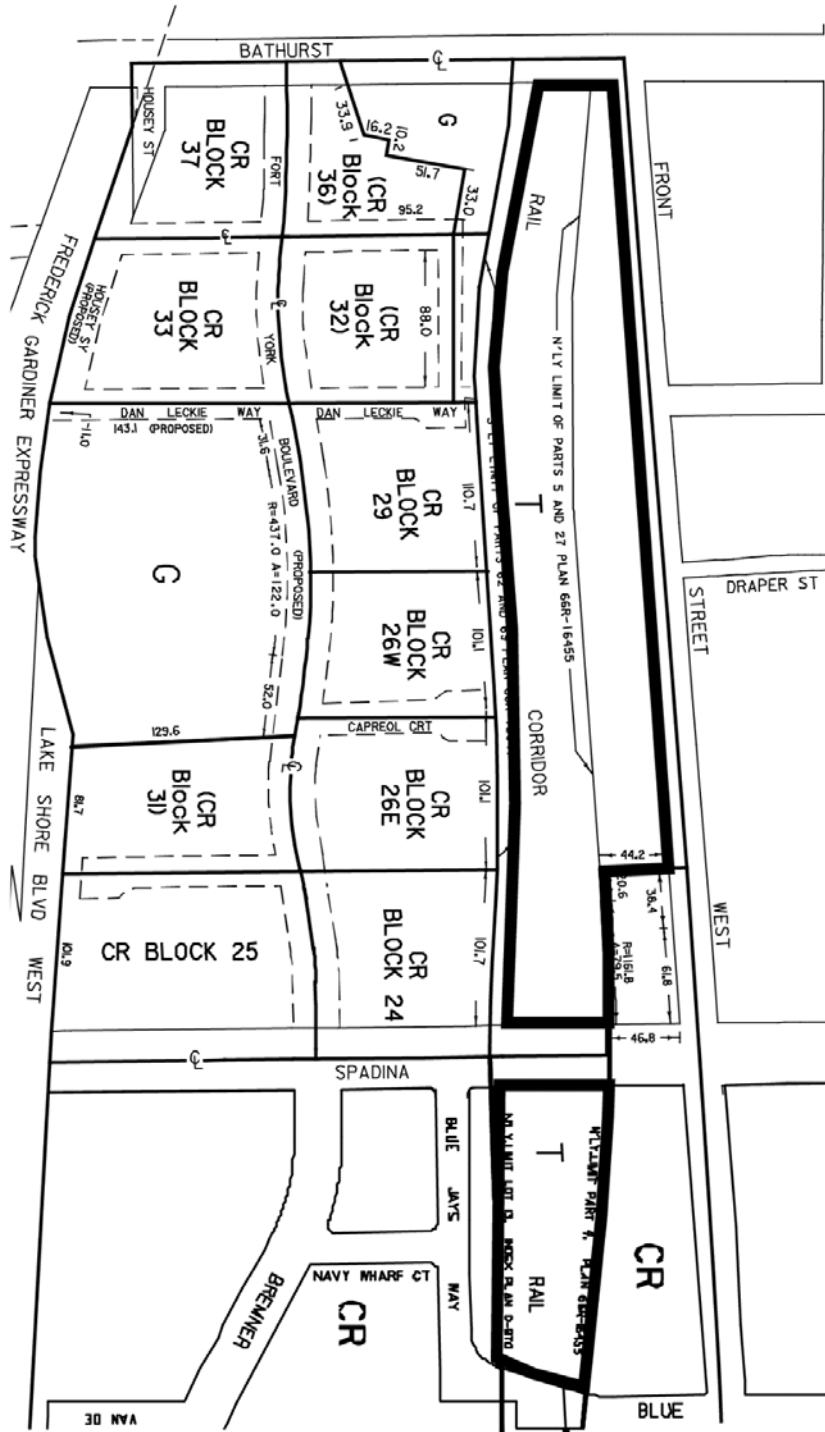
 Subject Site

 Rail Corridor Site

File # 17 152929 STE 20 02



Attachment 3: Rail Corridor Site Excerpt from City of Toronto, Railway Lands West and Central Maps, Zoning By-laws 1994-0805 and 1994-0806 as amended.



