PRIVATELY-OWNED PUBLICLY ACCESSIBLE SPACES

DRAFT URBAN DESIGN GUIDELINES

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City of Toronto
Privately Owned Publicly-Accessible Space Draft Urban Design Guidelines are available online:
www.toronto.ca/planning/POPS.htm

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1.0 Introduction

WHAT ARE POPS?

As Toronto continues to grow, there is an increasing need and demand to revitalize existing parks and open spaces as well as to create new parks and publicly-accessible open spaces.

In order to provide this much needed open space within Toronto’s dense urban landscape, the City often negotiates with private developers to include Privately Owned Publicly-Accessible Spaces, or ‘POPS’ for short, as part of the development application and review process. POPS are a specific type of open space which the public are invited to use, but remain privately owned and maintained. They are a key part of the city’s public realm network, providing open space in much needed locations across the city and complementing existing and planned publicly owned parks, open spaces and natural areas.

POPS are intended to complement the City’s public parks, open space and natural areas, not replace them. One way by which the City expands and enhances the public park and open space network is through Parkland acquisition strategies, whereby land or cash in lieu of land is provided to the City as part of the development process. Further information on these policies is provided in Section 3.2.3 Parks and Open Spaces of the City’s Official Plan.

As of 2014, over a hundred of these publicly-accessible open spaces have been secured and built through the development application process, and it is evident that these spaces take a variety of forms and serve a variety of functions. Through proper design and management, POPS will have a positive contribution to the character of the city and improve the pedestrian experience for city residents.
ROLE OF PARKS & OPEN SPACES IN CITY BUILDING

The City relies on parks and open spaces to help achieve city building goals such as creating landmarks, providing a civic setting for city life, framing view corridors and public art, and marking important locations.

These open spaces are places of retreat, relaxation and recreation that contribute to the health and well-being of City residents, workers, and visitors. They also form part of the neighbourhood character, create a sense of place and become a setting for a variety of uses. Fulfillment of these objectives must become the design framework for developing open space, from the scale of a large urban plaza to a mid-block pedestrian connection. Toronto’s public realm - its streets, parks and open spaces are its shared outdoor rooms where our civic life takes place.

The City’s Official Plan is clear on the critical role that public open space plays in developing and nurturing the city. The draft Urban Design Guidelines for POPS build upon Official Plan direction by providing guidance on the location, programming and design of these spaces so that they contribute to the City’s overall open space network in a meaningful way.

“… public spaces draw people together, creating strong social bonds at the neighbourhood, city and regional level. They convey our public image to the world and unite us a city. They set the stage for our festivals, parades, and civic life as well as for daily casual contact. Public space creates communities.” (3.1.1 The Public Realm)

“Great cities not only have great buildings – but the buildings work together to create great streets, plazas, parks and public spaces.” (3.1.1 The Public Realm)

“As Toronto grows and changes, the parks and open space system will need to expand.” (Section 3.2.3 Parks and Open Spaces)
The City’s Official Plan identifies the need for new development to incorporate different types of open space:

“1. New development will provide amenity for adjacent streets and open spaces to make these areas attractive, interesting and comfortable and functional for pedestrians:

a) improvements to adjacent boulevards and sidewalks respecting sustainable design elements, which may include one or more of the following: trees, shrubs, hedges, plantings or other ground cover, permeable paving materials, street furniture, curb ramps, waste and recycling containers, lighting and bicycle parking facilities;

b) co-ordinated landscape improvements in setbacks to create attractive transitions from the private to public realms;

c) weather protection such as canopies, and awnings;

d) landscaped open space within the development site;

g) public art, where the developer agrees to provide this, to make the building and its open spaces more attractive and interesting.”
(Section 3.1.2 Built Form)

“13. Interior shopping malls, underground concourses, plaza walkways, and private mid-block connections will be designed to complement and extend, but not replace, the role of the street as the main place for pedestrian activity. They should be accessible, comfortable, safe and integrated into the local pattern of pedestrian movement with direct, universal physical and visual access from the public sidewalk and clear path-finding within.

Additional infrastructure needed for the building of new communities will be laid out and organized to reinforce the importance of public streets and open space as the structural framework that supports high quality city living.”
(Section 3.1.1 Public Realm)

There is supportive direction from the Provincial level as well. Section 1.5 Public Spaces, Recreation, Parks, Trails and Open Space of the Provincial Policy Statement 2014 (PPS) identifies that “healthy, active communities should be promoted by:

a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;

b) planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources”.
(from Section 1.5.1 of the PPS).
PURPOSE OF THE URBAN DESIGN GUIDELINES

As the City continues to secure POPS to expand the open space network across the city, the design of these spaces has a growing importance. The Guidelines assist in the interpretation of the Official Plan’s Public Realm and Built Form policies and will play a critical role in shaping these open spaces through the development application and review process. Design excellence of the city’s open spaces will result from a collaborative process between the City, the development community and the public.

The Guidelines build upon the Official Plan’s direction that new developments provide amenity in the form of open space by providing guidance on the scale, function, design and furnishing of these spaces, with the intent to achieve safe, comfortable, accessible and beautiful spaces. The Guidelines also provide direction for locating and designing publicly-accessible open space to complement the City’s network of public spaces. To that end, City Planning has developed these draft urban design guidelines for POPS.

The Guidelines will help achieve optimal locations and scale for POPS, high quality design that enhances development and fits into the neighbourhood context. The Guidelines will also ensure that these spaces incorporate appropriate amenities for the communities they serve, and that they are open and welcoming to the public.

The purpose of the Guidelines is to provide design direction to the development community, including architects, landscape architects, urban designers, planners and developers, and to facilitate discussions between City Staff, local residents and the development community in the location and design of new publicly-accessible spaces and the revitalization of existing POPS. Planning for POPS will occur through a range of development review processes, including Official Plan Amendments, Zoning By-law Amendments and Site Plan Applications.

The Urban Design Guidelines are intended to be read together with the Official Plan, Secondary Plans, applicable Zoning By-Laws, Heritage Conservation District Plans, the Toronto Green Standard, the Toronto Development Guide, as well as all other applicable City Policies, standards, guidelines and requirements. The Guidelines contained in this document are intended to work with and complement other urban design guidelines used to evaluate development applications.

