



TOcore: Downtown Plan Official Plan Amendment

Date: April 17, 2018

To: Planning and Growth Management Committee

From: Chief Planner and Executive Director, City Planning

Wards: 20, 27 and 28

SUMMARY

This report recommends adoption of the Downtown Plan Official Plan Amendment (OPA), which includes amendments to Section 2.2.1 and Map 6 of the Official Plan, and a new Downtown Plan. Future amendments to existing Secondary Plans and Site and Area Specific Policies located within the Downtown area are recommended to be implemented once the OPA comes into force and effect. This amendment – in conjunction with infrastructure strategies that address water, energy, mobility, parks and public realm and community services and facilities – is the result of a three-year study, TOcore: Planning Downtown, and will set the direction for Downtown Toronto over the next 25 years. As part of the City of Toronto's Five Year Official Plan Review under Section 26 of the *Planning Act*, this OPA is a component of the work program to bring the Official Plan into conformity with the Growth Plan for the Greater Golden Horseshoe, 2017 (the "Growth Plan").

Toronto's Downtown – At a Critical Juncture

After a decade of unprecedented growth and development that has transformed Downtown into one of Canada's most desirable places to live and work, an updated planning framework is required to ensure that growth and the timely provision of infrastructure is addressed so that Downtown remains liveable and economically competitive. The Downtown Plan will guide both private and public investment. The Plan builds on a long-established diversity of land uses and demographics that has enabled Downtown to remain resilient. This diversity is no accident; rather, it is the planned outcome of major policy decisions by Council undertaken at critical junctures in Toronto's evolution. The City is now at another critical juncture.

Growth and the Importance of Downtown

Toronto's quality of life and economic opportunities have made it one of the fastest growing cities in North America. Downtown accounts for approximately 3 per cent of Toronto's land area, yet it makes up roughly 40 per cent of the non-residential gross floor area and 38 per cent of the residential units proposed in the city. It is Canada's largest employment cluster relying on Union Station, the subway system and the

surface transit network to provide access to a city-wide and regional workforce. In 2016, there were over 500,000 jobs Downtown. By 2041, the Downtown, together with the two 'shoulder' areas of South of Eastern and Liberty Village, have the potential to reach between 850,000 and 915,000 jobs. Almost 240,000 people were living Downtown in 2016, with more than 7,500 residents added annually over the previous 5 years. In Downtown, the population is projected to nearly double to a potential population of 475,000 by 2041.

Official Plan Amendment – Policy Highlights

Official Plan Section 2.2.1 and Map 6

Section 2.2.1 of the Official Plan along with the associated Map 6 have been updated to ensure conformity with the Growth Plan 2017 by clarifying policies pertaining to the Downtown Toronto Urban Growth Centre (UGC). The amendments also delineate a new Health Sciences District and an expanded Financial District, and strengthen the policies pertaining to complete communities, promotion of major office and institutional development, active transportation and resilience.

Directing Growth

While the Growth Plan 2017 identifies Downtown Toronto as a UGC, not all areas of Downtown are planned to experience the same amount of intensification and growth. The Downtown Plan identifies the land use designations within Downtown that are targeted for growth, as part of the City's plan to achieve its density targets for the UGC.

Balancing Residential and Non-Residential Uses

Planning for Downtown's future must consider the unique and diverse roles it plays for the city as a whole. The Financial District acts as Canada's premier hub for capital markets and corporate head offices, while the adjacent King-Spadina and King-Parliament neighbourhoods have been central to the technology and creative industry boom in the city. Downtown's cluster of world-renowned institutions – hospitals, medical research facilities and universities – thrive in its concentrated and highly connected environment. In today's economic environment, where cities must compete with one another to attract both talent and jobs, the continued success of Downtown depends on its ability to balance non-residential and residential growth.

To ensure that Downtown continues to serve as the region's premier employment centre and cultural hub over the coming 25 years, the Plan creates a new Health Sciences District and enlarges the existing Financial District. In both these areas any new density, above the existing as-of-right permissions, is required to be non-residential. This prioritization of non-residential uses will ensure that the Downtown is able to accommodate employment growth alongside residential growth in areas that are well served by public transit and are already clusters of employment. In addition, development in the King-Spadina and King-Parliament Secondary Plan areas will be required to provide a minimum amount of non-residential space.

Four Mixed Use Areas

Lands designated *Mixed Use Areas* are targeted to absorb most of the increase in office, retail and service employment, as well as a large proportion of residential development. Four *Mixed Use Areas* designations have been developed for Downtown to provide a finer grain of policy direction with respect to the general scale of development that is appropriate in a given area: 'growth', 'intermediate', 'main street' and 'local'. The *Mixed Use Areas* policies work in tandem with the Downtown Plan's other policies – including but not limited to parks and public realm, mobility, built form, and community services and facilities – to determine the precise form, scale and shape of development on a given site.

Parkland Provision

Downtown residents have among the lowest rates of parkland per person in the city. As growth proceeds, additional parkland is required to meet both current and future demand and to achieve the goal of complete communities. The Downtown Plan prioritizes on-site dedication of land where suitable and encourages coordination between landowners to consolidate off-site dedications to create larger parks. A policy requiring an appropriate alternative rate for parkland dedication Downtown is contained in the Plan, with that new rate to be secured through a by-law amendment to the Municipal Code that will be brought forward in 2019, in consultation with the development community and other stakeholders.

Downtown Parks and Public Realm Plan

Downtown parks and the public realm are extensively used by residents, workers, students and visitors. The Downtown Plan establishes objectives for the design and development of public space linked to a Downtown Parks and Public Realm Plan that will guide the transformation of public spaces to respond to growth. It provides direction for acquiring new parkland, expanding and improving existing parks and open spaces, re-imagining overlooked places and creating a connected public realm network for Downtown. Creating stronger connections to the green space that is within and surrounds Downtown, revitalizing the network of main streets and making parks the focal point of community life are all part of the Plan.

Getting Around - Mobility

While Downtown continues to grow, the amount of space within existing street rights-of-way is finite. The Plan's policies make walking the first choice of mode for trips throughout Downtown through enhancements to the pedestrian network, including wider sidewalks with pedestrian clearways and streetscape enhancements as well as expansion of the PATH and other climate-controlled walkways. The cycling network will be expanded and enhanced over the long term and the addition of significant amounts of bike parking, bike sharing locations and end-of-trip infrastructure will make cycling an increasingly convenient way to move around Downtown. Priority for surface transit vehicles will be implemented through a variety of measures over time on existing and new routes. The Plan also contains policies to ensure essential vehicular access and improved goods movement while encouraging shared use of vehicles. The Downtown Mobility Strategy will guide implementation of these policies.

Expanding the Public Realm - Setbacks

One of the key ways that the public realm will be expanded over time is through development applications. New development must provide the necessary space at grade for pedestrians, landscaping, amenities and civic life by setting buildings back from property lines adjacent to streets. The Plan includes policies that require minimum building setbacks to expand the public realm by creating wider sidewalks and policies to ensure base buildings that are engaging.

Protecting Parks from Shadow

There is a limited number of parks and open spaces within Downtown. Buildings are getting taller with shadows extending over a larger area. As growth continues to bring more residents and workers into the core and more people rely on these spaces throughout the day, the need to preserve sunlight to ensure comfort becomes increasingly important. The Plan identifies parks and other open spaces that are protected from increased shadowing from new development.

Community Services Facilities

Community Services Facilities (CSF) include non-profit schools, child care, libraries, community and recreation centres and human services agencies. CSF support a diverse range of programs and services that build communities, contribute to quality of life and act as neighbourhood focal points where people gather, learn, socialize and access services. The Plan includes policies on the timely provision of CSF to align with growth and achieve complete communities, and preserves existing CSF space that would be lost through redevelopment. Needs associated with growth are set out in the Downtown Community Services Facilities Strategy that will guide Plan implementation.

A Range of Housing Options

Approximately 1 in 10 Torontonians calls Downtown home. Downtown's current and future residents must be able to access and maintain adequate and appropriate housing. The Downtown Plan requires a set percentage of family-sized/larger household units (2- and 3-bedrooms). It also protects dwelling rooms, relied on by vulnerable people, in the case of redevelopment.