Extract from City of Toronto, Railway Lands West and Central District Maps,

Zoning By-Laws 1994-0805 and 1994-0806 as amended

Not to Scale
05/29/2017



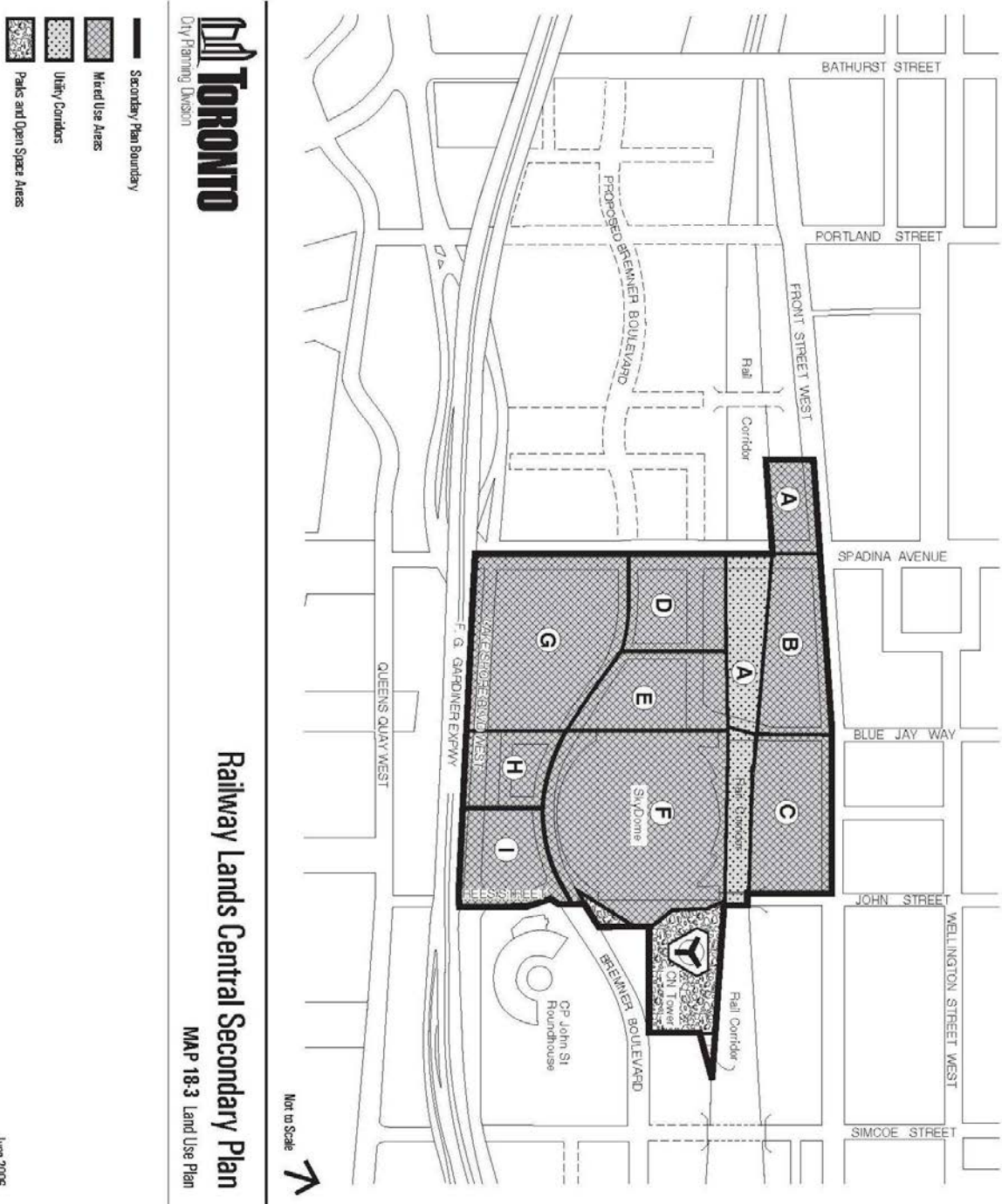
Subject Site

Rail Corridor Site

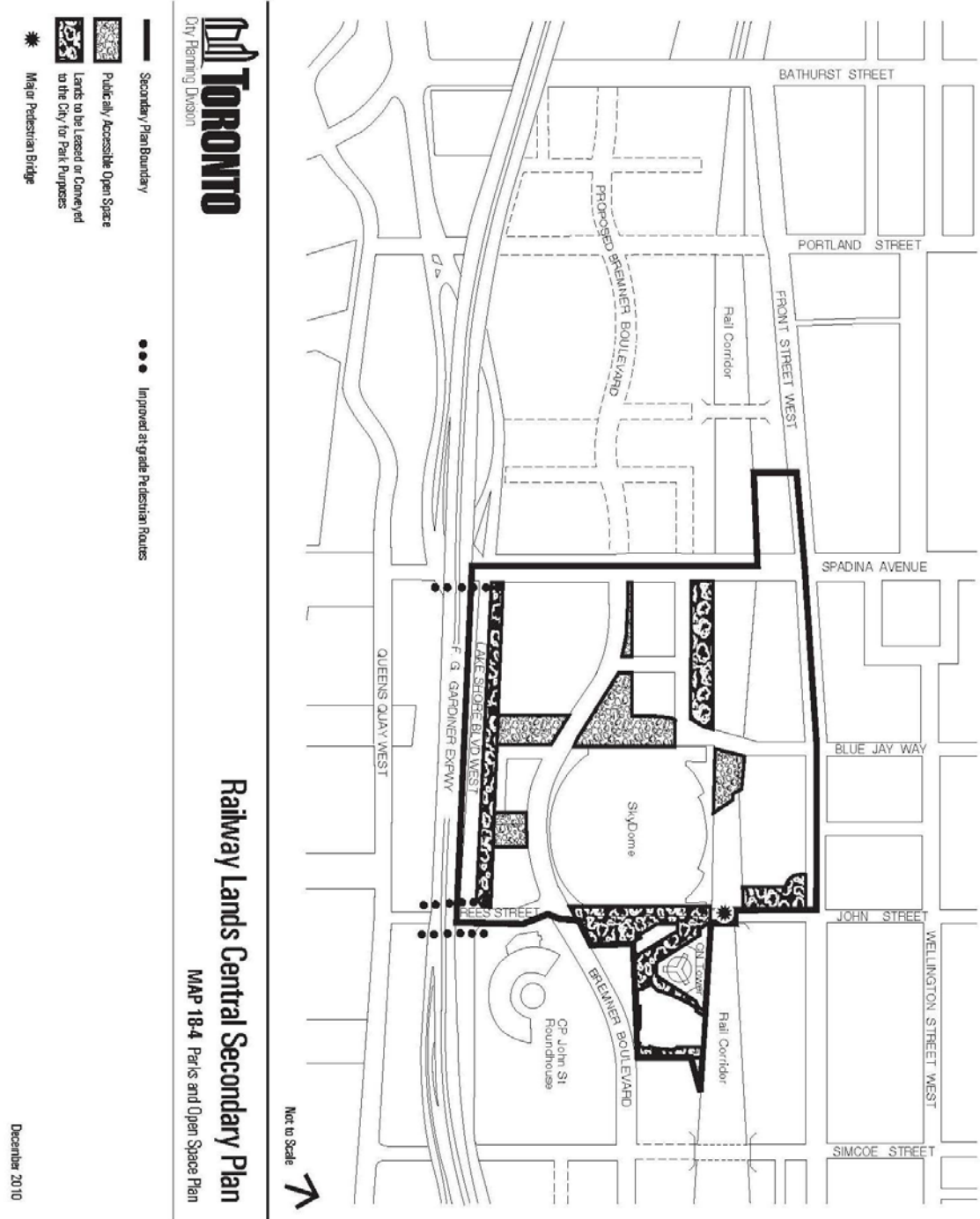


File # 17 152929 STE 20 0Z