HOW TO USE THE URBAN DESIGN GUIDELINES

These draft Urban Design Guidelines are an evolving document which may be revised, from time to time, to reflect new findings or recommendations made by area specific studies and/or guidelines or through the on-going review of development applications that include POPS. The Urban Design Guidelines presented in this document are intended to provide a degree of certainty and clarity of common interpretation, however, as guidelines, they should also be afforded some flexibility in application, particularly when looked at cumulatively. The guidelines are not intended to be applied or interpreted independently of each other but rather, the guidelines should “work together” to guide the design of successful publicly-accessible open spaces.
2.0 ROLE OF POPS IN THE OPEN SPACE NETWORK

The location, design and development of publicly-accessible open spaces contribute to the quality of life for residents, workers and visitors.

The layout, programming and design of open spaces, including privately owned publicly-accessible spaces on a site, is a process that must happen concurrently, or in advance of, the layout, programming and design of the buildings, whether on a single site, city block or as a part of neighbourhood redevelopment. Building massing and location should be arranged on the site to provide the best possible environment for open spaces. Open space, including POPS, should never be the “left over” space on a site after the building has been programmed, located and designed. The location, scale, character and programming of open space is an iterative process that will achieve a balance of building and open space opportunities and requirements on a site, as well as extending and enhancing the local and city-wide open space network.
2.1 CREATING A NETWORK OF OPEN SPACES

Integrate and complement the City’s overall open space network.

POPS are an important part of the City’s open space network and public realm. The success of POPS lies not just within the design of the spaces themselves, but in how they work with surrounding public spaces, including streets, parks and other open spaces to contribute to the overall network. POPS should not evolve in an ad hoc manner, but rather as a well-designed layer within the City’s open space system, filling in gaps where necessary, creating new focal points, protecting important views and enlivening the public realm.

In contemplating POPS for a given site, there are several considerations:

- Is this site an ideal location for a POPS?
- Is there an optimal location for POPS within the site?
- What are the opportunities for open space to connect with other nearby POPS / Parks / Open Spaces / Natural Areas?
- What form or configuration of POPS is appropriate for: 1) this neighbourhood; 2) this demographic; 3) this site?
- How do these considerations support city-building objectives?
- How does it enhance the overall open space network?

This list is not exhaustive, but represents key considerations for the planning and design process.
New open spaces should be provided in locations that complement existing public open spaces on adjacent lands and encourage public accessibility. From the City’s Official Plan “New parks and open spaces will be located and designed to: a) Connect and extend, wherever possible, to existing parks, natural areas, and other open spaces…” (Section 3.1.1 The Public Realm).

POPS should be informed by an analysis of the immediate site and broader neighbourhood context. This will help inform the specific role that each POPS will play, so that they complement the network in the best possible way. Furthermore, it is important to design POPS in consideration of the existing and planned public realm, including streetscapes, parks and open spaces.

Through consideration of this context, these open spaces should fit seamlessly within the City’s larger public open space network.

a. Support and enhance city-building, urban structure and urban design objectives for the City. For example, development sites at important intersections could be enhanced with open space.

b. Ensure access and visibility to POPS from adjacent public streets, parks or other public spaces. This legibility of the public nature of POPS will enhance usability.

c. Provide appropriate signage to indicate the location of POPS when not adjacent to the public street, for example a courtyard space.

d. Optimize the siting and design of open space in new developments to enhance views or visual corridors to public streets, open spaces, heritage sites and landmarks.

e. Utilize mid-block pedestrian walkways to connect POPS with nearby public open spaces.
2.2 ENHANCING BUILDING & SITE PROGRAM

Create open spaces that enhance the planned program of the site and building.

Open spaces should be planned comprehensively within the site, block, district and neighborhood to complement and extend existing public streets and parks. Open spaces should be designed to serve specific functions and activities for adjacent buildings and uses.

The guidelines that follow identify possible scenarios for informing the design of open spaces, but are not intended to form an exhaustive list.

a. Connect with and expand other parks and open spaces such as parks, trails and other pedestrian connections.

b. Avoid fragmentation of open spaces where possible. Larger areas provide more flexibility to accommodate a range of social functions as well as more usable space.

c. Consider pedestrian movement through the site. Adjacent or nearby public uses such as open spaces, schools or community centres might inform where and how pedestrian circulation networks should be provided. Consider existing and potential pedestrian desire lines in the design and placement of walkways.

d. Consider the microclimate created by surrounding buildings. Ensure that locations for uses such as patios or other outdoor gathering spaces are located in areas of sunlight and protected from adverse wind conditions.

e. Enhance prominent building entrances with open spaces, such as a forecourt, plaza or garden.

f. Animate the street with active uses and allow for sufficient setbacks for these to function. Examples may include patios, retail display areas or community markets.

Provision of children’s play structures can animate open space in residential areas (at the corner of Doris Avenue and Byng Avenue).

The entrance to this residential building located on Sheppard Avenue East is enhanced with landscaping and a water feature.

Seating in this sunny location in the Financial District is provided as a space for outdoor dining.
2.3 RESPECTING & CELEBRATING HERITAGE

Design publicly-accessible spaces to complement heritage features.

The design of open space can complement heritage sites or resources in an appropriate manner and the visibility and use of heritage sites can be enhanced and supported by adjacent open spaces. The strategic location of open spaces near cultural and natural heritage features can create improved views, vistas or spatial definition of the heritage resource.

The design of open space on heritage properties, including any landscape or built elements within the space, must be compatible with heritage and will be subject to Heritage Preservation Services' approval.