Culture

A defining feature of Toronto is the clustering of cultural organizations and enterprises in and around Downtown. The Plan encourages the retention and expansion of spaces for culture sector jobs. To address the issues facing Downtown's live music venues from encroaching residential uses, the Plan contains policies that will help retain live music venues by minimizing noise impacts between venues and adjacent residential buildings. The Plan encourages infrastructure improvements in the public realm to support the film industry within areas most frequently used for movie and television shoots.

Energy and Resilience

To address challenges associated with a changing climate, the Plan contains policies to improve resilience to power outages, reduce greenhouse gas emissions and encourage hook-ups to deep lake water cooling and other low-carbon thermal energy networks. It also requires investments in water, wastewater and stormwater management infrastructure to be concurrent with growth. A Downtown Energy Strategy will guide implementation.

Heritage

As Downtown continues to grow, significant cultural heritage resources must continue to be conserved. Heritage conservation and growth can go hand-in-hand. The Official Plan's heritage policies provide a complementary regulatory framework to the Downtown Plan. The heritage policies provide additional tools to ensure the conservation of existing significant heritage properties and heritage conservation districts, as well as protecting important views of heritage properties. The identification and evaluation of Downtown's cultural heritage, both tangible and intangible, is an ongoing process that happens during development review and area planning studies, through heritage conservation district studies, the application of the City's Archaeological Management Plan, and through the nomination of individual properties to the City's Heritage Register. Therefore, no Downtown-specific amendments are proposed to heritage policies as they are adequately addressed in the city-wide Official Plan policies.

Implementation

Implementation of the Downtown Plan will rely on collective responsibility among the City, agencies, the development industry and community-based organizations for building a liveable Downtown made up of complete communities. The Downtown Plan requires new development to be closely integrated with the delivery of new infrastructure to achieve complete communities. Implementation of the Plan is supported by five Downtown infrastructure strategies – parks and public realm, community services and facilities, mobility, energy and water. These infrastructure strategies will inform the development application process and annual capital planning. Regular review of these strategies will provide City Staff with an update on whether infrastructure is keeping pace with growth. The infrastructure strategies are being reported out separately but at the same meeting as this report. The Plan specifies that a holding provision may be placed on lands until specific infrastructure or facilities are in place, measures taken or other conditions are met.

Rationalization of the Downtown Planning Framework

The recommended Downtown Plan has been reviewed against the existing Downtown policy framework, in particular the 8 Secondary Plans and 64 Site and Area Specific Policies. The review focused on identifying conflicts, overlap or duplication of policies. The planning framework rationalization work ensures a cohesive vision, clear direction and policy alignment amongst all plans within the Downtown Plan boundary. The work is summarized in two tables (Attachments 8 and 9) that identify existing Secondary Plan policies and Site and Area Specific Policies proposed to be deleted once the

recommended Downtown Plan comes into force and effect. At that time, the Secondary Plans will become a chapter in the recommended Downtown Plan called "District Secondary Plans," while "Site and Area Specific Policies" will be located in another separate chapter. This will provide a 'one-window' policy framework for the Downtown.

Stakeholder Engagement

A final phase of stakeholder engagement on the proposed Downtown Plan between September 2017 and March 2018 employed a range of consultation methods – including in-person meetings, online surveys and a public open house, among others – to solicit feedback on the proposed policies. Feedback received through this final phase of engagement informed the recommended Downtown Plan.

Next Steps

Following adoption by City Council, the Downtown Plan Official Plan Amendment (Attachment 1) will be forwarded to the Minister of Municipal Affairs for approval under Section 26 of the *Planning Act*. As a step towards implementation during the approval period, this report recommends that the Downtown Plan (Attachment 1 - Schedule 2) be used to inform the evaluation of current and future development applications in the Downtown area.

Recommendations in this report identify next steps to support implementation of the Downtown Plan, including:

- incorporating the Complete Community Assessment as an addendum to the Toronto Development Guide Planning Rationale Terms of Reference;
- preparing a By-law to amend Chapter 415 of the Municipal Code to enact an alternative requirement for parkland provision for the Downtown in accordance with the permissions under Section 42 of the *Planning Act*;
- undertaking a built form and public realm study of the area bounded by Yonge-Gerrard-Jarvis-Gardiner Expressway;
- undertaking a review of the King-Parliament Secondary Plan;
- undertaking a built form, public realm and heritage study for the north side of Queen Street East, between Jarvis Street and River Street, concurrent with the King-Parliament Secondary Plan review;
- preparing Site and Area Specific Policies for areas within 500 metres of planned rapid transit stations within Downtown; and
- future amendments (all consisting of policy deletions) to existing Secondary Plans and Site and Area Specific Policies located Downtown to ensure that the policies align and are recommended to be implemented once the OPA comes into force and effect.

RECOMMENDATIONS

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

1. City Council amend the Official Plan for the lands located within the Downtown substantially in accordance with the Downtown Plan Official Plan Amendment attached as Attachment 1 to this report, dated April 17, 2018 from the Chief Planner and Executive Director, City Planning.
2. City Council authorize the Chief Planner and Executive Director, City Planning to seek the approval of the Minister of Municipal Affairs of Ontario of the Downtown Plan Official Plan Amendment under Section 26 of the *Planning Act*. R.S.O. 1990, c. P.13.
3. City Council resolve and declare that the revisions to the Official Plan attached as Attachment 1 to this report conform to the Growth Plan, 2017, have regard to matters of Provincial interest listed in Section 2 of the *Planning Act* and are consistent with the Provincial Policy Statement, 2014 issued under Section 3 of the *Planning Act*.
4. City Council direct the Chief Planner and Executive Director, City Planning, to use the Downtown Plan policies, contained in Attachment 1, Schedule 2 to this report, to inform evaluation of current and future development applications in the Downtown Plan area.
5. City Council direct the Chief Planner and Executive Director, City Planning to incorporate the Complete Community Assessment as outlined in Attachment 5 as an addendum to the Toronto Development Guide Planning Rationale Terms of Reference.
6. City Council direct the Chief Planner and Executive Director, City Planning and the General Manager of Parks, Forestry and Recreation to prepare a By-law by early 2019 that will amend the Municipal Code (Chapter 415) to enact an alternative requirement for parkland provision for the Downtown in accordance with the permissions under Section 42 of the *Planning Act* in consultation with the development industry and other stakeholders.
7. City Council direct the Chief Planner and Executive Director, City Planning to prepare necessary amendments to Zoning By-law 569-2013 and former City of Toronto Zoning By-law 438-86 as it relates to Retail Priority Streets, and undertake public consultation on the draft amendments.
8. City Council direct the Chief Planner and Executive Director, City Planning to undertake a built form and public realm study resulting in a Site and Area Specific Policy for the area generally bounded by Yonge Street, Gerrard Street, Jarvis Street and the Gardiner Expressway.
9. City Council direct the Chief Planner and Executive Director, City Planning, in collaboration with other Divisions including Parks, Forestry and Recreation, Transportation Services, and Economic Development & Culture, to undertake a King-Parliament Secondary Plan review focused on built form, public realm and heritage.

10. City Council direct the Chief Planner and Executive Director, City Planning to undertake a built form, public realm and heritage study for the north side of Queen Street East, between Jarvis Street and River Street, concurrent with the King-Parliament Secondary Plan review identified in Recommendation 9 above.

11. City Council direct the Chief Planner and Executive Director, City Planning to prepare Site and Area Specific Policies for areas within 500 metres of planned rapid transit stations within the Downtown, generally shown in Attachment 1, Schedule 2, Map 4 to this report.

12. City Council authorize the City Solicitor to make such stylistic and technical changes to the Downtown Plan Official Plan Amendment as may be required.

FINANCIAL IMPACT

The existing dedicated staff resources will be required to advance the studies recommended in this report, along with transitioning TOcore to implementation in the next phase of work to advance the infrastructure strategies. These resources will be identified and prioritized in the 2019 budget submission, taking into account City Planning's 2019-2020 Study Work Program and any direction received from Budget Committee, the City Manager and Committee/Council.

City Planning and other participating divisions will also review their current staff and capital resources and reflect any requirements to support advancing the TOcore project.