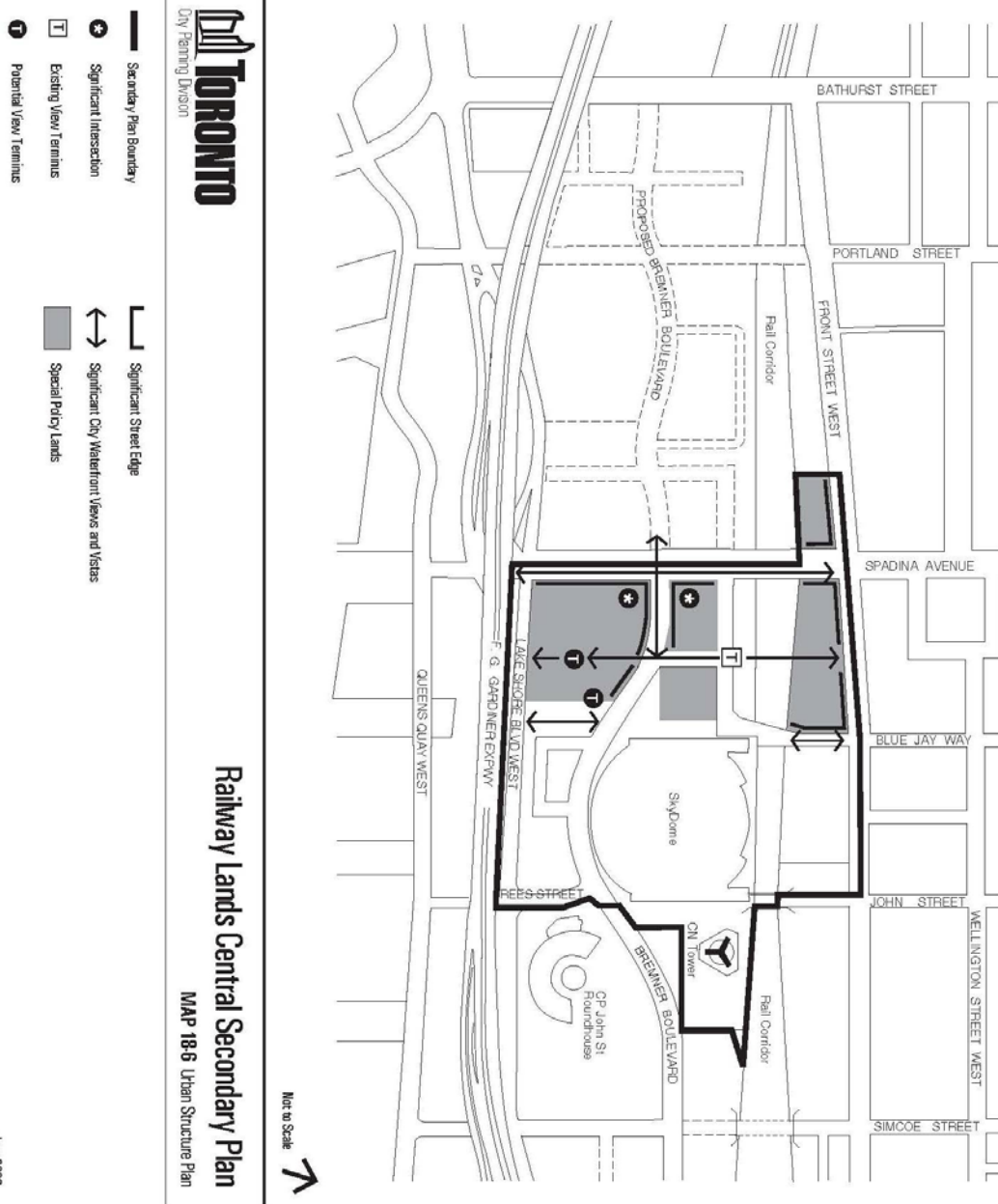
**Attachment 4: Extract from Railway Lands Central Secondary Plan – Map 18-3:
Land Use Plan**