Heritage refers not only to existing heritage structures, elements or features found on site, but also to structures or features that no longer remain on site, but that should be referenced through the redevelopment of the site. From Official Plan Section 3.1.5 Heritage resources: “Lost historical sites should be commemorated whenever a new private development or public work is undertaken in the vicinity, including sites where: a) major events occurred; b) landscape features, such as rivers, streams and shorelines, have disappeared from the cityscape; and c) important institutions, residences, industries, landmark buildings or settlements once existed.”
In addition to the guidelines below, consultation with Heritage Preservation Services, Parks or Natural Heritage Planning should be part of the design process for open spaces located on or adjacent to, a cultural or natural resource to ensure that an appropriate approach is taken. Should a POPS be proposed for a site within a Heritage Conservation District, direction from the district plan prevails.

a. Ensure compatibility of both design and function for POPS located on, or adjacent to heritage properties.

b. Ensure heritage resources are visible from adjacent streets or public open spaces.

c. Highlight the uniqueness of local characteristics in terms of landform, landscape character, vegetation and landmarks.

d. Where the history of the site is of public interest, locate amenities in the open space that make reference to this history. This may include plaques, public art or other features.

e. Where there is an advantage to locating POPS in proximity to a heritage structure or resource, sightlines and pedestrian access should be key considerations.

f. Ensure that heritage features are meaningfully incorporated into the POPS.

g. Where POPS are sited adjacent to heritage features:
   • Ensure views to these heritage features are maintained.
   • Ensure appropriate setbacks for any new architectural or landscape features in order to protect the integrity of the heritage structure, feature, element or site.

A pedestrian walkway is located adjacent to a ravine near Bayview Avenue and Broadway Avenue.

Inlays in the sidewalk can identify historic features of a space.
3.0 OPEN SPACE CLASSIFICATIONS

The scale, design and programming of existing open spaces vary across the city. As new POPS are developed the type and character of these open spaces must be designed to respond to the neighbourhood context and site.

Chapter 3: Open Space Classifications provides general guidance for designing the different types of privately owned publicly-accessible spaces.

The list of types is not exhaustive, nor does it describe every possible situation. There may be instances of hybrids of open spaces types, for example, a plaza that functions as a forecourt, or a courtyard that is also a garden. In general, the following classifications include:

- Courtyards
- Plazas
- Gardens
- Walkways / Mid-block Pedestrian Connections
- Forecourts
- Landscaped Setbacks / Boulevards
- Publicly-Accessible Interior Pedestrian Connections

There are other commonalities amongst the different types of open spaces identified in this chapter, for example the need to include pedestrian scale lighting and seating. Public art may also be used to enhance open spaces and invite the public into these spaces, and should also be considered an element which would be appropriate in most instances.

Where POPS are intended to be a seamless expansion of the City’s street and sidewalk network, the treatment of the setback should be consistent with the existing or planned streetscape design. Refer to the City’s Urban Design Streetscape Manual.
3.1 COURTYARDS

A landscaped open space, located in the interior of a single block or consolidated block with limited direct street frontage.

| Location & Scale: | Primarily enclosed by buildings on all sides with limited or no street frontage, with a variation on this type having one side open to the street. |
| | A well-proportioned space that is large enough to provide flexible programming. |
| | Located to have access to sunlight during midday. |
| | Designed as an outdoor room or set of rooms, each with its own image and character. |
| | Although a self-contained space with an inward orientation, a courtyard should be designed as part of the larger open space network to encourage public use. |
| | Generally, courtyards have a 1:1 proportion of length to width, and should be of a minimum size to include tree plantings and seating areas. |

| Uses & Programming: | Associated with both residential and commercial development blocks. |
| | Programming should capitalize on the sheltered microclimate, such as children’s play areas or patios. |
| | Uses include walking, sitting, and gathering. |

| Edges & Access: | As the courtyard is contained within a block and surrounded by buildings, the design of the building, in particular its at-grade uses, entrances, and design of the façades, will play a key role in establishing the public nature, access and character of the open space. |
| | The at-grade portion of the buildings that surround a courtyard should provide a high degree of transparency and active uses at-grade. |
| | Provide at least two points of access to a courtyard, either through walkways, mid-block connections or publicly-accessible pedestrian interior connections. This will help ensure courtyards become a usable part of a network of public open spaces. |
| | The location and design of entrances to a courtyard and accesses must be clearly identifiable as public to promote public use. |
| | Organize circulation to provide direct visual and physical links to adjacent streets. |

| Landscape & Amenities: | Provide a balance of soft and hard landscaping. |
| | Ample seating should be provided. |
| | Provide pedestrian scale lighting in courtyards as well as along connections to the courtyard. |
| | Utilize POPS signage to identify courtyard locations from surrounding public sidewalks. |
3.2 PLAZAS

An animated gathering place flanked by a public street with predominantly hard surfaced landscape features.

<table>
<thead>
<tr>
<th>Location &amp; Scale:</th>
<th>Often a predominantly hard surfaced open space, that is a major portion of the block, with at least one or two sides open to the street.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Locate and orient plazas to maximize sunlight access throughout the day and provide uses that take advantage of the sunny location (e.g. cafés and patios).</td>
</tr>
<tr>
<td></td>
<td>Generally, plazas have a 1:1 proportion of length to width, and should be of a minimum size to include tree plantings and seating areas.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Uses &amp; Programming:</th>
<th>Casual use, passing through, secondary pedestrian routes, building entrances and small gathering spaces.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Large plazas may include fountains and water features, concession stands or washrooms as appropriate (if not publicly-accessible in adjacent buildings).</td>
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<table>
<thead>
<tr>
<th>Edges &amp; Access:</th>
<th>Primarily defined by adjacent buildings, which will contribute to the unity and environmental quality of the space.</th>
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<tbody>
<tr>
<td></td>
<td>At least one edge is open to the public sidewalk. The remaining edges are comprised of building façades (either one building or multiple buildings), potentially with mid-block pedestrian connections.</td>
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<tr>
<td></td>
<td>Plazas should generally be located at the same grade level as the public sidewalk. Where changes in grade are an important element of the overall design and programming, clear and direct access from the public sidewalk must be accommodated, and ensure universal accessibility.</td>
</tr>
<tr>
<td></td>
<td>The edges of plazas should be lined with active uses at-grade, including building entrances, to animate and support the open space. Spill-out spaces, such as patios should be encouraged.</td>
</tr>
<tr>
<td></td>
<td>Large plazas should provide continuous weather protection in the form of canopies or arcades at the perimeter of the space.</td>
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<tr>
<td></td>
<td>Plazas may contain a primary building entrance.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Landscape &amp; Amenities:</th>
<th>Small scale elements should be used to create a human scale, and to define smaller sub-areas within the plaza for ample seating and gathering in the sun and shade.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Ample seating should be provided.</td>
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<tr>
<td></td>
<td>Provide pedestrian scale lighting at appropriate locations.</td>
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</tbody>
</table>

The plaza at Shops on Don Mills includes fixed and movable furniture and a balance of hard and soft landscaping.
### 3.3 GARDENS

A landscaped space of intimate scale, open to a public street and located to provide maximum sunlight during the day.