The Interim Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

TOcore-Related Reports

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

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

Attached to the May 2014 staff report was a background report entitled, "Trends, Issues, Intensification – Downtown Toronto," which provided background information and data on the Study. It can be found at the following link:

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

At its December 2015 meeting, City Council adopted a staff report entitled 'TOcore: Planning Toronto's Downtown – Phase 1 Summary Report and Phase 2 Directions.' The report summarized the first 'taking stock' phase and provided an overview of the Study's directions. The report recommended the development of a Plan for the whole of the

Downtown geography to be accompanied by several infrastructure-related strategies aimed at better aligning growth with the provision of infrastructure needed to support liveability. The report can be found here:

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

In October 2016, City Council adopted city-initiated Official Plan Amendment 352 and two area-specific Zoning By-laws that introduced a separation distance requirement between the tower portions of new buildings. The report can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.TE18.7>

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

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

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

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

At its October 2017 meeting, City Council adopted a staff report entitled, 'TOcore: Proposed Downtown Plan'. The report recommended a proposed policy framework for the Downtown for use in stakeholder and public consultation. Council directed staff to report back with a final Recommendations Report and an Official Plan Amendment for Downtown in Spring 2018. The report can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG22.1>

Other Related Reports

City Council in July 2014 adopted the Final Report for the Condominium Consultations lead by City Planning Division that examined the specific challenges, concerns and opportunities linked to living in condominiums. Through this consultation many people expressed their opinions about the type of growth that Downtown has been experiencing, especially themes that need to be considered for living in vertical communities. The Final Report for these consultations can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG34.19>

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

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.TE17.19>

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

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG21.3>

COMMENTS

The Comments section of this report is organized as follows:

1. Background
2. Overview of the Downtown Plan Official Plan Amendment
3. Planning Policy Framework
4. Stakeholder Engagement
5. Amendments to Official Plan Section 2.2.1 and Map 6
6. Structure and Interpretation of the Downtown Plan
7. Downtown Plan – Vision and Goals
8. Policy Summaries
9. Rationalization of the Existing Downtown Policy Framework
11. Follow-on Work

1. Background

'TOcore: Planning Downtown' (the Study) has been a comprehensive and integrated look at Toronto's Downtown, its relationship to the city and region around it, and the planning policy framework governing growth, development and the provision of infrastructure. The Study area is bounded by Lake Ontario to the south, Bathurst Street to the west, the mid-town rail corridor and Rosedale Valley Road to the north and the Don River to the east (see Attachment 1 - Schedule 2, Map 1).

By initiating the TOcore Study in 2014, Council recognized that growth was outpacing the City's ability to secure the infrastructure necessary to support growth and signalled that a new planning direction for Downtown was required. In the absence of integrated planning of growth and infrastructure and a balancing of residential and non-residential growth, the liveability of the Downtown and the economic competitiveness of the city as a whole was seen to be at risk.

The purpose of the Study has been to ensure growth continues to positively contribute to Toronto's Downtown as a great place to live, work, learn, play and invest by determining how future population and employment growth will be accommodated and shaped, and what physical and community infrastructure will be needed, where it will go and how it will be secured.

The City initiated the City of Toronto's Five Year Official Plan Review under Section 26 of the *Planning Act* in 2011, which has resulted in a series of thematic policy amendments to the Official Plan affecting different parts of the City. A number of

thematic policy amendments have been adopted by Council and approved by the Ministry of Municipal Affairs, as part of the City of Toronto's Five Year Official Plan Review.

As part of the City of Toronto's Five Year Official Plan Review under Section 26 of the *Planning Act*, the Official Plan Amendment contained in Attachment 1 of this report is an important component of the work program to bring the Official Plan into conformity with the Growth Plan for the Greater Golden Horseshoe, 2017 (the "Growth Plan").

After extensive public consultation, including with the Ministry of Municipal Affairs staff, the proposed Official Plan Amendment brings forward a comprehensive policy framework to shape growth in Toronto's Downtown in order to identify and address the infrastructure required to build complete communities and sustain the City's economic competitiveness. The proposed Official Plan Amendment for Downtown comprehensively applies a number of the key policies of the Growth Plan such as complete communities, infrastructure to support growth, integrated planning, and the promotion of major office and institutional development.

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

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

Phase 1 of the Study assessed Downtown's existing conditions and trends, determined opportunities and challenges for growth management and infrastructure development, and recommended emerging directions to Council.

Phase 2 of the Study involved a detailed assessment of how the planning framework for Downtown needed to be revised to manage growth and resulted in the release of the TOcore Proposals Report in late 2016 that outlined the detailed policy directions for all aspects of the Downtown Plan, which was the subject of extensive public and stakeholder consultation.

In Phase 3, staff released the Proposed Downtown Plan and summaries of the five draft infrastructure strategies. Based on Council direction, staff conducted extensive stakeholder and public consultation on these documents.

Staff are recommending the adoption of the Downtown Plan Official Plan Amendment, as contained in Attachment 1 and described in Section 8 of the Comments section below. This OPA will ensure that Downtown Toronto remains the thriving, liveable, and connected heart of a successful and prosperous city and region. The intent of the policies is to create a more liveable Downtown, where built form is shaped and managed, where land uses are refined to identify areas of focus for population and employment growth, and infrastructure is able to keep pace with future residential and employment growth.

The Downtown Plan is supported by five infrastructure-related strategies that address: parks and public realm, community services and facilities, mobility, energy and water. The strategies guide implementation of the Downtown Plan by identifying infrastructure needs and actions required to align infrastructure planning and investments with long-term growth. Implementation strategies to operationalize the Downtown Parks and Public Realm Plan and the Downtown Community Services and Facilities Strategy will be required and are recommended for the next phase of work under TOcore. Two additional studies – one related to the application of complete streets typologies to transportation networks and the other to undertake more detailed assessment of surface transit improvements – will operationalize the Downtown Mobility Strategy and are also recommended. Projects identified in the five infrastructure strategies will be considered, where appropriate, as part of each participating division's capital budget and will be used to inform the review of development applications.

Phase 4 of TOcore will focus on advancing the planning and other studies recommended in this report, along with the detailed implementation strategies required for the Downtown Parks and Public Realm Plan, the Downtown Community Services and Facilities Strategy, the Downtown Mobility Strategy and the Downtown Water Strategy.

Further information on TOcore can be found on the Study's website at www.toronto.ca/tocore.

2. Overview of the Downtown Plan Official Plan Amendment

The Downtown Plan Official Plan Amendment includes:

- amendments to Section 2.2.1 of the Official Plan and the associated Map 6; and
- the recommended Downtown Plan.

The recommended Official Plan Amendment represents a partial conformity exercise with the Growth Plan 2017, bringing the Toronto Official Plan into alignment with several important provincial policies. As part of the City's Five Year Official Plan Review, upon Council approval of the Official Plan Amendment (OPA), it will then be submitted to the Minister of Municipal Affairs for approval pursuant to Section 26 of the *Planning Act*. Section 5 of the Comments section of this report includes a summary of the changes proposed to Section 2.2.1 and Map 6 of the Official Plan.

Section 8 of the Comments section of this report provides a summary of Downtown Plan policies, including a rationale for updates made to the proposed Downtown Plan (as adopted by Council in October 2017) as a result of further analysis and stakeholder engagement and public consultation undertaken between September 2017 and March 2018.

The recommended Downtown Plan has been reviewed against the Official Plan, as well as:

- 8 Secondary Plans that fall wholly within the Downtown Plan boundary;
- 2 Secondary Plans that fall partially within the Downtown Plan boundary; and
- 64 Site and Area Specific Policies that apply within the Downtown.

The amendment provides a policy framework that provides direction for growth and infrastructure development in the Downtown over the next 25 years. A detailed description of the policy framework rationalization exercise is included in Section 9 of the Comments section of this report.

The final infrastructure strategies that will support implementation of the Downtown Plan are being reported out separately, but at the same meeting as the Downtown Plan.

3. Planning Policy Framework

This section provides a summary of applicable legislation and in-force planning policies. A comprehensive overview of relevant legislation and policies is provided in Attachment 2 - Current Policy Framework.

Planning Act

The *Planning Act* sets the policy directions for land use planning in Ontario. The Act promotes sustainable economic development in a healthy natural environment; provides a land use planning system led by provincial policy; provides direction for the integration of matters of provincial interest into provincial and municipal planning decisions; provides for open, accessible, timely and efficient planning processes; encourages co-operation among interests, and recognizes the decision-making authority and accountability of municipal councils in planning.