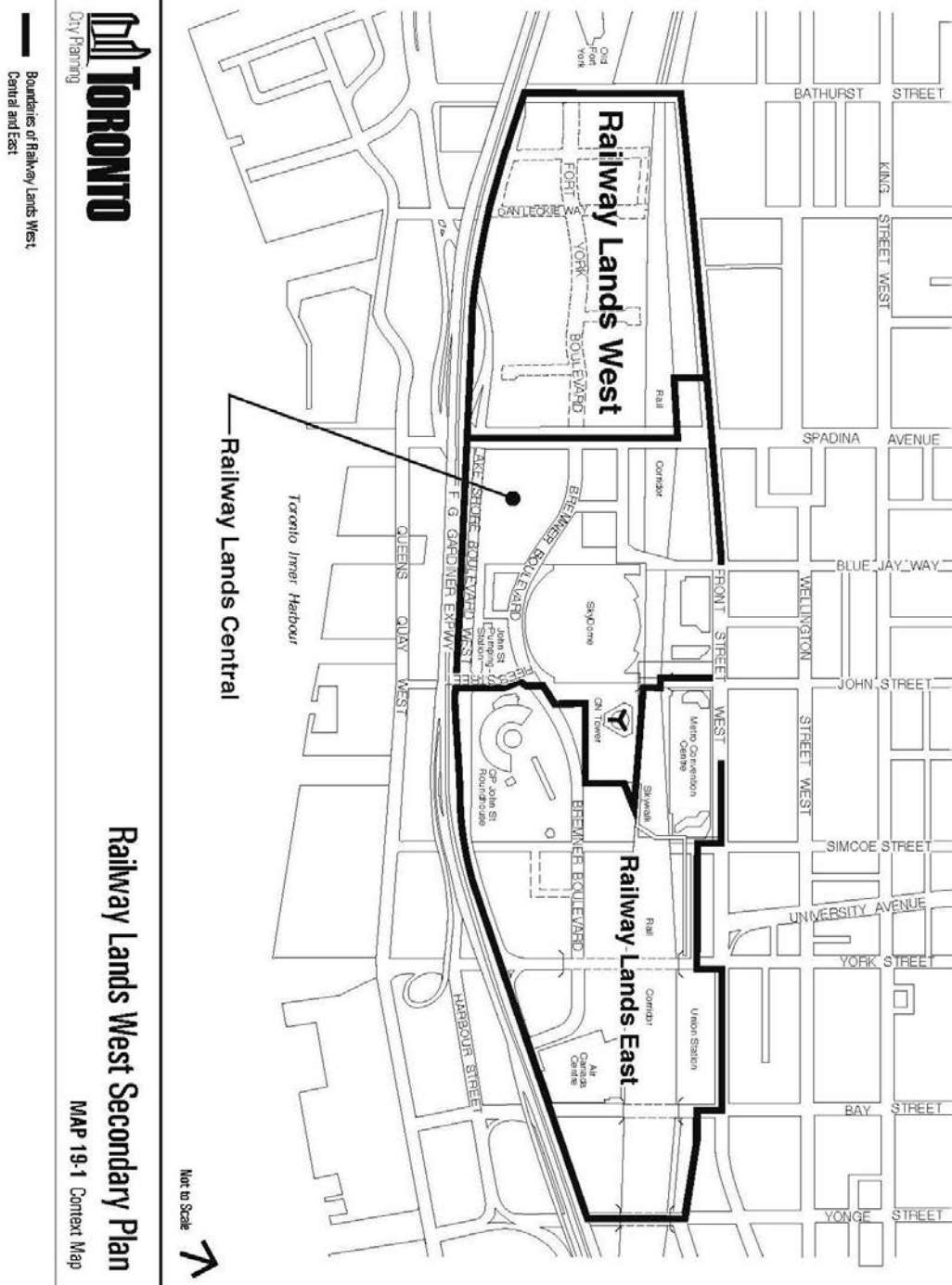
**Attachment 5: Extract from Railway Lands Central Secondary Plan – Map 18-4
Parks and Open Space Plan**



