



## REPORT FOR ACTION

### City Planning Division - Study Work Program Update

**Date:** August 11, 2017

**To:** Planning and Growth Management Committee

**From:** Chief Planner and Executive Director, City Planning Division

**Wards:** All

#### SUMMARY

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This report is the City Planning Division's annual update on the Study Work Program. The report outlines the Division's 28 completions to-date in 2017 and 84 projected completions to the end of the calendar year as shown in Attachment 1. Further, the report's Attachment 2 presents a preliminary forecast of the additional 114 items anticipated to be completed by the end of this term of Council. In response to the request by Planning and Growth Management Committee, this report's Attachment 3 also lists study work that is targeted for completion beyond 2019 or is currently on hold.

The volume of study work undertaken by the Division reflects the dynamic and broad range of evolving issues facing Toronto. The current work program is ambitious in terms of the number of items included. To this end, the Division prioritizes the projects based on criteria outlined in this report. This report highlights key drivers of the Study Work Program and how the Division is addressing city-wide matters while advancing the implementation of the Official Plan and Council's priorities.

With the upcoming municipal election in 2018, the report's attachments listing forecasted completions for 2017 and 2018 capture the Final Reports of many large studies launched at the start of this term of Council. The items listed in the attachments reflect the capability to meet service levels in the face of workload pressures and a changing regulatory environment.

The Study Work Program also represents the middle- and long-term time horizons. This report highlights emerging pressures that will continue to generate study work beyond 2018. These drivers include responding to new Provincial legislation, investment in under-utilized large sites, and ongoing delivery of reports to meet the Division's service levels.

## RECOMMENDATIONS

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

1. Planning and Growth Management Committee receive this report for information.

## FINANCIAL IMPACT

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There are no financial impacts resulting from the adoption of this report.

## DECISION HISTORY

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The City Planning Division began providing updates on its Study Work Program through Planning and Growth Management Committee in October 2015. On February 24, 2016, Planning and Growth Management adopted the report from the Chief Planner and Executive Director on the 2015 Study Work Program completions and 2016 forecast. This report can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG10.5>

On May 11, 2016, the Chief Planner and Executive Director prepared a report for the Planning and Growth Management Committee to respond to a request for a list of the outstanding City Planning reports and studies. The request was made to improve Council's awareness of the magnitude of the City Planning Division's study work program. This report can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG12.4>

On September 8, 2016, Planning and Growth Management Committee adopted the Study Work Program Update, and requested the Chief Planner and Executive Director, City Planning to report yearly, in September with the exception of an election year when the report be submitted to the last meeting prior to election, on the City Planning Division's Study Work Program Update.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG14.4>

## COMMENTS

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### City Planning Study Work Program

The City Planning Division delivers a range of activities organized in two services:

- Development Review, Decision and Implementation and City Building; and
- Policy Development.

All sections of City Planning contribute to the delivery of the two services, which combine to generate the overall divisional workload. The City Planning Division's 2016

Annual Report, presented by the Chief Planner and Executive Director, City Planning to the May 31, 2017 meeting of the Planning and Growth Management Committee provides a comprehensive overview of the work undertaken by the Division, from development review, heritage planning and Committee of Adjustment to forecasting, policy implementation and studies. This work is carried out by the four Community Planning Districts and the functional units (Strategic Initiatives, Policy & Analysis, Transportation Planning, Urban Design, Zoning and Committee of Adjustment).

City Planning's Study Work Program is one component of the City Building and Policy Development service. The Study Work Program captures a range of city building activities which are annually reported to Council. Large study undertakings include secondary and precinct plans, *Regeneration Area* studies, transportation master plans, Heritage Conservation Districts, city-wide urban design guidelines, Official Plan Review and responses to Provincial initiatives including proposed new legislation. Other activities address local geographies such as community service and facilities strategies, area-specific urban design guidelines, or work related to green design standards and monitoring growth and demographics.

The Study Work Program applies a strategic lens to the City's role as land use planning authority by advancing implementation of the Official Plan, the City's blueprint for city building. The Official Plan is a key component of the Integrated Planning and Performance Framework outlined in City Council's Strategic Actions 2013-2018 that enables a multi-year view where service planning and budgeting align and advance the Official Plan and Council's priorities.

