

PART II – PLANNING FRAMEWORK

a) Provincial

Land use planning in Ontario is informed and directed by the *Planning Act*. The *Planning Act* requires that municipalities have regard to matters of provincial interest. It further establishes that the province will issue policy statements on matters related to municipal planning that are of provincial interest.

i) Provincial Policy Statement (PPS)

The PPS is issued under Section 3 of the *Planning Act* and provides policy direction on matters of provincial interest related to land use and development in Ontario. A new PPS came into effect on March 1, 2005. The PPS supports an effective and efficient land use planning system for the purpose of providing for appropriate development, the management of resources and the protection of public health and safety. PPS policy areas applicable to the Review include the following:

- encouraging a mix of land uses and densities to efficiently use land, infrastructure and public service facilities while minimizing negative impacts to air quality and climate change.
- promoting intensification in appropriate locations, taking into account existing and planned development and infrastructure.
- ensuring sufficient lands and infrastructure are available to accommodate an appropriate range and mix of employment, residential, recreational and open space uses.
- providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, open space areas and trails.
- planning public streets, spaces and facilities to be safe, to meet the needs of pedestrians, and to facilitate both pedestrian and non-motorized movement, including walking and cycling.
- coordinating growth, infrastructure and public service facilities planning.

ii) Places to Grow - Growth Plan for the Greater Golden Horseshoe

On June 16, 2006, the Government of Ontario released the Growth Plan for the Greater Golden Horseshoe. The Growth Plan is a provincial plan within the meaning of the *Planning Act* and the Provincial Policy Statement and is to prevail if there is a conflict between the two documents. The Growth Plan is intended to guide municipal decision-making on where and how urban areas should grow and speaks to matters related to population and employment, transportation, infrastructure, urban form, housing, natural heritage and resource protection. The Growth Plan is meant to clarify and strengthen the PPS and sets out interest in areas including the following:

- reducing automobile dependency through mixed-use, transit supportive and pedestrian friendly development.

- providing convenient access to intra- and inter-city transit and intensifying urban areas particularly around major transit stations.
- providing for a range and mix of housing, including affordable housing, a diverse and compatible mix of land uses, and high quality public open spaces.
- ensuring an adequate supply of lands for employment in support of a diversified economic base.
- conserving cultural heritage and archaeological resources as intensification occurs.

iii) *City of Toronto Act (2006)*

On June 12, 2006 the Stronger City of Toronto for a Stronger Ontario Act, 2005 received royal assent and enacted the new *City of Toronto Act 2006*. The City was granted enhanced powers with respect to site plan control under this Act enabling the City to consider the exterior design of buildings including character, scale, appearance and design features of buildings. The Act also gives the City the ability to review the sustainable design of buildings, including green roofs, solar panels and water-conserving landscaping, as part of site plan control.

The City of Toronto also received an additional power under site plan control to include adjacent, off-site public boulevard enhancements or improvements such as landscaping, paving, street-furniture, curb ramps, waste and recycling containers, and bicycle parking facilities in a site plan agreement.

b) Municipal

i) City of Toronto Official Plan

The City of Toronto Official Plan is the primary policy document for City Planning. The Plan contains objectives and policies which provide direction on how to manage physical growth and change in the City. Municipal Official Plans are prepared in accordance with the *Planning Act* and incorporate and reflect matters of provincial interest.

Principles for successful city-building direct the Plan – diversity and opportunity, beauty, connections, leadership and stewardship. The policies of the Plan support this direction and provide guidance to integrate social, economic and environmental perspectives in order to create an attractive, strong and successful City.

The City's Official Plan complements and supports the PPS and the provincial Growth Plan and provides policies in areas relating to:

- accommodating growth through redevelopment and intensification;
- protecting and preserving employment lands;
- ensuring transit and pedestrian supportive development;
- reducing automobile dependency;

- establishing a mix of land uses;
- improving the City's air quality;
- protecting and enhancing key natural features;
- promoting the timely provision of community services;
- providing affordable and special needs housing; and,
- improving access for persons with disabilities.

The Official Plan is to be read in its entirety and all policies of the Plan must be considered when making decisions about the City's future. The existing Downsview Area Secondary Plan forms part of the Official Plan and provides detailed policy direction for future development. The Secondary Plan implements and is supported by the Official Plan policies, of which the following sections are noted:

Chapter 2 – Shaping The City, sets out principles to steer growth to specific areas of the City while protecting neighbourhoods and green spaces. *Employment Districts* and *Avenues* are specifically identified as areas for employment and residential growth. The majority of the lands within the Secondary Plan area are identified as *Employment Districts*. Lands along Keele Street and portions of Sheppard Avenue are identified as *Avenues*.