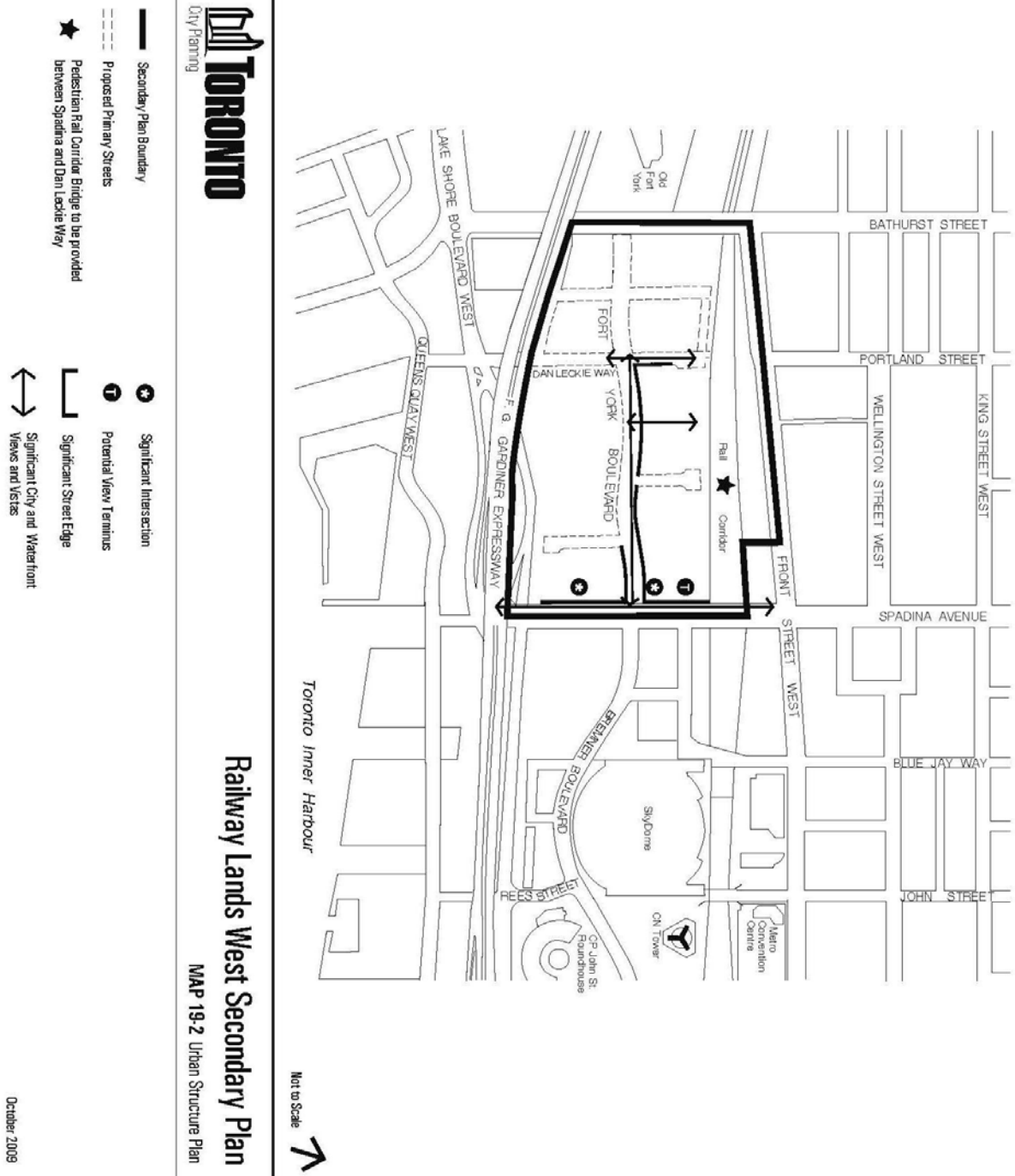
Attachment 6: Extract from Railway Lands Central Secondary Plan – Map 18-6 Urban Structure Plan