#### Location & Scale:
- A well-proportioned space with a minimum of one side open to and accessible from the public street.
- Gardens should be located and oriented to maximize sunlight access during midday.
- Can be of an intimate scale, providing a tranquil setting.

#### Uses & Programming:
- The garden should be designed as a series of clearly designed landscaped "rooms", each with a memorable sense of place.
- Each "room" should have a focal point, such as a water feature, public art installation or children's play facilities.

#### Edges & Access:
- Enclosed by buildings on two or three sides and open to the public street on one or two sides.
- Use architectural and landscape elements (e.g. canopies, pergolas, trees, plantings) for definition and enclosure of the gardens.
- Active uses, with views into the garden should be located at-grade along the enclosing building façades, and spill out space should be encouraged.
- Gardens should not provide the primary access to the adjacent buildings.

#### Landscape & Amenities:
- Predominantly soft landscaping or a balance of soft and hard landscaping.
- Plant materials should be tolerant of urban conditions.
- Consider seasonal impacts, especially winter conditions.
- Ensure all elements, including adjacent building façades, paving and planters are of a high-quality design, materials and construction.
- Provide ample seating, and co-ordinate seating locations with garden features.
- Provide pedestrian scale lighting at appropriate locations, and co-ordinate with garden features.
### 3.4 WALKWAYS / MID-BLOCK PEDESTRIAN CONNECTIONS

An exterior public pedestrian route at street level, usually providing a connection through the block. Improves pedestrian access and ease of movement.

Where POPS are adjacent to other open spaces, materials and patterns should be extended, such as this example of a mid-block pedestrian connection across from Simcoe Park.

A walkway along the edge of the CNIB Building located on Bayview Avenue. The pedestrian walkway is flanked by landscaping and includes art.

<table>
<thead>
<tr>
<th>Location &amp; Scale:</th>
<th>Mid-block pedestrian connections are important on long city blocks, generally blocks that are longer than 140 - 160 metres. Mid-block pedestrian connections can also help to break-up long building façades.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Mid-block connections should only be located where the block size and scale of development are large enough to ensure adequate pedestrian traffic without detracting from activity on adjacent public streets.</td>
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<tr>
<td></td>
<td>Walkways should be open to the sky and the scale of enclosing walls should provide for adequate sun and sky views.</td>
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<td></td>
<td>Open at one end to the public street and oriented perpendicular to the public street.</td>
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<tr>
<td></td>
<td>Located at the same grade as the adjacent public sidewalk(s) and connect with the public sidewalk or pedestrian routes in adjacent blocks or developments.</td>
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<tr>
<td></td>
<td>Mid-block connections or walkways should generally be a minimum width of 4 metres for the paved surface, but should be designed to address the buildings flanking the walkway.</td>
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<tr>
<td></td>
<td>Where appropriate, locate mid-block connections to align with important view corridors.</td>
</tr>
</tbody>
</table>

| Uses & Programming: | Must provide a clear pedestrian pathway with high-quality, durable paving materials. |

<table>
<thead>
<tr>
<th>Edges &amp; Access:</th>
<th>Should provide direct access to public destinations, including public sidewalks, buildings, parks, open spaces and natural areas.</th>
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<tbody>
<tr>
<td></td>
<td>Encourage safety and comfort by lining walkways and mid-block pedestrian connections with active uses that are accessible from the walkway to increase pedestrian activity, as well as windows for overlook and visual permeability.</td>
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<tr>
<td></td>
<td>Provide clear sightlines at all access points to increase public safety.</td>
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</tbody>
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<table>
<thead>
<tr>
<th>Landscape &amp; Amenities:</th>
<th>Include a repetition of elements, such as pavers, lights, seating, planters and trees.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Introduce landscape elements to provide amenity and visual interest.</td>
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<tr>
<td></td>
<td>Seating should be provided and may be integrated into building façades or planting areas.</td>
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<tr>
<td></td>
<td>Signage should be included to identify adjacent buildings or open spaces.</td>
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<tr>
<td></td>
<td>Provide pedestrian scale lighting along walkways and mid-block connections.</td>
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</tbody>
</table>
### 3.5 FORECOURTS

A landscaped open space between the public sidewalk and main entrance of a building, generally enclosed on three sides by building façades.

This residential forecourt at “Centro” in Scarborough Centre includes seating, artistic elements and landscape features.

| **Location & Scale:** | Located between the public sidewalk and main building façade and entrance. Generally defined on three sides by building façades or landscape, unless located at the corner.  
Depending on the scale, the space may function as either an extension of the public sidewalk or an amenity space.  
Where a forecourt is intended to function as an amenity space, the depth of the forecourt must allow for this function (e.g. seating). Generally, a minimum depth for this would be 4 metres.  
Where an established pattern of forecourts exists along a street, an extension of this form is encouraged to add amenity and visual interest, particularly where buildings form a continuous streetwall. |
| **Uses & Programming:** | Designed as an extension of the building, or of the public sidewalk, but always as an integral part of the sequence of building entry.  
Casual gathering in small groups may be appropriate depending on the scale of the forecourt.  
Forecourts should be publicly-accessible at all times. |
| **Edges & Access:** | At least one edge is open to the public sidewalk (may be two edges at corner locations), and building façades along the other edges, with access to the main building entrance.  
May be combined with other open spaces in the block, such as a courtyard. |
| **Landscape & Amenities:** | Provide a balance of soft and hard landscaping, and include seating.  
Planting and other amenities should not obstruct access to the main building entrances or visibility to these entrances.  
Plantings should complement the formal organization of the space (e.g. along building edges) and be integrated with the local streetscape design, while providing clear access to the building.  
Provide pedestrian scale lighting within forecourts and co-ordinate with entranceways and signage. |
3.6 LANDSCAPED SETBACKS

A landscaped open space between the building façade and public sidewalk, characterized by hard or soft landscaping treatment. In many cases this will become an extension of the public sidewalk and boulevard.