Section 2 of the Act establishes provincial interest and states that the council of a municipality shall have regard to matters of provincial interest. Many of the matters of provincial interest include several of the policies included in the Downtown Plan, including:

- the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- the adequate provision of a full range of housing, including affordable housing;
- the adequate provision of employment opportunities;
- the protection of the financial and economic well-being of the Province and its municipalities;
- the appropriate location of growth and development;

- the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- the promotion of built form that is well-designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant; and
- the mitigation of greenhouse gas emissions and adaptation to a changing climate.

Section 42 of the Act sets out the requirements for conveyance of land for park purposes. It establishes that a local council may require that land be conveyed for parkland purposes, as a condition of development or redevelopment. The rate for parkland dedication is 2 per cent of the land area for commercial or industrial development and 5 per cent of the land area for residential development. The Act also permits municipalities to set their own alternative parkland dedication rates (within limits set by the *Planning Act*) by by-law, to enable the City to require parkland dedication and cash-in-lieu over and above the *Planning Act* minimums. Prior to passing a new by-law that includes an alternative rate, an Official Plan is required to be in effect that contains specific policies dealing with the use of the alternative requirement. A parks plan is also required to be made available to the public prior to the adoption of official plan policy. The parks plan must examine the need for parkland in the municipality or a specific geography. Through TOcore, a parks plan has been completed and the Downtown Plan Official Plan Amendment contains a policy related to the provision of an alternative rate for Downtown Toronto.

The Ontario *Planning Act* (*Planning Act, R.S.O. 1990, c. P.13*) can be found at: www.e-laws.gov.on.ca

The Provincial Policy Statement

The 2014 Provincial Policy Statement (the "PPS") requires that all decisions affecting land use planning matters "shall be consistent with" the PPS. The Provincial Policy Statement (2014) (the "PPS") provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- the efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- protection of the natural and built environment;
- building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning,

and recognizes linkages among policy areas. The PPS is more than a set of individual policies. It is to be read in its entirety and the relevant policies are to be applied to each situation. When more than one policy is relevant, Council will need to consider all of the relevant policies to understand how they work together.

Policy 1.1.3.3 of the PPS emphasizes that planning authorities shall promote opportunities for intensification where this can be accommodated, taking into account existing or planned infrastructure and public service facilities required to accommodate projected needs. The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

The PPS can be found at: <http://www.mah.gov.on.ca/AssetFactory.aspx?did=10463>

The Growth Plan for the Greater Golden Horseshoe, 2017

The Growth Plan for the Greater Golden Horseshoe (2017) (the "Growth Plan") provides a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part, including:

- establishing minimum density targets within strategic growth areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
- retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the *Planning Act* all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

A key goal of the Growth Plan is to direct growth to built-up areas to maximize the use of existing infrastructure and to provide a focus for future transit and infrastructure investments. Downtown Toronto is the location of the largest Urban Growth Centre identified in the Growth Plan and is to be a focal area to accommodate significant population and employment growth. The Growth Plan recognizes that strategic growth areas, including the Downtown Toronto Urban Growth Centre, are not to be interpreted as land use designations. Development in these areas is subject to the relevant provincial and municipal land use policies and approval processes. The recommended Downtown Plan identifies the parts of the Downtown Toronto Urban Growth Centre that are targeted for growth.

Policy 5.1 in the Growth Plan states that "where a municipality must decide on a planning matter before its official plan has been amended to conform with this Plan, or before other applicable planning instruments have been updated accordingly, it must still consider the impact of the decision as it relates to the policies of this Plan which require comprehensive municipal implementation". The recommended Downtown Plan has been written to be consistent with and not conflict with the policies established by the Province of Ontario in the PPS and in the Growth Plan.

The Growth Plan's definition of complete communities acknowledges the importance of taking local context into account when planning for development in diverse communities. Compact built form within complete communities can be achieved at differing densities, heights and building typologies that take planned local context into account. Intensification objectives within differing communities can be realized without one size fitting all.

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

The Growth Plan also contains a series of policies pertaining to infrastructure to support growth requiring municipalities to undertake integrated planning that coordinates land use planning with infrastructure planning and investment. The integrated planning of land use and infrastructure is a key feature of the Downtown Plan.

Directing major office and institutional development to Urban Growth Centres is another key requirement of the Growth Plan addressed within the policies of the Downtown Plan.

As all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and as all comments, submissions or

advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

An update to the Growth Plan came into force and effect on July 1, 2017. The Growth Plan for the Greater Golden Horseshoe (2017) can be found at:

http://placestogrow.ca/images/pdfs/ggh2017/en/growth_per_cent20plan_per_cent20_per_cent282017_per_cent29.pdf

Provincial Comments

The Ministry of Municipal Affairs (MMA) has reviewed and commented on the Proposed Downtown Plan. As part of the Province's One Window Planning System, the Plan was circulated to the Ministry of Tourism, Culture and Sport (MTCS), the Ministry of the Environment and Climate Change (MOECC) and the Ministry of Transportation. The Province's review and comments were scoped to provincial interest as articulated in the Growth Plan for the Greater Golden Horseshoe, 2017 (Growth Plan), the Provincial Policy Statement, 2014 (PPS), the *Planning Act* and the *Ontario Heritage Act*.

MMA has acknowledged that the Downtown Plan is part of the City's Official Plan Review which, as a provincial plan conformity exercise, includes updating the Plan's policies to conform with the Growth Plan. MMA has indicated its support for the Downtown Plan Official Plan Amendment to be submitted under Section 26 of the *Planning Act* as a partial conformity with the Growth Plan. The Province acknowledges that the City will undertake subsequent Official Plan Amendments to achieve full Growth Plan conformity as part of the ongoing phased conformity exercise.

MMA indicated that it was supportive of the revisions proposed in the Downtown Plan as it relates to implementing the Growth Plan on key policy areas including: complete communities, infrastructure to support growth, integrated planning, and the promotion of major office and institutional development. The Ministry recommended some modifications to the Proposed Downtown Plan to better align with provincial planning policies and the City has addressed these modifications in this recommended Downtown Plan.

The Province has confirmed that planning for Major Transit Station Areas (MTSAs) on Priority Transit Corridors under Section 2.2.4 of the Growth Plan is outside the scope of the proposed Downtown Plan. The City will be undertaking future work with respect to the MTSAs as part of a future Municipal Comprehensive Review which will delineate the boundaries of MTSAs and include minimum density targets to implement Growth Plan policies on MTSAs on Priority Transit Corridors, including those stations located Downtown.

A list of the specific PPS policies and Growth Plan policies that are aligned with the policies in the Downtown Plan are contained in Attachment 2 - Current Policy Framework.

The Official Plan

The Official Plan is the long-term vision for how the City should grow and change, and is the most important vehicle for implementing the PPS and Growth Plan. Downtown is identified on Map 2 – Urban Structure within the Downtown and Central Waterfront area. Downtown is a growth area and will continue to evolve as a healthy and attractive place to live and work. However, growth is not envisioned to spread uniformly throughout Downtown. The Official Plan recognizes that many of the activities that make Downtown successful and vibrant, are interdependent, and linked through Downtown spaces.

Section 2.2.1 of the Official Plan speaks to the role of Downtown as the 'Heart of Toronto' and the ways in which future growth should be shaped. The policies of this section indicate that Downtown will continue to evolve as a healthy and attractive place to live and work and points to the kinds of investments that will be supported to maintain this objective. It further specifies how the quality of Downtown can be improved to keep it an attractive place to live, with a range of services, institutions and housing opportunities along with heritage that is conserved. This section sets out policies related to mobility to keep downtown accessible in support of its important economic and employment role for the whole of the city and region.

Direction on matters that improve quality of life, including within Downtown, are contained in Chapter 3 of the Official Plan. These policies are intended to integrate social, economic and environmental perspectives into decision-making, recognizing that the needs of today need to be met without compromising the ability of future generations to meet their needs. Section 3.1 – "Built Environment" provides direction on the public realm, built form, tall buildings, public art and heritage conservation. Section 3.2 – "the Human Environment" provides direction on housing, community services and facilities, parks and open spaces, building new neighbourhoods, the natural environment and Toronto's economic health.