Figure 2 – Excerpt of Official Plan Map 2 – Urban Structure



Figure 2 to the right shows an excerpt of Official Plan Map 2 – Urban Structure for the northwest portion of the City that includes the Downsview Secondary Plan area. *Employment Districts* are shown in purple, *Avenues* in brown. The *Green Space System* is shown in green and *Neighbourhoods* are shown in a tan colour

Chapter 3 – Building a Successful City, provides policy direction on matters related to built form and the public realm, public art and heritage, housing and community services and facilities, parks and open spaces, the natural environment, the economy and culture. Of particular relevance to the Secondary Plan review is the section on building new neighbourhoods. This section requires a comprehensive planning framework be established to guide the development of new neighbourhoods so that they become complete communities and are integrated into the surrounding City.

Chapter 4 – Land Use Designations, contains policies and development criteria for each of the land use designations. An excerpt of Map 16 is shown in Figure 3, and provides the land use designations for northwest Toronto including the lands within the Downsview Area Secondary Plan. Map 16 designates the lands within the Plan area as *Employment Areas* (purple), *Neighbourhoods* (yellow), *Apartment Neighbourhoods* (orange), *Mixed Use Areas* (red), *Institutional* (blue), *Natural Areas* (dark green), and *Other Open Space Areas* (light green).

Specific policy direction for each of these broad land use designations is contained in the Downsview Area Secondary Plan. However, general policy intentions and expectations can be summarized as follows:

Employment Areas (purple) are intended to be places of business and economic activity and to contribute to the creation of competitive, attractive and highly functional employment areas. Within the Secondary Plan, this designation includes the Bombardier plant and associated runway, the TTC yard at Allen Road and Wilson Avenue, and the lands on the south side of Wilson Avenue.

Mixed Use Areas (red) surround the Allen Road and Sheppard Avenue intersection and are expected to support a broad range of commercial, residential and institutional uses in single use or mixed use buildings.

Neighbourhoods (yellow) are considered to be physically stable areas made up of residential uses in lower scale buildings. Parks, low scale institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are all permitted in *Neighbourhoods*.

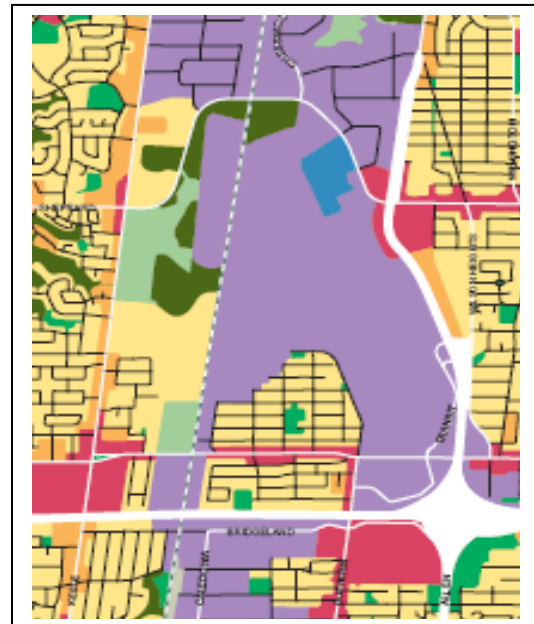
Apartment Neighbourhoods (orange) are also residential neighbourhoods and this designation permits the same uses as *Neighbourhoods* as well as residential development at a greater scale.

Parks and Open Space Areas (light green and dark green) are intended to reflect the parks, open spaces, ravines, valleys, waterfront and cemeteries in the City.

The *Institutional* designation (blue) reflects the Department of National Defence and Department of Research and Civil Defence lands.

Chapter 5 – Implementation: Making Things Happen, outlines the tools that can be used to implement the policy direction of the Plan. This chapter establishes the role of secondary plans to provide more detailed and localized policy direction to guide growth and change and encourages the concurrent preparation of implementing zoning. The role of other implementation plans and strategies to realize growth and development objectives is also highlighted. These other tools can include transportation master plans, urban design guidelines and other more specific initiatives.