Attachment 7: Extract from Railway Lands West Secondary Plan – 19-1 Context Map

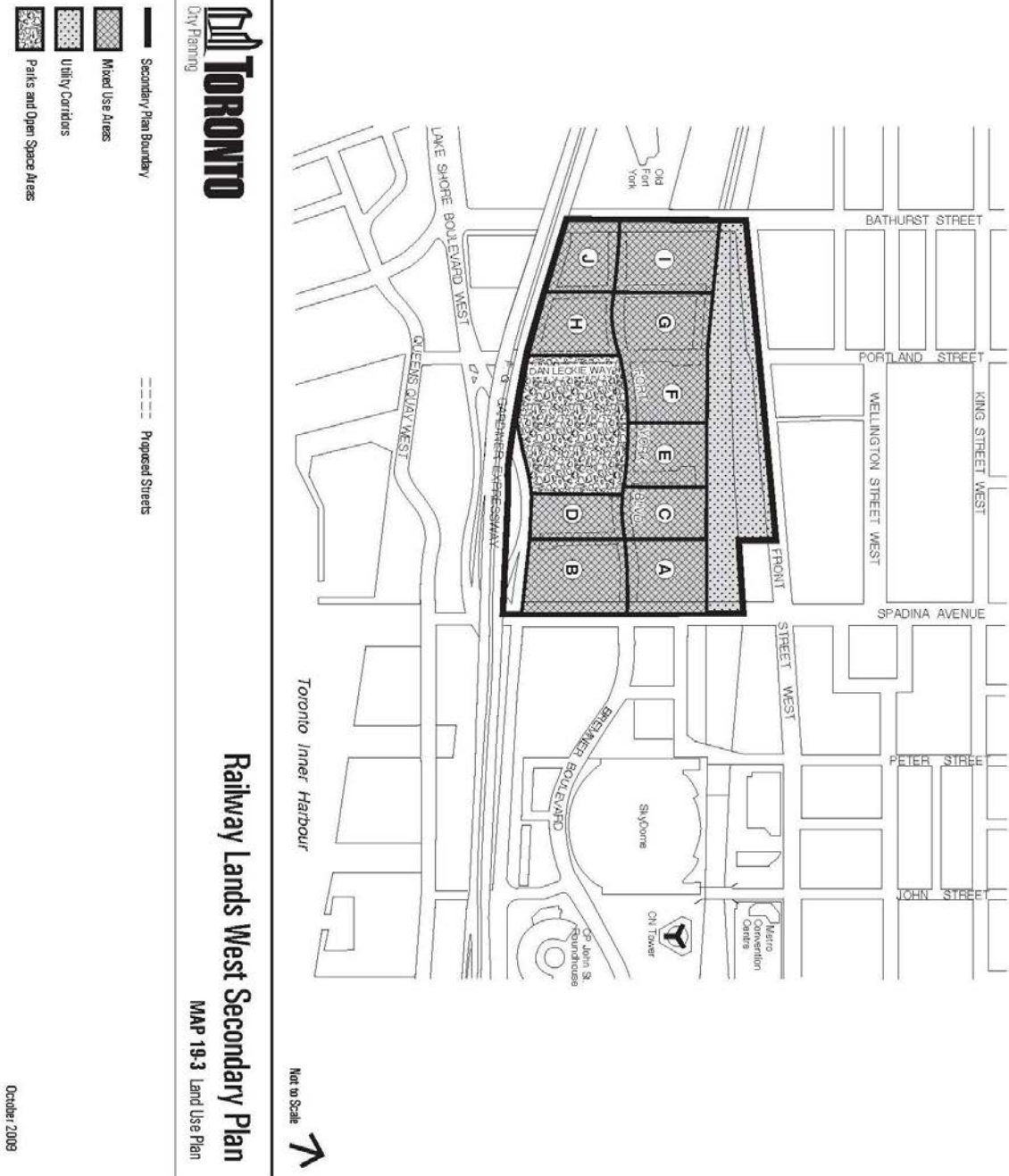


Attachment 8: Extract from Railway Lands West Secondary Plan – Map 19-2 Urban Structure Plan