Chapter 5 of the Official Plan discusses implementation. Section 5.3.2 – "Implementation Plans and Strategies for City-Building" states that implementation plans, strategies and guidelines will be adopted to advance the vision, objectives and policies of the Official Plan. Section 5.3.3 – "Strategic Reinvestment" emphasizes the constant need for investment in infrastructure and services to maintain and improve quality of life. Section 5.6 – "Interpretation" provides guidance as to the understanding and interpretation of the Official Plan. Policy 5.6.1 indicates the Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making. Policy 5.6.1.1 indicates the goal of the Official Plan is to balance and reconcile a range of diverse objectives affecting land use planning in the City.

The City of Toronto Official Plan is available on the City's website at:
<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

City of Toronto Parkland Strategy (2017)

The City is undertaking a Parkland Strategy, a 20-year plan that will guide the long-term provision of parks city-wide, including new parks, expansions and improved access to existing parks. The Parkland Strategy will provide a defensible rationale and evidence on the requirements for parkland to meet the needs of Toronto's growing and changing population. The Parkland Strategy is based on the principles of 'expand', 'share' and 'connect', and will be informed by an understanding of park provision and use trends, and demographic and growth projections.

The first phase of work has developed a measurement methodology to assess parkland supply and distribution across the city. A Preliminary Report on the Parkland Strategy prepared in November 2017 identified Downtown as an area with a very low supply of parkland per person, which is likely to decline as population growth continues. This first phase of work also provide an assessment of parkland provision and need within the growing Downtown, with the analysis serving as an input to the preparation of the Downtown Parks and Public Realm Plan.

The next phase of work will provide a comprehensive analysis of the availability and function of parkland and provide new approaches and tools to support decision-making and the prioritization of parkland investment across Toronto for the next 20 years. The Final Parkland Strategy will act as Toronto's parks plan, satisfying the new requirement in the *Planning Act* that municipal organizations study the need for parkland through preparation of a parks plan prior to adopting any changes to the Alternative Parkland Dedication Rate.

The Preliminary Report on the Parkland Strategy was presented to Executive Committee in November 2017. Executive Committee adopted the report and directed staff to report back on the Final Parkland Strategy in Q2 of 2018.

More information about the parkland Strategy is available on the City's website at: www.toronto.ca/parklandstrategy

4. Stakeholder Engagement

City Planning and its divisional partners have undertaken a comprehensive public engagement and stakeholder consultation process for TOcore, employing a diverse range of tools aimed at reaching the full range of people from across the city who live, work, learn, play, visit and invest Downtown. Attachment 3 describes the detailed consultations that have taken place throughout the course of the study. The key elements of consultation that have occurred since Council's consideration of the proposed plan are summarized below.

Through the consultations, the City received a variety of comments and suggestions about the Proposed Downtown Plan policies. Generally, stakeholders and the public supported the proposed mobility policies. Many people felt that the policies encouraging improved transit and increased active transportation amenities including cycling infrastructure would most improve the quality of life Downtown. Stakeholders and the public had similar comments on the proposed policies to expand and improve parkland, and they also expressed strong support for policies limiting shadows on the public

realm. Several parties supported the concepts of complete communities and the refinement of the *Mixed Use Areas*. Several stakeholders expressed support for the proposed policies for *Institutional Areas* and the Health Sciences District, although some requested that additional non-residential uses be permitted in these areas. The public also broadly supported the proposed policies on affordable housing, minimum unit sizes, and community services and facilities that serve the needs of families with young children.

Stakeholders and the public also identified policies that should be revisited during the consultation process. Several parties felt that more growth should be directed near subway stations, including into *Neighbourhoods*; in contrast, others requested that the Plan speak specifically to protecting *Neighbourhoods* from development. Several parties requested additional wording to increase the acknowledgement of Indigenous histories and place-making, and the importance of natural features to Indigenous cultures. Several people requested that bike lanes be prioritized on additional streets, including parts of Avenue Road, Spadina Road, Bloor Street and Dundas Street. Some members of the public wanted the Plan to include stronger language about increased street tree planting and maintenance. Some requested that certain additional streets be designated as Priority Retail Streets, including Bay Street, parts of Dundas Street East, Adelaide Street and Richmond Streets.

Planning staff also engaged extensively with both the residential and commercial development industries, which provided a range of input to the proposed policies. Through the consultation with these stakeholders, both the residential and the non-residential industries were generally supportive of reducing private automobile dependence. Both industries expressed concerns primarily focusing on the financial impacts of certain policy directions. They felt that certain policies may be too restrictive, limiting the flexibility of the industries to respond to the characteristics of each development site and result in diminished opportunities for intensification. For example, both industries suggested that the policy requiring that the entire ground floor (excluding servicing and entrance spaces) in Priority Retail Streets consist of retail and service commercial space was restrictive and would be difficult to achieve.

Each industry provided unique comments as well. The non-residential industry felt that animated lobbies or event spaces were more desirable than retail uses at the base of dedicated office buildings. They requested that the City consider allowing uses that animate the base of buildings rather than requiring only retail at grade in the Financial District. The residential industry expressed concerns about prioritizing non-residential development in the King-Parliament and King-Spadina Secondary Plan Areas, the Bloor-Bay Office Corridor, and in *Mixed Use Areas 1*, which they saw as too restrictive. Additionally, the residential development industry was concerned that minimum unit size requirements would negatively impact affordability for families wanting to live Downtown, and that the proposed affordable housing policies were premature and did not conform to the inclusionary zoning bill drafted by the Province. The residential development industry also raised concerns around the use of growth management tools such as Holding By-laws, Site and Areas Specific Policies (SASPs), and the Complete Community Assessment. They cited the impact that these requirements may have in delaying development which in turn could affect the affordability of housing within

Downtown and result in other possible unintended consequences of further limiting housing supply.

Through the consultation with the residential and commercial development industries, both stakeholder groups offered suggestions for staff to consider when further developing the Downtown Plan policies. The non-residential industry asked the City to remove York Street from the Priority Retail Streets map and to add clarity that non-residential floorplates were not restricted to 750 metres. The residential industry suggested that the City: consider reviewing the proposed Plan policies to permit greater opportunity for residential growth; undertake an analysis of the financial impacts to the industry of various concurrent initiatives underway, such as the city-wide Parkland Strategy and the Development Charges By-law Review; identify areas that will require a SASP and to begin those studies as early as possible to provide certainty to the industry; and provide encouragement and "incentives" rather than requirements for new developments.

Input received through consultation was taken into consideration during the review and preparation of the final Downtown Plan, which addresses a number of the comments and suggestions received. The final Downtown Plan reflects the comprehensive planning analysis and review of stakeholder and community input received over the last three years. It is consistent with the City's Official Plan, the Growth Plan and the Provincial Policy Statement.

A summary of the feedback and advice received through the Phase 3 stakeholder and public engagement activities and a list of stakeholder groups consulted on the Proposed Downtown Plan and draft infrastructure strategies can be found in Attachment 3 - Stakeholder and Public Engagement Summary.

The *Planning Act* requires that a Special Public Meeting be held on any proposed amendments to the Official Plan and that an Open House be held to ensure that the public has an opportunity to review and ask questions about the information and material made available in advance of the Special Public Meeting. The Open House is to be held on the evening of April 23, 2018 at the Metro Hall Rotunda, 55 John Street.

5. Amendments to Official Plan Section 2.2.1 and Map 6

Section 2.2.1 is recommended to be amended as shown on Attachment 1 - Schedule 1. Recommended amendments to this Section align with findings and recommendation of the TOcore Study, as the Downtown context has changed since this section of this Official Plan was originally approved.

A new Policy 1 within Section 2.2.1 clarifies that the Downtown Toronto Urban Growth Centre (UGC), as required under the Growth Plan, is defined as the area labelled "Downtown and Central Waterfront" on the current Map 6 of the Official Plan, and applies the Province's minimum density targets. Map 6 has been relabelled to add clarity and reflect the UGC geography as approved by the Minister.

Two other additions to Map 6 are recommended to reflect the urban structure of Downtown. The first is an enlargement of the boundaries of the Financial District. The

second is the addition of the new Health Sciences District. A new proposed Map 6A shows the boundaries of the Downtown Plan Area and the Central Waterfront Secondary Plan Area.