Figure 3 – Excerpt of Official Plan Map 16 - Land Use Designations



ii) Downsview Area Secondary Plan

The existing Downsview Area Secondary forms Part 7 of Chapter 6 of the City of Toronto Official Plan. The existing Secondary Plan contains specific land use designations and policies to direct development in the Plan area. The purpose of the Secondary Plan Review is to re-evaluate and update the existing Secondary Plan. However, as the existing approved Secondary Plan forms the starting point for the review and reflects the existing permitted land uses and development levels, it is important and relevant to understand the major goals, land use designations and policies of this Plan.

The major goals of the Plan are to:

- Create a major public park along Keele Street, an associated open space network through the Plan area, and connect this open space network to the larger city green space system.
- Develop a unique, high quality built environment in a park-like setting.
- Provide for a balanced mix of urban land uses at a level consistent with the capacity of the regional transportation system.
- Establish appropriate built form and land use relationships in the Plan area and adjacent lands.
- Celebrate and commemorate the area's military and aviation history.
- Foster economic growth and revitalize the Downsview community.

The goals of the Plan are intended to be realized through a development framework that provides for a large amount of public parkland, new residential neighbourhoods, a full range of employment uses, a cultural interpretation of the area's military and aviation history, a system of open spaces and connections, and an urban design framework that promotes the development of a high quality urban environment.

The Secondary Plan also refers to a Transportation Master Plan and Urban Design Guidelines. A Transportation Master Plan was prepared as a separate document, but is part of the approved Secondary Plan. The Transportation Master Plan recommends a road network to support the development framework and forms the basis for future environmental assessments that may be required for specific transportation works. A more detailed discussions of the Transportation Master Plan and related information on the transportation inventory and existing conditions forms part of the consulting team's memorandum completed for Phase 1 of the Review.

Urban Design Guidelines were also prepared as part of the 1999 Plan and are referenced in the Secondary Plan and form a separate but important supporting document for the area. The guidelines illustrate and describe urban design concepts for the lands and set out principles for ensuring appropriate built form relationships. The Downsview Urban Design Guidelines can be viewed on the City's website at www.toronto.ca/planning/urbandesign/downsview.htm.

The Allen Sheppard Urban Design Guidelines are a more detailed development framework for the lands around three quadrants of the Allen Road and Sheppard Avenue West intersection, of which the southwest and southeast quadrants are within the Downsview Area Secondary Plan. These guidelines were the result of a study completed in 2000 to set out a structure plan of streets, blocks and open spaces, and public realm guidelines for the lands around this intersection. The guidelines can be viewed on the City's website at www.toronto.ca/planning/urbandesign/allensheppard.htm

Figure 4 below is the existing Downsview Area Secondary Plan Land Use Plan. Directly following that is Figure 5 which is a table summarizing the key policy directions of the land use designations.