**Location & Scale:**
- Located between the public sidewalk and building façade.
- The depth will vary with the requirement for the setbacks, for example, plantings/trees or usable public space such as cafés, seating areas, etc.
- Landscaped setbacks should be considered as a series of setbacks along a block to collectively form a continuous open space setback along the street.

**Uses & Programming:**
- Casual public use, sitting, displays, cafés.
- Landscaped setbacks will be publicly-accessible at all times.

**Edges & Access:**
- At least one edge is open to the public sidewalk, or where the setback spans the length of the building, the building façade will provide one frontage.

**Landscape & Amenities:**
- May be designed as an extension of the public sidewalk and boulevard, and provide a combination of paved and planted surfaces.
- Trees and soft landscaping should be featured in the landscaped setback.
- Should include lighting and seating depending on the scale and character of the setback and building edge and amenities in the adjacent public sidewalk.
3.7 PUBLICLY-ACCESSIBLE INTERIOR PEDESTRIAN CONNECTIONS

Public routes or paths through buildings that are publicly-accessible, often connected to adjacent publicly-accessible open spaces.

**Location & Scale:**
- Publicly-accessible interior connections should be considered in conjunction with other pedestrian routes, including mid-block connections. This network of public pedestrian routes, both interior and exterior, will ultimately allow greater flexibility for pedestrians.
- Interior connections will be most useful if they provide clear visual connections to the public open spaces and other destinations that they connect.
- The City’s PATH network is the most recognizable example of an interior connected pedestrian network. Refer to the City’s Design Guidelines for PATH and Other Climate Controlled Pedestrian Networks.

**Uses & Programming:**
- Animate interior pedestrian connections with active uses (e.g. retail, cafés) and allow for spill-out spaces.
- Clearly identify the times that the interior connections will be open to the public.

**Edges & Access:**
- Access to interior pedestrian connections should be clearly signed at the entrance from the public sidewalk and other adjacent public open spaces such as parks.
- Provide direct connections between the public sidewalk and interior connections, avoiding circuitous routes.

**Landscape & Amenities:**
- Areas for sitting should be provided along interior pedestrian connections.
- Provide adequate lighting (natural light is preferred where possible).
4.0 DESIGN

The design, programming and relationship of POPS with surrounding streets, open spaces and buildings is crucial to their ability to attract the public and ensure that these are lively places where people feel safe, welcome and comfortable.

The previous chapter defined a variety of open space types, with a series of preferred conditions associated with each specific classification. This chapter outlines general design guidelines that apply to a full range of open space types and should be considered applicable to most publicly-accessible spaces.

4.1 PEDESTRIAN COMFORT

Pedestrian comfort is vital to the success and usability of POPS, and must be addressed early in the design process. There are many aspects of site design and location that will influence pedestrian comfort such as sun/shadow, wind, noise, etc. Sunlight exposure is especially important when designing spaces in the downtown and other areas of the city with tall buildings. Pedestrian level winds will also affect the comfort and usability of these spaces. Wind conditions need to be considered when siting open space within a block, and architectural or landscape features should be designed to mitigate adverse impacts of wind at the ground level.

a. Locate POPS within the block to maximize sky-views and sunlight in the space.

b. Encourage south-facing POPS, as they maximize the space’s exposure to direct sunlight.

c. Design and locate POPS to minimize adverse wind conditions and to ensure their comfort for sitting throughout the year.

This outdoor space takes advantage of the south facing location as a place for casual seating and outdoor dining in the summer months (Garden Court at Brookfield Place on Front Street West).

This courtyard at Adelaide Street East and Victoria Street provides ample seating throughout, with numerous trees to provide shade and lighting to extend the use into the evening.
4.2 PEDESTRIAN ACCESS & CIRCULATION

Well-designed open spaces are easy to access and walk through. A direct and legible relationship with the public street should be established, as this allows users to understand that these are publicly-accessible spaces.

a. Minimize changes in grade both from the public street and within open spaces. Public spaces with large changes in must ensure accessibility concerns are addressed.

b. Locate elements such as vents or large grates away from pedestrian walkways or routes as they can both detract from the aesthetic quality of the space and provide tripping hazards.

c. Define locations where pedestrian paths intersect with vehicular routes through pavement treatments, vertical markers, signaling and clear signage.

d. Promote universal accessibility. Refer to the City’s Accessibility Design Guidelines for designing accessible public spaces.

4.3 PUBLIC SAFETY

Clear sightlines between POPS and adjacent streets and buildings will assist in the public’s perception of safety. The design, location, size and shape of the open space and the inclusion of amenities such as lighting and active ground floor uses will contribute to the informal surveillance and perception of safety within an open space.

Crime Prevention through Environmental Design (CPTED) is a pro-active crime prevention strategy utilized by planners, designers, police services, security professionals and everyday users of space. CPTED advocates a ‘common sense’ approach to design, surmising that the proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime and improve the quality of life.

a. Where appropriate, locate open spaces adjacent to or visible from, public streets and locate active uses at-grade thereby creating casual overlook or ‘eyes on the street’.

b. Provide unobstructed views to and from other nearby public spaces, including public streets or parks.

c. Incorporate adequate pedestrian scale lighting.

d. Avoid the creation of entrapment spots, such as dead ends, that are not highly visible.

e. Use legible signs and orienting devices such as landmarks and wayfinding signage, where required.

f. Design surrounding buildings with windows and entrances into the open space.

g. Design spaces that can be effectively and regularly maintained to a high standard.
4.4 ACTIVE EDGES

The edges of POPS should be designed to seamlessly connect with the city’s existing public realm. In particular, active uses, such as retail, cafés and restaurants in mixed use and commercial areas, and grade-related individual residential entrances and playground spaces in residential areas, can be used to animate the edges of the space and deter underutilized space that may otherwise appear dull or unsafe.

a. Locate building entrances, glazed façades and active uses along the edges of open spaces. Multiple entrances will promote activity in the space.

b. Ensure the edges of open spaces that abut public sidewalks are unobstructed. Exceptions to this may include instances where weather protection or other screens or baffles are required to mitigate inappropriate conditions (e.g. excessive noise or wind conditions).