The Study Work Program is a living document which is responsive to Divisional, Corporate and City-wide priorities. New initiatives are added to the work program throughout the year either through requests from City Council or as identified by the Division in response to new public investment, growth pressures, shifts in demographic and economic conditions or legislative changes. In 2017, for example, the Province released an update to *The Growth Plan for the Greater Golden Horseshoe* (the *Growth Plan*) which will generate new Study Work Program items. Delivering on these initiatives in a city as large as Toronto requires a rationale for prioritization that is founded upon implementing the Official Plan's vision. In determining which items to prioritize for completion, City Planning considers the following:

1. Integration with City Building Activity and Official Plan Vision
2. Alignment with Strategic Reinvestment
3. Identification of Key Trends or Addressing Policy Pressures
4. Mandated Reviews and Legislative Changes
5. Timelines for Decision on Key Council Priorities

The range of items prioritized using these criteria are executed at both the city-wide and local scale and are appropriately aligned with the Official Plan's Urban Structure, with higher growth areas seeing more activity than those areas which are more stable. Studies generate policy frameworks that serve to manage growth, inform the evaluation of development applications and offer a strategic approach towards significant investment in important municipal assets, including transportation infrastructure and community services. Study outcomes proactively plan for balanced growth that supports

the liveability of the City and ensure that the division's service planning and budgeting align and advance the Official Plan and Council's priorities.

There is a cyclical nature to study work; the study cycle often overlaps Council terms. Studies are typically initiated and completed on a one, two and three year time horizon depending on the magnitude and complexity of the undertaking. Once complete, studies that result in new policies or by-laws enter an implementation stage during which time staff may draft implementing bylaws or monitor the outcome of study recommendations. In addition to work directly related to completing and implementing recommendations, staff may be further engaged in the study work if the policies are appealed to the Ontario Municipal Board.

The City Planning Division tracks a work program item as “completed” when it has achieved a major public milestone, usually a report to City Council via one of its Committees or Community Council. The completion of this public milestone is the measure by which the Division tracks its service levels. Items may continue to generate workload should there be requests from City Council for additional work or consultation prior to its final consideration and approval by Council. Thus, at the request of the Planning and Growth Management Committee, the Division is now tracking items as “approved”. For most items, an “approved” status is achieved when it has been adopted by City Council. However, other items continue to generate workload after Council's decision and would be deemed “approved” at the conclusion of a major Ontario Municipal Board hearing or with a response to a provincial agency.

## **Year-to-Date: 2017 Completions and Approvals**

As of City Council's meeting of July 4-7, 2017, City Planning completed 28 items, of which 16 have been approved. A full list of the Division's achievements to date is provided in Attachment 1. Focussing specifically on the Division's Service Levels, by the end of Q2 2017, the Division completed the following:

- City Building Studies (Service Level 18): 13 completions, 5 remaining
- Heritage Conservation District Studies/Plans (Service Level 5): 2 completions, 3 remaining
- City-wide Urban Design Guidelines (Service Level 1): 2 completions, 0 remaining

Examples of 2017 approvals include, the Port Lands Planning Framework and Don Mills Crossing, both of which are area studies that centre on revitalization and transit supportive development. The draft Growing Up: Urban Design Guidelines were adopted in July, and are being used in development review. Heritage planning has progressed in the west downtown through the West Queen West Heritage Conservation District Study and the King-Spadina Heritage Conservation District Plan. The City's transportation priorities continue to be advanced with City Council adoption of a number of key initiatives including the King Street Pilot, Scarborough Subway Project Assessment, and the planning and design for the Relief Line and Yonge Subway Extension.

A further 84 completions are forecasted for the remainder of the year. This number is 36 items higher than the forecasted completions for the second half of 2016; however, as the current Council term nears the end of its third year, many projects will be at a committee with a Final Report. These upcoming Final Reports are increasing in complexity, reflective of the challenges presented by planning for a municipality that is changing through intensification and infill. Forthcoming Final Reports on City Building Studies will tend to reflect the deep collaboration between City Planning and other Divisions, often including infrastructure plans, mobility plans, heritage assessments, community services and facilities strategies, built form analysis, parks and public realm plans, and other components required to develop responsive and effective policies.