Figure 4 – Existing Downsview Area Secondary Plan Land Use Plan

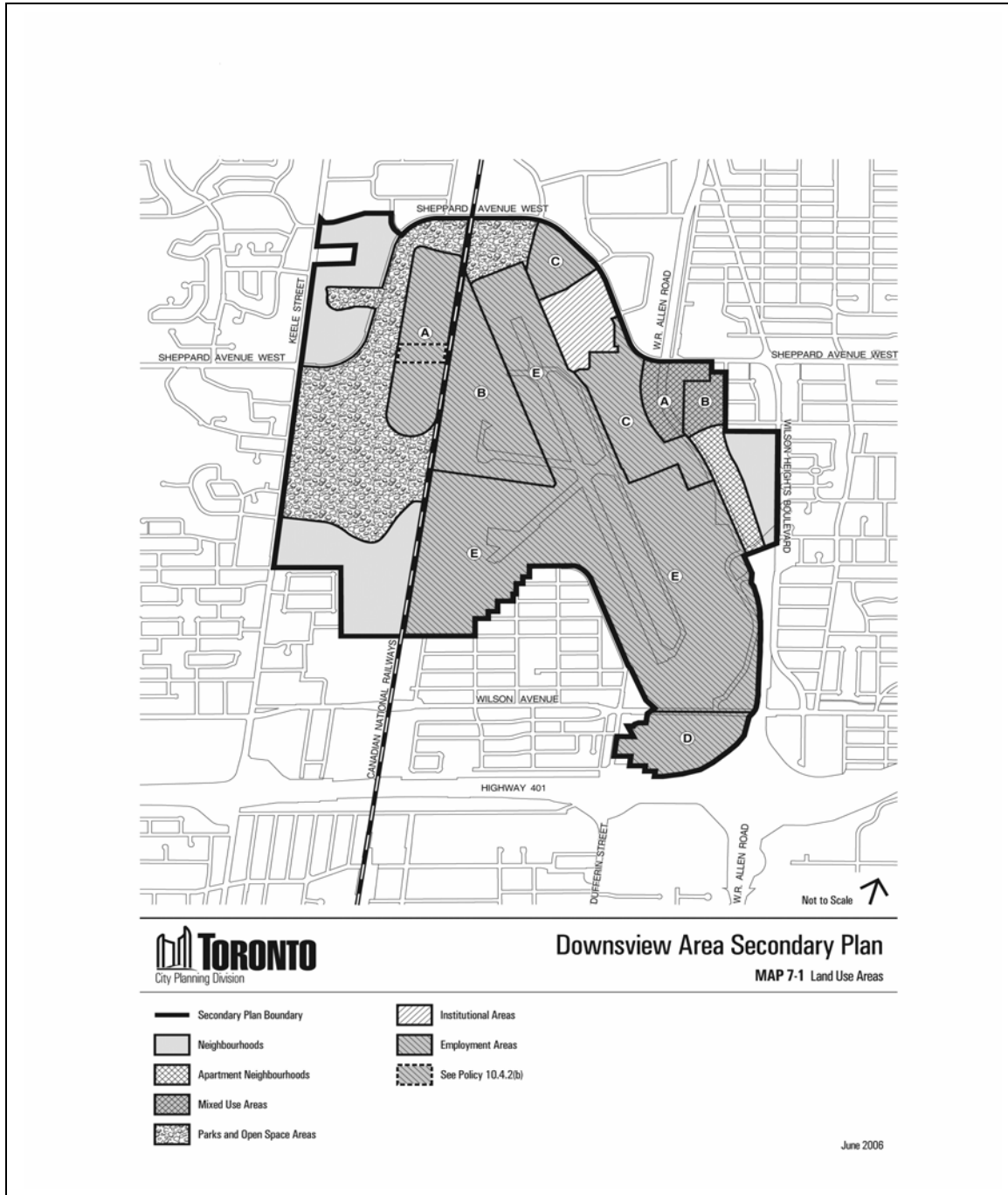


Figure 5 – Summary of Downsview Area Secondary Plan Land Use Designations

NOTE: to view the entire Downsview Area Secondary Plan Go to: www.toronto.ca/planning/downsview.htm

Designation & Land Area	Key Policy Direction
<i>Park Land and Open Space Areas</i> 90 hectares	<ul style="list-style-type: none"> - Parkland (minimum 218 acres) on the east side of Keele Street. - Parkland (minimum 4 acres) on the southeast corner of Allen and Sheppard. - A maximum of 4% of park lands may be used for buildings or structures.
<i>Employment Area A</i> 27.6 hectares	- A research, technology and office employment area of up to 3 million square feet oriented along and west of the CN rail line on either side of Carl Hall Road.
<i>Employment Area B</i> 39.2 hectares	- A cultural campus developed as a fine-grained, urban, pedestrian area with new development preserving, reinforcing and replicating the informal, close knit context created by existing buildings.
<i>Employment Area C</i> 32 hectares	<ul style="list-style-type: none"> - Office and employment uses, including office, sport, entertainment, retail and service areas, to a maximum density of 1 times the lot area. - A public park (minimum 1.4 acres).
<i>Employment Area D</i> 18 hectares	- Retail and service commercial uses to a maximum density of 0.5 times the area of the land.
<i>Employment Area E</i> 206.5 hectares	- Bombardier manufacturing plant and associated airport runway, and TTC Station and works yard. Policies encourage site improvements related to buffering. For Bombardier, policies also encourage provision of a new north parking lot with access to Carl Hall Road.
<i>Apartment Neighbourhood</i> 9.7 hectares	- Residential to a maximum density of 1.5 times the area of the land.
<i>Neighbourhoods</i> South End 31.2 hectares North End 24.5 hectares Wilson Heights 9.6 hectares	<ul style="list-style-type: none"> - Mix of single detached, semi-detached and townhouse residential uses to a maximum density of 30 units per hectare. At the north end of the PDPI lands 1 hectare can be developed with a residential building to a maximum density of 1.0 and a maximum height of 6 storeys. On lands east of Allen Road, protection for a minimum 4 acre linear park. <u>Approximate</u> number of units: South end of PDPI lands = 936 units North end of PDPI lands = 830 units City lands along Wilson Heights = 288 units
<i>Mixed Use Areas</i> Area A 10.5 hectares Area B 5.5 hectares	<p>Area A – a maximum density of up to 3 times the area of the land, predominantly for commercial office and residential uses. Height and density are to be concentrated at the intersection of Allen and Sheppard (45 metres) and to step down in height away from the corner to provide a transition to surrounding stable areas. (Approximate total floor area = 288,000 m²)</p> <p>Area B – a maximum density of up to 2.0 times the area of the lot for residential, office, retail and service commercial, public park, transportation facilities and parking. A minimum 5 acre neighbourhood park should be provided. (Approximate total floor area = 55,000 m²)</p>
<i>Institutional</i> (16 ha)	- Lands and operations of the Department of National Defence.
CN Rail (5.5 ha)	- Lands under ownership and authority of CN rail.