Policy 2 of section 2.2.1 has been strengthened to recognize the economic importance of Downtown to the city and region, aligning it to policy 2.2.3(1) of the Growth Plan. It identifies the Financial District as the focus for commercial office development and the Health Sciences District as the focus for health care institutions and related functions. It supports the expansion of institutions including those related to post-secondary education, government and health. It fosters creative industries and the culture sector that are centred in the King-Spadina and King-Parliament neighbourhoods.

Policy 3 speaks to investments to be sought for Downtown. It has been updated to address the Growth Plan policies related to investment in active transportation and transit infrastructure. A policy provision related to investment in priority retail streets is also included.

Policy 4, which speaks to the quality of Downtown as a place to live, adds new policy provisions to conform with the Growth Plan pertaining to complete communities, a high-quality built form and resilience.

Changes to the Downtown Accessibility and Mobility policies (Policy 8 through 12) are amended to address Growth Plan policies pertaining to the prioritization of active transportation. They have also been amended to address future City and Provincial investments in Union Station to accommodate increased ridership and the electrification of the GO rail system.

Other important changes made to better align Section 2.2.1 to the Growth Plan include: adding wording to recognize Indigenous territories, history and cultures; and changing the reference of the urban region from the GTA to the Greater Golden Horseshoe.

6. Structure and Interpretation of the Downtown Plan

The Downtown Plan contains policies that address directing growth, linking growth and infrastructure, land use and economy, parks and public realm, mobility, built form, community services and facilities, housing, culture, energy and resilience, implementation and interpretation. The recommended Downtown Plan can be found in Attachment 1 - Schedule 2. The policies of the Plan must be read together. For any individual policy to be properly understood, the Plan must be read as a whole. The policies of the Downtown Plan are found in the shaded boxes and the unshaded text provides the intent behind the policies. To aid in the interpretation of the policies, a series of definitions are contained in the Interpretation section.

Based on feedback received during the September 2017 to March 2018 consultation period, the recommended Downtown Plan has been re-ordered. The Downtown Plan first establishes the Downtown land use framework, followed by policies that strengthen Downtown's urban structure through the improvement and expansion of parks, the public realm and the transportation network. The Plan then provides direction on built form, community services and facilities, housing, culture, resiliency and implementation.

The proposed Downtown Plan included a number of side bars to provide context for the policy framework. To better support policy implementation, some of these side bars including descriptions of infrastructure, net-new shadow and the public realm, among others, have been revised and moved into the Interpretation section as definitions. The Interpretation section is referenced in Policy 1.4 and has been added to the end of the recommended Downtown Plan.

7. Downtown Plan – Vision and Goals

Vision

The recommended Downtown Plan establishes a 25-year vision, summarized as "the thriving heart of a connected and prosperous city region." The vision statement is a non-policy aspirational description of what the Downtown Plan intends to accomplish through the application of the policies it contains.

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

Goals

The recommended Downtown Plan includes five overarching goals with policies that establish the outcomes the recommended Downtown Plan aims to achieve. These goals include:

Complete Communities

The recommended Downtown Plan requires that growth be supported by the infrastructure – community services and facilities, green infrastructure, physical infrastructure and parkland – needed to foster complete communities. Policies seek to create neighbourhoods with walkable access to the complete range of amenities, services and infrastructure supporting daily living. The policies speak to the built form characteristics, public spaces and range of housing needed to support complete communities and liveability.

Connectivity

To ensure that Downtown continues to be Canada's corporate capital and the region's largest and most accessible employment and institutional centre, the recommended Downtown Plan supports expansion of a range of safe and sustainable travel options – walking, cycling and transit – and an improved, better-connected public realm. Policies

seek to improve mobility and accessibility for the city-wide and regional workforce to Downtown, along with national and international connectivity.

Prosperity

The recommended Downtown Plan facilitates long-term employment and institutional growth, in particular through prioritizing non-residential uses in the Financial District, Health Sciences District, the King-Spadina and King-Parliament areas and the Bloor-Bay Office Corridor. Policies support the clustering of financial and business services, creative industries, as well as hospitals, medical research facilities and universities. Positioning Toronto as a global leader in arts and culture is another key policy goal.

Resilience

To support the implementation of the City's climate action plan, the recommended Downtown Plan supports expansion of renewable energy initiatives such as deep lake water cooling, low-carbon thermal energy networks, and increased conservation and efficiency measures for water and wastewater services and through near-zero emissions development. To address unpredictable weather and extreme storm events, the recommended Downtown Plan addresses improvements to back-up power for tall buildings.

Responsibility

To address the pattern of growth that is predominantly infill development on increasingly smaller sites, the recommended Downtown Plan reflects that comprehensive, integrated planning is a necessity. The recommended Downtown Plan calls on the City, the development industry and an array of community-based organizations to share a collective understanding and responsibility for building a liveable Downtown made up of complete communities. As Downtown intensifies, the provision of infrastructure – community service facilities, parkland, green infrastructure and physical infrastructure – will be commensurate with the intensity of development and the number of residents and workers generated.

8. Policy Summaries

This section provides a summary of the policies within the recommended Downtown Plan recommended to Council for adoption. It follows the structure of the recommended Downtown Plan with each section describing:

- the growth-related challenges or opportunities the Downtown Plan will address;
- the intent, rationale and expected outcomes of the proposed policy framework, as adopted by City Council at its October 2017 meeting, much of which remains unchanged in the recommended Downtown Plan; and
- an explanation of changes to the proposed policy framework considered by Council at its meeting of October 2017, as a result of subsequent analysis or consultation.

Directing Growth

The Province's Growth Plan for the Greater Golden Horseshoe (2017) identifies the Downtown Toronto Urban Growth Centre as a focal area for investment in region-wide public services and infrastructure. As a regional transportation hub, it serves as a high-

density major employment centre and is intended to accommodate a significant share of both population and employment growth. As required under the Growth Plan, the Downtown Toronto UGC is planned to achieve, by 2031 or earlier, a minimum density target of 400 residents and jobs combined per hectare (see Attachment 4 - Population and Employment Growth Update for more information).

Not all areas of Downtown are intended to experience the same amount of intensification. The Downtown Plan identifies the land use designations within Downtown that will be targeted for growth, with varying scales and degrees of intensity. These include *Mixed Use Areas 1, Mixed Use Areas 2, Mixed Use Areas 3, Regeneration Areas and Institutional Areas*. Greater certainty around growth patterns is essential to enable the City to plan, fund, build or secure the corresponding levels of needed infrastructure to support growth.

The following summarizes the main changes:

- The Proposed Downtown Plan included a map titled "Map 2: Areas of Focus for Growth." This map identified the areas where growth would be directed in the Downtown: *Mixed Use Areas 1, Mixed Use Areas 2, Mixed Use Areas 3, Regeneration Areas and Institutional Areas*. The areas of focus for growth are clearly described in policy language within the Plan and align with the land use designations. For this reason, the map is redundant and has been removed.
- The Proposed Downtown Plan included a policy that listed land use designations that would not be targeted for growth: *Neighbourhoods, Apartment Neighbourhoods, Mixed Use Areas 4 and Utility Corridors*. This policy has been removed as the Official Plan already provides clear direction on growth anticipated for these land use designations.

Linking Growth and Infrastructure to Achieve Complete Communities

As Downtown continues to intensify through infill development, it is increasingly necessary to review and analyze not only how a proposal relates to its site, but also to the existing and planned context of the surrounding area. To ensure the development of complete communities Downtown, it will be necessary to undertake an evaluation of the availability and provision of infrastructure to support growth – community services and facilities, green infrastructure, physical infrastructure and parkland – relative to the number of people a development will generate. This evaluation will need to include the site and block on which the development is located, as well as all surrounding blocks, for both the development and the cumulative impact of more than one development. To this end, the Downtown Plan requires submission of a Complete Community Assessment as an addendum to a development application's Planning Rationale. A description of this addendum is included in Attachment 5, and clarifies what the Complete Community Assessment needs to address.

The Development Guide Planning Rationale Terms of Reference can be found here: <https://www.toronto.ca/city-government/planning-development/application-forms-fees/building-toronto-together-a-development-guide/>.

The Planning Rationale Terms of Reference will be updated to include the following language under "Comments":

"Downtown Plan

Should an application be submitted in *Mixed Use Areas 1, Mixed Use Areas 2, Mixed Use Areas 3* and *Regeneration Areas* within the Downtown Plan area (as illustrated on Map 6A of the Official Plan) applicants will be required to submit a Complete Community Application as described in the Toronto Development Guide Glossary of Terms."