Targeted 2017 completions include: the TOcore Proposed Official Plan Amendment, Smart Track station concepts and authority to proceed, Etobicoke Civic Centre Relocation, and the City-wide Heritage Survey. In addition, the Division is addressing conformity exercises for recent Provincial Legislation including implementation of Bill 73 (updates to the *Planning Act*). Further, and in keeping with Strategic Direction #4 of the Division's Strategic Plan, City Planning is collaborating on a range of projects led by other Divisions with reporting dates in 2017, 2018 and beyond. Examples of these projects include the City-wide Parkland Strategy (Parks, Forestry & Recreation), Schools Pupil Accommodation Review report (Social Development Finance & Administration, Children's Services, PF&R), and Short-term Rentals (Municipal Licensing and Standards).

## **2017 Defining Elements of the Study Work Program**

In 2017, the Study Work Program represents the Division's work to ensure Toronto remains an attractive and liveable city; that the transit network and surrounding land use support future growth; and that the Division continues its collaboration with Divisional partners on key corporate initiatives that advance implementation of the Official Plan and city building initiatives. Items related to these elements have targeted completions for this year, and are also represented in Study Work Program in 2018 and beyond.

### **Planning for Complete Communities in an Intensifying City:**

The *Growth Plan*, as amended in 2013, forecasts 3.40 million people and 1.72 million jobs in the City of Toronto by 2041. In Toronto, growth is managed through the Growth Plan and Toronto's Official Plan. One of the key themes of the Study Work Program is managing growth in places experiencing rapid intensification so that these areas maintain their liveability. Some examples of this work includes the recently adopted Growing Up: Planning for Children in New Vertical Communities - Draft Guidelines, the College Street Study, and the Rail Corridor Official Plan and Zoning By-law Amendment.

### **Transit Planning: Infrastructure and Repositioning Land Use:**

Comprehensive transit planning includes consideration of the hard infrastructure, through preliminary route planning, engineering and station design. City Planning is also engaged with updating planning frameworks to encourage growth and community

building to leverage investment in rapid transit. From the time of this report to the end of this term of Council, City Planning will be reporting on over 29 transit items (including Smart Track Stations, Metrolinx RER work, Eglinton LRT eastern and western extensions and Waterfront Transit Reset). Furthermore, a number of City Building studies are underway that are examining land use direction related to transit investment including Keele Finch Plus, Eglinton East LRT Planning Study and the Golden Mile Secondary Plan.

#### Advancing Corporate Priorities through Interdivisional Partnerships:

City Planning collaborates with other Divisions on major policy initiatives. Some examples of these projects which are forecasted for 2017 completions include: Short Term Rentals zoning by-law amendments, the City-wide Parkland Strategy Phase 1, and Multi-Tenant Housing. To date in 2017, the Division has contributed to such significant policies and strategic directions as Transform TO, the Ravine Strategy and the Green Street Guidelines. Partnerships on projects with other Divisions reflect the multi-faceted and broad challenges faced by the City.

#### **Looking Ahead: 2018 Forecast**

Items forecasted for completion in 2018 are underway relating to all components of analysis and consultation (see Attachment 2). As with previous years, a full forecast will be finalized at the conclusion of the 2017 City Council cycle, taking into account additional items added by Council and the scheduling of Ontario Municipal Board hearings.

The overall number of items forecasted for 2018 is 114. This number is similar to the number of items forecasted to be delivered in 2017. In 2018, final Official Plan amendments are expected to be delivered for the downtown through TOcore and its associated strategies on Community Services and Facilities, Mobility, Built Form, Energy and Parks and Public Realm. Other Area and Avenue Studies that will be reported on include the Yonge Eglinton Secondary Plan, Sherway Area Study Phase 2, Bloor West Village Avenue Study, University of Toronto Scarborough Campus Secondary Plan, and Unilever Precinct Plan. Transit assessments and transportation master plans are ongoing as are nine Heritage Conservation District Studies and Plans.