4.5 BUILDING SERVICING

Publicly-accessible open spaces should be designed as “front of house” spaces and located away from “back of house” activities, such as loading, servicing, utilities and vehicular parking. Careful consideration of the site early in the design process will ensure that open spaces are an integral component of the design and not an afterthought. Open space should be located in a prominent location and away from the less desirable elements of the site, such as servicing.

a. Design pedestrian routes so that they do not conflict with servicing or vehicular access routes. Where this is unavoidable, ensure that potential conflict points are clearly marked, giving pedestrians priority.

b. Provide adequate screening with landscape and/or architectural features where it is unavoidable to locate open space in a distinct location away from “back of house” activities (e.g. close to an existing building) or where building servicing elements such as gas regulators, transformers, exhaust vents and building heating/cooling systems cannot be integrated into the building envelope.
5.0 ELEMENTS

High-quality, durable amenities such as benches, movable chairs, lighting, bicycle racks and waste receptacles, can help strengthen the publicly-accessibility and social role of open spaces.

Open spaces should feature amenities that make the space comfortable for the public to use. This chapter identifies a range of amenities that should be provided within publicly-accessible open spaces to assist in the function and promote public use. Requirements for the necessary pedestrian amenities will vary according to the specific context of each space, but in general these elements will contribute to the public nature of the space, pedestrian comfort and encourage appropriate activity.

5.1 SEATING

Seating is an essential amenity for open space, as it allows users to relax and take refuge in the open space. The incorporation of seating is considered one of the key design elements which will make the space functional and inviting. Seating provides cues to the public that they are welcome, and that they can pause, rest and relax in the space.

a. Provide comfortable seating options, allowing for:
   - a variety of configurations, including for small groups to encourage social interaction as well as individuals;
   - options to sit in either the sun or shade;
   - a variety of seating types, including both fixed and movable furniture, and seating with backs; and
   - multi-functional elements that can accommodate seating such as steps, raised planters, grassy landforms.

b. Provide movable chairs and tables in open spaces where more flexibility is required, such as plazas.

c. Where planter walls are intended to provide seating opportunities, the design of the planter and the plant materials must allow for this use.
5.2 PUBLIC ART

Public art can play a role in celebrating our cultural strengths, defining and reinforcing a sense of place, and illustrating cultural history. It can reaffirm or reveal a sense of place in a symbolic or visually stimulating way by evoking some aspect of the social, natural, cultural or physical, political, economic or historical context of the site and its locale.

Public art may also help to identify open spaces as being publicly-accessible - its location and visibility from the public street can encourage the public to access the open space as it draws them in.

High quality public art is important to the enhancement of Toronto’s urban fabric. Public art has created landmarks throughout the city and already contributes to the identity and character of many of our neighbourhoods and districts. Public art will play a significant role in reinforcing the prominence of POPS.

Opportunities for public art can range from an artists' integration of ideas into streetscape, open space and built form designs to the creation of independent sculptures. The following guidelines should be considered when public art is contemplated for a site:

a. The inclusion of public art may influence the design and layout of the open space and connections.

b. Strategically locate public art within public open space. For example, to mark an entryway, at the end of view corridors to reveal important views or gateways, as a means to focus attention into the space or as a means of allowing the public to interpret the meaning of the space.

c. Integrate public art into open space elements such as the pavement and its pattern, a planted border, a wall, a fence, an entry or exit.

d. Create functional or decorative elements as public art such as benches, water features, or light standards.

e. Refer to the City’s Percent for Public Art Program Guidelines for further direction on public art.
5.3 SOFT LANDSCAPING

Soft landscaping elements, including trees, shrubs and ground cover all have a strong impact on the character of open spaces. The creation of landscaped spaces provides much needed relief in the busy urban environment. Plant materials also help to improve air quality, provide shade, absorb stormwater and contribute to the City’s tree canopy.

The selection and placement of trees and other plant materials need to be carefully considered within the city and neighbourhood context as well as within microclimate conditions created by surrounding existing and planned buildings.

a. Retain and incorporate existing trees and other natural features, where possible.

b. Use trees and other plantings to create a comfortable microclimate, by providing shade and mitigating wind impacts.

c. Ensure that trees and other plantings do not obstruct sightlines or impede the perception of safety.

d. Arrange trees and other plantings to provide maximum effect and efficiencies in maintenance and watering and consider methods to capture stormwater (e.g. sloping paved areas towards planters).

e. Select trees and plant materials that:
   • Are low maintenance, drought tolerant, and pest and disease resistant. Refer to the City’s Drought Tolerant Landscaping document.
   • Vary in colour, texture, and scale, and form and provide interest year-round.

f. Refer to the City’s Urban Forestry website for tree planting options Tree Details & Drawings.

g. Refer to the City’s Toronto Green Standard for information on tree planting, soil volumes and other related information.

The ‘Fragrant Garden’ at CNIB on Bayview Avenue, provides ample seating throughout the gardens.

Landscaping flanks the pedestrian path located at the corner of The West Mall and Evans Avenue.
5.4 PAVING

The materials used in the ground plane play a key role in the usability and comfort of the space and in elevating the pedestrian quality and experience. The selection of paving materials must provide safe walking surfaces for users, with special consideration for universal accessibility. All paving should be of high quality materials.

a. Emphasize entrances and edges, and delineate pedestrian pathways, with high quality and decorative materials (e.g. granite pavers).

b. Where the open space is an extension of the public sidewalk, consider materials that are compatible with those that are typically found in Toronto’s enhanced sidewalks (a typical Toronto sidewalk pattern consists of concrete sidewalk with a decorative paving band next to the curb). Refer to the City's Urban Design Streetscape Manual for further guidance.

c. Extend special paving patterns of adjacent City Parks or open spaces into open spaces to promote the public nature of the space.

5.5 LIGHTING

Appropriate and well-designed lighting is an important feature that can enhance the safety of open spaces and help to deter unwanted activities. Lighting can also extend the usable hours of the space into the evening.