A Complete Community Assessment will be submitted for development applications for lands within *Mixed Use Areas 1, Mixed Use Areas 2, Mixed Use Areas 3* and *Regenerations Areas*, and will include:

- a description of the subject site within its existing and planned context from a physical perspective (see draft Terms of Reference for the Block Context Plan, described below);
- a summary of how the proposal aligns with the five Infrastructure Strategies, including a summary of the infrastructure requirements as identified in the Strategies;
- a summary of how the proposed development will be served by existing and planned infrastructure; and
- details of how the proposed development will contribute to the necessary infrastructure identified in the Strategies.

The Complete Community Assessment will identify the proposed development in relation to the surrounding context and area character. Through the development application review process, City Staff will review the Complete Community Assessment to determine the impacts of the proposed development within the existing and planned context of the area. To ensure growth is linked to the timely provision of infrastructure – including physical infrastructure, green infrastructure, community service facilities, and parkland – City Staff will also determine whether the proposed development contributes to the creation of a complete community as assessed against the five Downtown Infrastructure Plans and/or Strategies.

This report recommends that the Chief Planner and Executive Director, City Planning Division update the Development Guide to reflect the Complete Community Assessment addendum.

Matters related to built form and public realm will be reviewed in conjunction with the Complete Community Assessment through the Block Context Plan. For applications within the Downtown Plan boundary, applicants will be asked to submit drawings that illustrate the Required Contents (a. through q.) of the Block Context Plan. The draft Terms of Reference for the Block Context Plan was considered by Planning and Growth Management Committee on January 15, 2018, and will form part of Official Plan

Chapter 3 (Urban Design) Policy review. The draft Terms of Reference for the Block Context Plan is currently under review and out for public consultation. Any amendments or finalization of the draft Terms of Reference for the Block Context Plan will be updated as part of the Downtown Plan. The Block Context Plan draft Terms of Reference can be found here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG25.7>.

Land Use and Economy

Balancing Non-Residential and Residential Growth

To achieve Council's goals of economic vitality, competitiveness and acceleration of economic growth, a balance between residential and non-residential development is essential. The ability of the office sector and landmark institutions to expand has been challenged by growing competition for a limited supply of development sites.

To this end, the recommended Downtown Plan prioritizes non-residential uses in the Financial District, safeguards for future institutional and non-residential uses in the Health Sciences District, encourages the expansion of office development in the King-Spadina and King-Parliament areas and encourages flexible and diverse retail on Priority Retail Streets.

An Expanded Financial District

The Financial District includes headquarters for Canada's financial and business services sectors and contains the largest and densest cluster of office workers in Canada. The Financial District is characterized by large, prestige commercial office buildings predominantly occupied by large tenants. Significant investment has been made to Union Station, the PATH network, as well as approvals for a number of new Class A office buildings in the Financial District, all of which demonstrate the economic importance of this area to the city as well as the region.

To ensure Toronto's robust economy continues to flourish, the Downtown Plan expands the boundary of the Financial District (Attachment 1 - Schedule 2, Map 2) to the south, west, and the east to recognize its actual extent as well as potential future opportunities to support the Downtown office core. Policies seek to ensure the Financial District continues to accommodate future job growth, and to protect the city's economic competitiveness, by ensuring that future development capacity generally within walking distance of Union Station is prioritized for non-residential development.

The policies included in this section of the Plan have been revised as follows:

- The proposed Downtown Plan focused on not permitting residential development beyond existing as-of-right permissions, but did not explicitly require a net gain or full replacement of office space in the Financial District. In the recommended Downtown Plan, Financial District policies have been added to provide clarity around the requirement for development to provide a net gain of office space and non-residential gross floor area.
- The Plan now includes a policy specific to the Metro Toronto Convention Centre site, which requires further study of this large, centrally located site.

Bloor-Bay Office Corridor

The Bloor-Bay Office Corridor is an important employment location outside the Financial District. This corridor is highly accessible given its proximity to two subway lines and surface transit routes and is critical to Downtown's diverse office market. In recent years, development trends in the Corridor have seen a predominance of proposals for residential development and few proposals for non-residential development. The policies in the recommended Downtown Plan continue to require the net gain of office space and non-residential gross floor area for this corridor.

Health Sciences District

The institutional uses within Downtown are clustered in a manner that builds upon the successful synergy with other related sectors. The hospitals along University Avenue are specialized to serve both local residents, residents of the Greater Toronto Area and the people of Ontario. Of all institutional uses, hospitals are in greatest need for geographic proximity as it is difficult to separate functional elements to satellite locations and the geographic synergy between facilities maximizes their effectiveness.

Recognizing the need to ensure there is a continued capacity to meet future demands for local and regional health services, hospitals and related facilities should have the ability to expand on-site or on adjacent lands.

The recommended Downtown Plan establishes a Health Sciences District and supportive land use policies. The policies for the new Health Sciences District protect for future change and transformation of a critical service while prioritizing non-residential uses and public realm connections and improvements (Attachment 1 - Schedule 2, Map 2). Health Sciences District policies support the Growth Plan, which states that hospitals and long-term care facilities should be planned and located to keep pace with changing needs and be prioritized for strategic growth areas.

At its meeting in October 2017, City Council requested the Chief Planner and Executive Director, City Planning to review and report back as part of the Final Report on the Official Plan Amendment on how to support the retention and expansion of the major health institutions located outside of the proposed Health Sciences District, including St. Michael's Hospital, Centre for Addiction and Mental Health (CAMH) lands on College Street and the University Health Network Hospitals.

In interviews with the institutions noted above, all identified the need for better protection of *Institutional Areas*, or lands owned by the health institutions in areas not designated *Institutional Areas*. As a result of consultation with hospitals, the recommended Downtown Plan continues to prioritize lands owned by major institutions that do not fall within *Institutional Areas* to be used for institutional uses to support the growth and expansion of major institutional uses and/or users. This applies to all major health, educational and/or government institutions, including St. Michael's Hospital, CAMH and Toronto Western Hospital, a University Health Network (UHN) member hospital. The recommended Downtown Plan continues to discourage the introduction of non-institutional uses on lands designated *Institutional Areas*. This also applies to the health institutions noted above.

The policies included in this section of the Plan have been revised as follows:

- The Downtown Plan includes a policy requiring full replacement of existing institutional space or non-residential gross floor area. This policy clarifies the intent of the proposed policy framework to require full replacement of institutional space or non-residential gross floor area in the Health Sciences District as part of any redevelopment.
- The Proposed Downtown Plan policies for the District stated that any approved increase in density, above the existing as-of-right permissions contained within the in-force Zoning By-laws, will only contain non-residential gross floor area that supports the growth of the health sciences industry. In recognition that the District overlaps with the Queen's Park Precinct, the phrase "that supports the growth of the health sciences industry" has been removed.

King-Spadina and King-Parliament

The King-Spadina and King-Parliament neighbourhoods have emerged as highly desirable mixed use communities. The proximity of these two neighbourhoods to the Financial District, their character, and their unique stock of brick-and-beam and nineteenth-century commercial buildings have made them central to the creative industries and cultural sector boom in the city. Having these creative and cultural uses in close proximity to the core makes Toronto's Downtown competitive and diverse.

Since the early 2000s, residential development has outpaced non-residential growth in these areas. The increasing scale and intensity of residential development in these neighbourhoods has raised concerns that businesses and cultural organizations are at risk of being displaced. To retain the balance between the residential and non-residential growth in both King-Spadina and King-Parliament, the Downtown Plan includes policies that are intended to protect and expand the culture sector in these neighbourhoods. The Proposed Downtown Plan included policies that required development to provide the greater of the replacement of all existing non-residential gross floor area or the dedication of a minimum of 50 per cent of the gross floor area as non-residential uses within the King-Spadina and King-Parliament areas. Non-residential uses include those that complement and enhance the culture sector.

The policies included in this section of the Plan have been revised as follows:

- As an outcome of the consultation process on the Downtown Plan and further analysis, the policies for King-Spadina and King-Parliament were revisited. City Staff undertook an assessment of recently-completed projects and projects in the development pipeline, in addition to an evaluation of a range of development scenarios in both King-Spadina and King-Parliament. This analysis illustrated that this requirement may prove difficult to achieve. The assessment focused on two areas in particular: 1) an analysis of the composition of space in recently-completed mixed-use projects and projects in the development pipeline, and 2) generating a range of development scenarios to evaluate the viability of developing projects in King-Spadina and King-Parliament under the policy regime of the Proposed Downtown Plan and the recommended Downtown Plan.