#### **Drivers of Future Work: Provincial Legislation and Emerging Issues**

The Study Work Program is responsive to emerging issues and priorities facing the city. Two examples are recent Provincial legislative changes and the re-planning of older infrastructure and large parcels/block fabric.

The impact and requirements of the new *Growth Plan* will affect the Division's Study Work Program. For example, new municipal comprehensive review requirements include developing a strategy to achieve minimum intensification targets in support of the Official Plan's urban structure, delineating boundaries for major transit station areas and developing an employment strategy. To address these requirements the City will need to undertake a phase conformity exercise for the Growth Plan. This work will fall

under Mandated Reviews and Legislated Changes as outlined in the Study Work Program priority criteria, above.

As the city continues to intensify, renewal of older infrastructure and land uses are the subject of a number of new development applications. Through Development Review, City Planning staff assess each application for infill or redevelopment on its own merits; however, renewal projects, particularly ones of larger scales, are launching new streams of work. Renewal can take the form of proposed infill on large retail sites such as the Agincourt Mall and Galleria Mall, and development plans for former industrial sites such as the Celestica property at Don Mills and Eglinton. This type of work demands a comprehensive assessment of city building opportunities that include new transportation networks, community services and facilities strategies, affordable housing, built form analysis, public realm plans, heritage assessments and infrastructure plans. Renewal projects will be another driver of the City Planning work program in the coming years.

## **Other Items and Requests**

In 2016, the Planning and Growth Management Committee requested a complete list of all other requests of City Planning beyond the two-year prioritized Study Work Program. This list was first presented to Planning and Growth Management Committee at its meeting of September 8, 2016. These items are organized into two categories: items identified in the Study Work Program but not scheduled for completion in 2017 or 2018 (Attachment 3), and all other items identifying potential new work for City Planning (Attachment 4). Both lists capture additional requests of the Division from motions made by City Council and its Committees. Motions may direct the initiation of an area study or other pieces of work such as participating in a corporate initiative with other Divisions.

### **1. Study Work Program - Beyond the Current Council Term**

Attachment 3 lists items that are on the Study Work Program with anticipated completion in 2019 or beyond. This includes some large area studies such as the Eglinton West LRT Study and the Golden Mile Secondary Plan both of which have been launched, but will not be reporting until early 2019. This list also includes potential studies that are on hold. Studies may be on hold as result of availability of resources to undertake the work, or potential duplication with broader studies. Hold items may be brought forward to the list of Active items based on availability of resources or a shift in Divisional or City-wide priorities.

### **2. Other Items - Outside of the Study Work Program**

Attachment 4 is a list of Council motions that present potential new workload for the City Planning Division. The motions involve varying degrees of complexity, action, and collaboration. These matters will require further review by both the City Planning Division as well as other divisions to determine both the priority of this work and the required resources and partnerships to undertake these items.

## **Conclusion**

At the conclusion of Q2, the City Planning Division is well placed to meet or exceed its Study Work Service Levels. The studies being undertaken by the Division represent a diverse workload touching all aspects of city building. The Study Work Program (Attachments 1 - 3) and the additional requests from City Council (Attachment 4) capture over 290 items. This volume of work is actively managed by City Planning to advance implementing the Official Plan's vision for Toronto. Studies and collaborations across Divisions will be an important tool to ensure that the City is able to be proactive in managing development trends and is able to respond nimbly to the opportunities presented by new development and funding for major infrastructure. The work program outlined in this report highlights the City Planning Division's current priorities, and points to the studies that will shape the work of the Division over the long term.

## **CONTACT**

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## **SIGNATURE**

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## **ATTACHMENTS**

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Attachment 1: City Planning Study Work Program (2017)  
Attachment 2: City Planning Study Work Program (2018 Forecast)  
Attachment 3: City Planning Study Work Program (Beyond 2018 and Hold Items)  
Attachment 4: City Council Requests of City Planning Division (August 2016-July 2017)