Lighting can also be creatively designed and located to add interest to open spaces by highlighting important features or activities, such as trees or art, or marking important pedestrian walkways or entrances.

a. Provide pedestrian scale lighting in all open spaces.

b. Utilize light fixtures that:
   - Minimize light pollution and trespass.
   - Are of a bird-friendly design by referring to the Toronto Green Standard and the Bird-Friendly Development Guidelines.
   - Are energy efficient, with shielded fixtures and automatic shut-off devices.
   - Is task-specific, avoiding spill-over lighting, particularly where open spaces are adjacent to residential uses.

c. Develop a lighting plan that identifies ways to utilize lighting in creative ways.
5.6 WEATHER PROTECTION

Toronto has a climate of extreme weather conditions. In this context, the use of landscaping and well-designed, appropriately-scaled architectural elements helps to provide shelter from precipitation, winds, as well as provide respite from sun during the summer months. Weather protection may include natural features such as trees or landscaping or elements such as canopies, colonnades, overhangs or pergolas.

The integration of weather protection elements on buildings or within open spaces encourages pedestrians to use these spaces in all seasons and all weather conditions.

a. Give preference to natural weather protection such as trees, or landscaping, before relying on built structures for weather protection.

b. Provide areas of shade through tree planting or other high-quality structures.

c. Provide weather protection for key pedestrian routes and where people are likely to congregate, for example, seating areas and building entrances.

d. Determine, on a site by site basis, the most appropriate locations for areas that require some form of shade protection for part of the day, such as childrens’ play areas.
5.7 OTHER AMENITIES

There is a wide variety of amenities that can increase the usability of open spaces. Bicycle racks, drinking fountains, children’s play structures and waste receptacles are essential amenities which should be considered, as they help to facilitate access, comfort, convenience and cleanliness of these spaces.

The guidelines also recognize the inevitable role that dogs will have as users of POPS, particularly in the more residential areas. Designers of these spaces should research the surrounding open space infrastructure to determine if there are amenities in nearby parks dedicated to dogs.

a. Rely on the scale and program of the open space to inform the type and quantity of amenities that are provided. For example, a small forecourt would not warrant the same provision of amenities that a large plaza would.

b. Design and locate amenities to ensure that the open spaces are not unnecessarily cluttered and do not obstruct pedestrian circulation.

c. Ensure amenities are of high-quality and durable materials, so that minimal maintenance is required.

d. Identify where additional amenities may be appropriate for the planned program of the space. The need for specific items such as play structures or dog fountains, will be dictated by the open space and building programs.

e. Provide amenities for pets, in particular places for dogs to exercise and eliminate waste. The provision of these facilities should be considered on a site by site basis, but will be especially important as part of residential developments. Other amenities that may be included in POPS are waste receptacles and dog drinking fountains. Drainage should also take into consideration the role of dogs in POPS. Granular material in planters may be preferred to help with drainage and grass sod should be avoided in areas which are anticipated to be frequently traversed by dogs.
6.0 POPS SIGNAGE

POPS should have clear and visible signage to identify them as publicly-accessible space.

These guidelines provide direction on the optimal placement and design of signage. Applicants will be required to co-ordinate the design and placement of signage with City Planning prior to the approval of Site Plan.

POPS should be located and designed to be clearly understood by the users as “public” open space, and be welcoming, accessible and comfortable. In some cases POPS may be underutilized because the public are unaware that they are publicly-accessible, sometimes because of poor design and location of the space. Experience from Toronto and other North American cities demonstrates that barriers to the public’s enjoyment of POPS can be a lack of awareness or poor design which makes the public feel unwelcome. New York City and San Francisco among other cities, require that POPS be signed to indicate they are intended for public use. Other methods by which to identify POPS may include decorative features inserted into the paving material or stone surfaces, to indicate that the space is publicly-accessible.

The inclusion of signage in POPS will not only demarcate the spaces that are publicly-accessible, but will help promote the City’s “POPS initiative”. Custom branding and signage is an opportunity for the City, development community and Business Improvement Areas to develop a clearly identifiable brand for POPS, much like the City’s existing Parks signage or other Toronto institutions, such as the TTC.

Additionally, the City has developed a website (www.toronto.ca/planning/POPS) with an interactive map that identifies POPS locations, with a brief description and photograph of the space.

There may be instances where POPS signage is not warranted. As described in Chapter 3: Open Space Classifications, POPS will vary greatly in form and function. A small-scaled forecourt, for example, that provides landscaped open space at a building entrance functions in such a clearly public manner, that simply by virtue of its function, signage may not be necessary to identify it. However, the inclusion of signage will be considered on a site by site basis.

In addition, the City’s Transportation Services’ Pedestrian Projects Section is in the process of developing a city-wide wayfinding strategy to improve pedestrian navigation with a pilot mapping and signage design to be rolled out in the downtown core in advance of the Pan Am Games in July 2015. As this project develops, City Planning will co-ordinate with the Pedestrian Projects team to ensure POPS are identified on these new signage elements along with any other digital or print map outputs, as appropriate.
6.1 SIGNAGE DESIGN

The City has developed a template for POPS signage. The etched stainless steel plaque template is envisioned for many of the City’s proposed POPS, however different signage types may be considered depending on the context, scale, design and program of the space. For example, a small-scaled open space that abuts the public sidewalk could integrate a form of signage that is inlaid within paving or stamped into concrete.

a. Consider both the location and scale of the open space to determine the form and size of signage.

b. As illustrated on the signage template image, there is standard text and graphics that will be included on the signage, including:
   - City of Toronto logo
   - POPS logo and phrase “Creative Place Making to Enhance Urban Life”
   - QR code directing users to the City Planning website
   - Hours the space is publicly-accessible
   - Developer name/logo
   - Any additional information required for public enjoyment of the space may be considered on a site by site basis and will be included in the Site Plan Agreement.

c. As POPS are intended for use by the public, additional signage that restricts access or limits activities should not be located in POPS.
6.2 SIGNAGE PLACEMENT

Signage placement is crucial to the usefulness and legibility of the sign. The placement of the signage must ensure its visibility, while not dominating, detracting from, or obstructing the design of the open space.