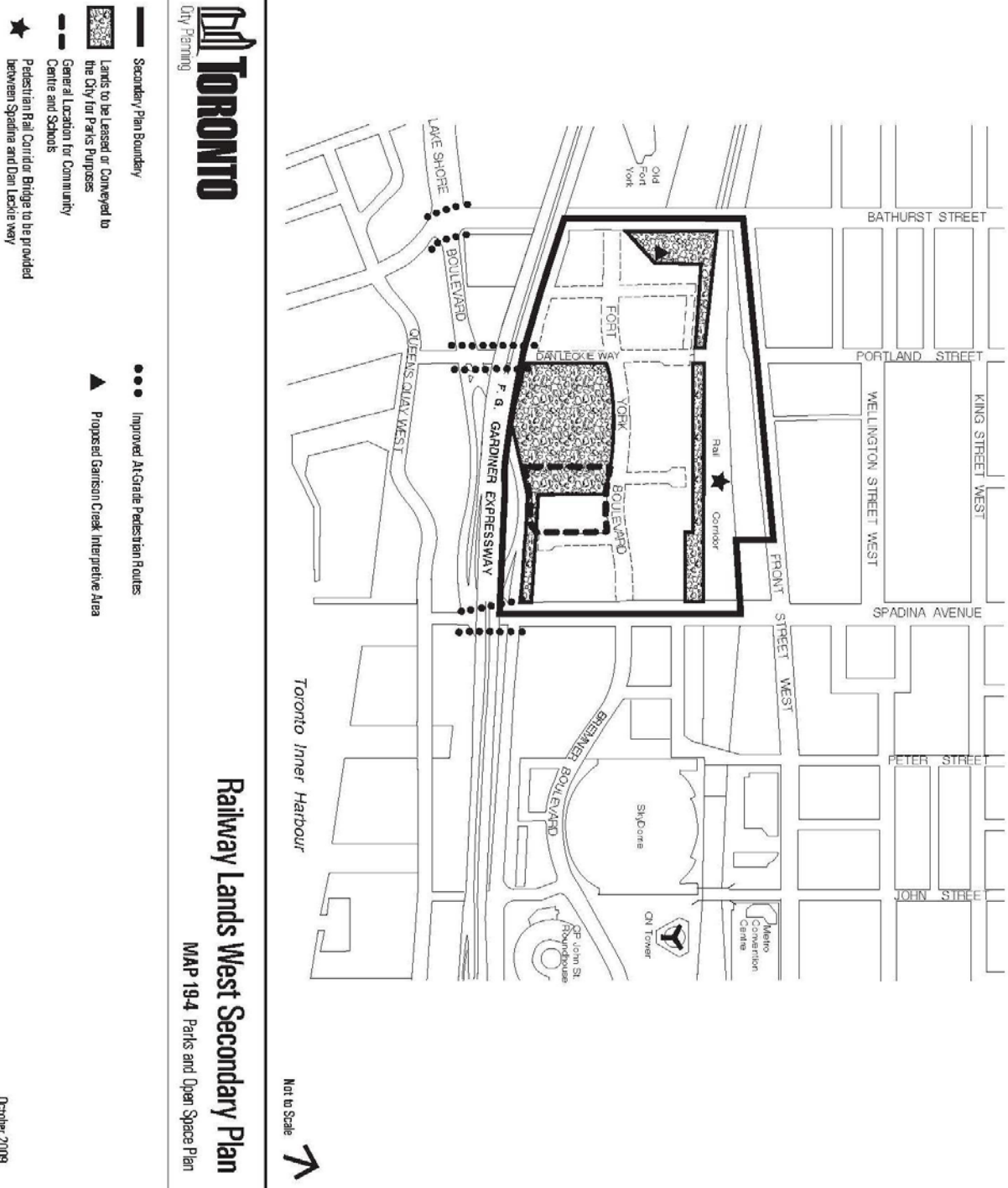


October 2009

Attachment 9: Extract from Railway Lands West Secondary Plan – Map 19-3 Land Use Plan



Attachment 10: Extract from Railway Lands West Secondary Plan – Map 19-4 Parks and Open Space Plan



**Attachment 11: Extract from Railway Lands West Secondary Plan – Map 19-5
Precinct Plan**

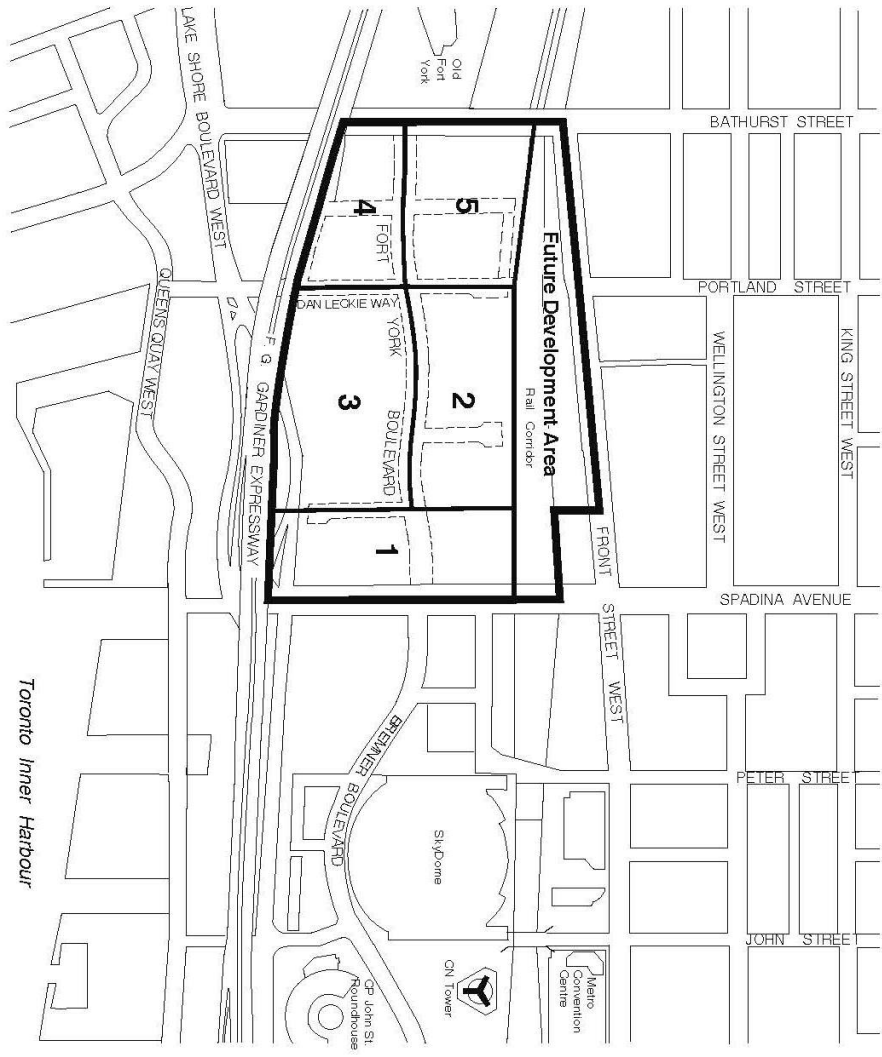
-  Secondary Plan Boundary
-  Precinct Areas



City Planning

Railway Lands West Secondary Plan

MAP 19-5 Precincts Plan



North Scale 

Toronto Inner Harbour