iii) Zoning By-law

Zoning by-laws have the effect of putting the Official Plan into action on a 'site-specific' basis. They specifically regulate the use of land and set out permitted densities, building heights and setbacks, parking and open space requirements.

Almost all of the lands within the Secondary Plan area are zoned 'A – Airport Hazard Zone' by the former City of North York Zoning By-law 7625. When lands in this zone category are under the ownership of the Department of National Defence or a public authority the use permissions under this zoning are very broad. If the lands are conveyed to a non-public entity, the lands are subject to the zoning provisions of the zone situated on the opposite side of the street or the nearest zone.

Those lands that are not zoned 'A – Airport Hazard Zone' are as follows:

- The Bombardier manufacturing lands (the buildings and parking lots, but not the runway) which are zoned 'M2 – Industrial Zone 2' by the former City of North York Zoning By-law 7625;
- The lands associated with the Wilson Subway Station and TTC rail yard which are zoned 'R4 – Residential Zone' and 'C1 – Commercial Zone'; and,
- A small portion at the south end of the City (Build Toronto) lands on the east side of Allen Road which are zoned 'R4 – Residential Zone'.

As part of the Secondary Plan Review, staff will be seeking to develop implementing zoning for portions of lands within the Secondary Plan area to reflect the policy intent of the Secondary Plan and provide more clarity on the land uses and development standards that would be permitted.

Schedule D of Zoning By-law 7625 is an airport hazard map that establishes height limitations relative to the operational requirements of the Downsview airport runway. Bombardier Aerospace has advised that they are currently reviewing their flight path operations, the outcome of which may result in some modifications to the height limitations.

c) Other Documents

i) Restrictive Covenants

In addition to the municipal Official Plan and Zoning By-law documents, there are restrictive use covenants on some of the lands within the Secondary Plan area which reflect and relate to historic ownership, uses and relationships.

Most of the City owned lands, which are located east of Allen Road, were part of the former Canadian Forces Base Downsview and were acquired by the Municipality of Metropolitan Toronto from the Department of National Defence in 1987. These lands are subject to restrictive covenants in favour of lands west of the William Allen Expressway held by the Department of National Defense, PDPI and Bombardier which limit future uses to government uses, specified industrial activities, office and bank uses and which restrict the height of development. The City, DND, PDPI and Bombardier are in discussions regarding the removal of these restrictive covenants.

The Bombardier lands are also subject to restrictive covenants held by PDPI which limit the use of the lands. Bombardier requires the agreement of the federal government to undertake any changes such as, but not limited to, the sale of lands or changes to land use permissions.

ii) Keele Street and Wilson Avenue Studies

As part of the federal government decommissioning of CFB Downsview, studies of Keele Street and Wilson Avenue in the vicinity of the base were undertaken. These studies were undertaken in 2000-2001 and were adopted by City Council at its meeting of July 24-26, 2001. The purpose of these studies was to consider opportunities for the viability and revitalization of these areas following the departure of the military operations on the lands. Keele Street was examined between Highway 401 and Steeles Avenue. Wilson Avenue was examined from Bathurst Street to just west of Keele Street.

The Keele Street study recommended reinvestment and redevelopment along the street to support the proposed *Avenues* growth objectives emerging through the Official Plan review that was underway at the time, and improve the physical environment of the street. The study emphasized the need for park development along the street to be active and animated in order to contribute to the character and vitality of this section of Keele Street. For the portion of the Wilson Avenue Study between Dufferin Street and Wilson Heights Boulevard, improvements to the public realm were recommended and opportunities to redevelop the City owned commuter parking lots around the Wilson Subway station were identified.

d) Parc Downsview Park Inc. Sustainable Community Development Guidelines

The Government of Canada announced the creation of a national urban park on the Downsview lands in 1994. The National Defence budget impact paper referred to in the 1994 Budget indicated that “the Downsview site will be held in perpetuity and in trust primarily as a unique urban recreational green space for the enjoyment of future generations”. In November 1995, the federal government approved, in principle, the use of about 243 hectares of Downsview land for development of the park based on principles of retaining more than one-half of the site as parkland, the ability to be self-financing and the accommodation of a continuing military presence.