Through the development review process, the location of the signage should be agreed upon and identified on the appropriate Site Plan drawings.

a. Ensure signage is integrated into the design of the open space.

b. Locate signage:
   - In highly visible locations, preferably adjacent to the public sidewalk or other public spaces.
   - Where the highest level of pedestrian traffic is anticipated.

c. Ensure signage is not obstructed by landscaping or other free standing elements in the open space.

d. Co-ordinate signage with lighting to allow for visibility in the evenings.

Examples of signage integrated into a seating and planter installation.

The first POPS signage plaque installed (located at 21 Iceboat Terrace).
Appendix A - References

City of Toronto Official Plan
http://www.toronto.ca/planning/official_plan/introduction.htm

City Plan ’91 - Consultant’s Study: The Open Spaces of Toronto: A Classification
(prepared for the City of Toronto Planning and Development Department and the Department of Parks and Recreation by Brown and Storey Architects)

Tall Building Design Guidelines (online)
http://www.toronto.ca/planning/tallbuildingdesign.htm

Downtown Tall Buildings: Vision and Supplementary Design Guidelines
http://www.toronto.ca/planning/tallbuildingstudy.htm
http://www.toronto.ca/planning/urbdesign/tableofcontents.htm

Toronto Green Standard (TGS)
http://www.toronto.ca/planning/environment/greendevelopment.htm

http://www.toronto.ca/developing-toronto/development_guide.htm

Accessibility Design Guidelines
http://www1.toronto.ca/wps/portal/toronto/content?vgnextoid=79a62d36cd049310VgnVCM1000003dd60f89RCRD&vgnextchannel=26d311e69e529310VgnVCM100003dd60f89RCRD

Bird-Friendly Development Guidelines
http://www.toronto.ca/planning/environment/guidelines.htm

Design Guidelines for PATH and Other Climate Controlled Pedestrian Networks

Percent for Public Art Program Guidelines
http://www.toronto.ca/planning/urbdesign/public_art.htm

Urban Design Streetscape Manual
http://www.toronto.ca/planning/urbdesign/streetscape/index.htm

Urban Forestry - Tree Details & Drawings
http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=5f4fad600f0410VgnVCM10000071d60f89RCRD&vgnextchannel=5905cacb759e0410VgnVCM10000071d60f89RCRD&vgnextfmt=de fault

Vibrant Streets
Appendix B - Glossary

**Active Uses:** at-grade uses within a building that support pedestrian activity and promote a high degree of visual and physical interaction between the building interior and adjacent public realm. Grand entrance lobbies, private indoor amenity space, guest suites, and large-format retail or commercial facilities are typically not considered active uses.

**Amenity:** see Pedestrian Amenity

**CPTED (Crime Prevention Through Environmental Design):** a pro-active crime prevention strategy which advocates that proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime and improve the quality of life. The four underlying concepts of CPTED are Natural Surveillance, Natural Access Control, Territorial Reinforcement, and Maintenance. www.cptedontario.ca/

**Context (Existing and Planned):** the existing context of any given area refers to what is there now. The planned context refers to what is intended by City policies in the future.

**Courtyard:** a landscaped open space, located in the interior of a single or consolidated block with limited or no direct street frontage.

**Façade:** the exterior wall of a building visible from the public realm.

**Façade Articulation:** the layout or pattern, expression and material character of building elements, including walls, doors, roofs, windows and decorative elements such as cornices and belt courses.

**Forecourt:** a landscaped open space between the public sidewalk and the main entrance of a building.

**Frontage:** the portion of a development parcel or lot facing a public street, park or other publicly accessible open space.

**Galleria:** a glazed and enclosed walkway.

**Landscaped Setback:** the space between the public sidewalk and building façade characterized by hard or soft landscape treatment depending on the ground floor use and street character.

**Pedestrian Amenity:** architectural and landscape elements, including lighting, trees and other plant materials, four season landscaping, decorative paving, seating, public art, water features, waste receptacles, bike racks etc., that promote the safe and comfortable use of streets and open spaces.

**Pedestrian Scale:** the quality of the physical environment which reflects a sympathetic proportional relationship to human dimensions and which contributes to a person’s perception and comprehension of buildings or other features in the built environment.

**Plaza:** an animated gathering place with predominantly hard surfaced with landscape features flanking a street or major pedestrian circulation route.

**Public Art:** site specific artwork created to enhance publicly accessible space through artistic interpretations that range from independent sculpture to integrated architectural treatment and landscape design.

**Public Realm:** streets and lanes, parks and other open spaces, public buildings and the publicly-accessible parts of buildings.

**Privately Owned Publicly-Accessible Space (POPS):** privately owned and maintained space that is designed to promote public access and use.
Setback: a horizontal distance measured at a right angle from any lot line to the nearest part of the wall of a building or structure.

Sidewalk Zone: the space between the roadway curb and property line. The sidewalk zone may be expanded when a building is set back from the property line.

Sky View: the measurable amount of sky seen from a street, park, or other open space above and in between building masses.

Soft Landscaping: vegetation such as grass, trees, shrubs, flowers or ground cover growing in an open unobstructed area that permits water infiltration into the ground.

Streetscape: the distinguishing elements and character of a particular street as created by its width, degree of curvature, paving materials, design and placement of street furniture, trees, landscaping, lighting and other pedestrian amenities, as well as the setback and form of surrounding buildings.

Streetwall: the condition of enclosure along a street whereby the fronts of buildings align and the façades visually and physically join together to create a continuous defining edge for the street.

Universal Accessibility: refers to built environments, buildings, facilities, accommodation, services and products that are inherently accessible to all people regardless of their abilities. Incorporating universal accessibility and accessible facilities into the design and site layout of new development contributes to making Toronto’s built environment “barrier free,” enabling people of all abilities to move about freely and safely, participate fully in society and experience a better quality of life.

Garden: a landscaped space, usually of intimate scale, open to a public street, located and oriented to provide maximum sunlight during midday.

Walkway: an exterior public pedestrian route at street level, usually providing connection through the block.

Weather Protection Systems: continuous canopies, overhangs, or other permanent building features which are sized and positioned to effectively shield pedestrians from inclement weather at-grade. Such systems are a priority:

• on streets with active retail or commercial uses at grade
• at locations adjacent to transit stops
• in all other areas with significant pedestrian flow