Originally, CLC Downsview Inc. was incorporated as a wholly owned subsidiary of Canada Lands Company Limited to assume this role. In 2000, the corporation’s name was changed to Parc Downsview Park Inc. to explicitly project the park focus. On September 3, 2003 PDPI became a deemed parent Crown corporation and is now an autonomous subsidiary of CLC. PDPI reports directly to Parliament through its responsible Minister, currently the Minister of Transport, Infrastructure and Communities. In July 2006, the Department of National Defence transferred the majority of the lands to PDPI for Downsview Park. PDPI now is responsible for 231 hectares (571 acres) and DND is responsible for 29 hectares (72 acres). As part of the disposition of the former military lands, PDPI and DND entered into agreements for the provision of replacement housing for the military on the PDPI lands.

Since the mid-1990's PDPI has been evolving the vision for their lands. In 2007 PDPI released an updated vision for their lands which includes a development concept and related Sustainable Community Development Guidelines. The development concept envisions five development areas for their lands, as well as the national urban park. Figure 7 is a map of the PDPI development concept. PDPI's Guidelines, which include the development concept, can be accessed on their website at www.pdp.ca. Figure 8 provides a summary of the land areas and key policy direction for each area. An evaluation of PDPI's updated vision and development plan is being undertaken as part of the Secondary Plan Review.

Figure 6 – PDPI Proposed Development Concept



Figure 7 – Summary of PDPI Proposed Development Concept
(based on information provided by PDPI)

Proposed Area	Summary of Proposed Development
Allen <i>16.2 hectares</i>	Proposing green space (6.7 ha) adjacent to the airport runway and DND/DRDC lands and residential (278,710 m ²) and commercial (49,610 m ²) development for an overall density of 2.0 times the lot area.
Chesswood <i>18.6 hectares</i>	Proposing green space (3.6 ha) adjacent to the CN rail line and mixed residential and commercial development for the remainder of the area totalling 302,000 m ² for an overall density of 1.6 times the lot area.
National Urban Park <i>127 hectares</i>	<p>Comprised of four sub-areas:</p> <p>i) Action Zone, Promenade & Cultivation Campus (83.4 ha) – proposed as primarily park and open space with supporting park pavilions and shelters providing washrooms, concessions/restaurant, educational and community facilities. Existing floor area is 11,600 m²; proposed additional floor area of 30,100 m². Total development would be 5% of land area.</p> <p>ii) Cultural Commons centred on Carl Hall Road (9.1 ha) – Intended for indoor and outdoor cultural, educational, retail and restaurant uses. Development to create a pedestrian scale, village-like setting. Existing floor area is 21,800 m²; proposed additional floor area of 18,300 m². Total development would result in a density of 0.5 times the lot area.</p> <p>iii) Sports Centre centred around existing hangars and active recreation area (28.4 ha) – existing hangar complex and surrounding lands are proposed to continue to evolve as a sports centre. Existing floor area 41,884 m²; proposed additional floor area of 43,386 m². Total development would result in a density of 0.3 times the lot area.</p> <p>iv) Sheppard Neighbourhood (6.1 ha) – envisioned as a ‘grand allee’ national park corridor.</p>
Sheppard <i>21.6 hectares</i>	This area will be where the future TTC and GO stations are located. Proposing to develop the neighbourhood with a mix of residential and commercial uses totalling 409,000 m ² for a total development density of 1.9 times the area of the lot (this does not include the ‘grand allee’ proposed to be part of the National Urban Park).
Stanley Greene <i>21.3 hectares</i>	Proposing a total of 830 units, 225 of which would be military housing, 85 of which would be single detached dwellings flanking the adjacent neighbourhood, and 520 of which are proposed to be in buildings between 6-7 storeys in height. A park space of approximately 3.56 ha is also proposed. Overall, would result in approximately 39 units per hectare.
William Baker <i>25.1 hectares</i>	Proposing a woodlot/ park space of 5.9 hectares. Remainder of lands proposed for 493,300 m ² residential (approximately 5,310 residential units) and 70,600 m ² commercial. Residential units are proposed to be in buildings up to 17 storeys in height. Total overall density would be 2.25 times the area of the land.