- The policies within the recommended Downtown Plan for these two secondary plan areas now provide for additional flexibility while continuing to ensure a balance between residential and non-residential uses continues. The policy has been revised to require the replacement of all existing non-residential gross floor area or the dedication of a minimum of 25 per cent of the gross floor area as non-residential uses (e.g., office, retail, cultural etc.), whichever is greater. The policies within this section also allow for the non-residential gross floor area to be provided on another site within their respective secondary plan area in King-Spadina or King-Parliament, provided that the non-residential gross floor area is constructed prior to or concurrently with the construction of any residential gross floor area.

Institutional Uses

Institutions play an important role by providing highly specialized functions and services as well as employment. The major health, post-secondary education and governmental institutional campuses within Downtown are among the largest employers in the city and attract thousands of workers, patients, students and visitors every day. The demand for institutional services is expected to expand and evolve. To increase service levels, additional space will be required to accommodate future growth of these institutions. The policies in the recommended Downtown Plan acknowledge the importance of Downtown's *Institutional Areas* and remain unchanged.

Post-Secondary Institutions

The university and college campuses Downtown have a regional and national role. The four major institutions – University of Toronto, Ryerson University, OCAD University and George Brown College – accommodate a significant student population and thousands of associated jobs. Each campus has a different character, and their future needs will vary. The policies in the recommended Downtown Plan acknowledge the importance of Downtown's post-secondary institutions remain unchanged.

Development in Proximity to Planned Rapid Transit Infrastructure

The proposed Relief Line subway and enhancements to GO Rail identify a number of planned rapid transit stations Downtown. The recommended Downtown Plan includes policies that identify the need to undertake a City-initiated study prior to any development that exceeds as-of-right permissions within 500 metres of a planned rapid transit station. The resulting Site and Area Specific Policy (SASP) would identify such matters as: appropriate mix of land uses and built form, public realm improvements, station integration as well as all necessary infrastructure including physical infrastructure, green infrastructure, community service and facilities, and public parkland. The Plan also identifies the need for development in these areas to include a high proportion of non-residential uses.

Retail

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

Priority Retail Streets are identified in the Zoning By-law. The recommended Downtown Plan updates and expands the number and locations of Priority Retail Streets (Attachment 1 - Schedule 2, Map 5) to include the areas that are a focus for growth within Downtown. The recommended policies require that the ground floor of developments contain quality retail space; encourage specific design elements to protect the prevailing character of the street; and require that larger format stores be located on the second or lower levels of new development, or alternatively wrapped by smaller stores.

The policies within the recommended Downtown Plan ensure that the frontages and grade-related uses on Priority Retail Streets are active, contain non-residential gross floor area, and animate the street frontage through high-quality design.

The policies included in this section of the Plan have been revised as follows:

- Following a review of existing Site and Area Specific Policies, it was determined that additional streets should be added to Map 5: Priority Retail Streets. Map 5 has been revised to ensure alignment with existing Site and Area Specific Policies and to ensure consistency with the existing Zoning By-law for priority retail streets. The following streets have been added to Map 5:
 - Bay Street between Hagerman Street and Scollard Street was added to reflect the existing Zoning By-law for Priority Retail Streets and the existing retail conditions.
 - Dundas Street East between Church Street and River Street was added to be consistent with the Garden District Official Plan Amendment (OPA 82) which identified the "Dundas Corridor Character Area" as a priority retail street. East of the Garden District boundary area, the existing and planned context for Dundas Street East through the Regent Park Secondary Plan area includes retail at grade.
 - Dupont Street between Bathurst Street and Kendal Avenue was added to reflect the direction in the Dupont Street Regeneration Area Official Plan Amendment (OPA 271).
- The following streets were removed from Map 5: Priority Retail Streets:
 - Harbour Street between Yonge Street and York Street was removed to reflect existing conditions.
 - York Street between Queen Street West and Front Street West was removed to provide flexibility for at grade conditions within the Financial District.

First Responders

The concentration of tall infill development Downtown impacts the overall placement and distribution of first responder resources due to an increase in emergency response call volumes associated with a growing population. Vertical growth also results in extended response times as first responders require additional time to ascend to the location of the incident in tall buildings. An ageing population also places additional demands on these services. The policies of the Downtown Plan acknowledge the needs of first responders by considering the requirement to plan for flexible spaces within the

right-of-way to provide quick access to emergencies, and by providing the opportunity to deliver new station locations within mixed-use buildings, where appropriate. The Downtown Plan also requires consideration of essential access by emergency response vehicles in planning for streets and the public realm.

Defining Scales of Growth

Policy Rationale and Outcomes

Lands designated *Mixed Use Areas* throughout the City are anticipated to absorb most of the increase in office, retail and service employment as well as a large proportion of residential uses. Downtown contains large geographies which are designated *Mixed Use Areas* on Map 18 of the Official Plan. The single *Mixed Use Areas* designation did not reflect the diversity of uses, the fine-grain lot pattern, and varied lot widths and depths found Downtown and resulted in a range of development that did not always reflect the existing and planned context of these areas. The Downtown Plan has resulted in refined *Mixed Use Areas* policies to provide direction with respect to the shape and growth of the Downtown in a manner that balances the character, scale and transition across the diverse landscape of Downtown.

To address this diversity and to reflect that a variety of building typologies can accommodate growth, four *Mixed Use Areas* designations have been developed (Attachment 1 - Schedule 2, Map 3). The *Mixed Use Areas* policies will work in tandem with the Downtown Plan's other policies, including but not limited to parks and public realm, mobility, built form, and community services and facilities.

Limited changes have been made to the *Mixed Use Areas* policies in order to ensure that the goal of the policies remains the same: that *Mixed Use Areas* achieve a multitude of planning objectives, and absorb the growth anticipated Downtown in a manner sensitive to local context. While land use policies for the *Mixed Use Areas* designations speak to various building typologies and scales, the policies included in the Downtown Plan do not speak to specific height permissions which can and will be secured through Site and Area Specific Policies and individual development applications.

Mixed Use Areas 1 – Growth

Mixed Use Areas 1 are the areas intended to absorb the majority of growth. Intensification is planned to occur in a diverse range of building typologies, including tall buildings, all of which will contain a range of uses. *Mixed Use Areas 1* are located within parts of Downtown where tall buildings predominate and where it is appropriate to require a greater threshold for non-residential gross floor area within mixed-use developments. In the recommended Downtown Plan, this designation continues to apply to areas where the most intense development and largest proportion of non-residential uses are anticipated. The recommended Downtown Plan also retains policy language to rebalance non-residential and residential uses, ensuring a higher proportion of non-residential uses within this designation.

The policies included in this section of the Plan have been revised as follows:

- The requirement included in the proposed Downtown Plan to limit residential uses to above the fourth storey of mixed use developments has been deleted. The

recommended Downtown Plan provides direction to secure non-residential gross floor area through individual development applications, ensuring that the amount and location of non-residential space is based on a site-by-site analysis and is context-specific. For example, locations where a greater proportion of non-residential gross floor area are appropriate and should be provided may include the areas around subway stations, or on sites where a non-residential building exists.

Mixed Use Areas 2 – Intermediate

Mixed Use Areas 2 form an intermediate, transitional scale between the taller buildings anticipated on some sites in *Mixed Use Areas 1* and the predominantly mid-rise character of *Mixed-Use Areas 3*. Development in *Mixed Use Areas 2* may be of a scale and typology that is unique and responds to the existing character of those areas. This "in-between" scale of development will respond to unique built form contexts.

The lands identified as *Mixed Use Areas 2* in the recommended Downtown Plan are adjacent to a variety of other land use designations, including *Neighbourhoods*, *Apartment Neighbourhoods*, *Mixed Use Areas 1*, *Mixed Use Areas 3* and *Mixed Use Areas 4*. Each of these adjacencies will require different approaches to the siting, massing, design and height of development within *Mixed Use Areas 2*. A diverse mix of uses will be required in *Mixed Use Areas 2*, including office uses, residential uses and active ground-floor retail to animate the street. The policies in the recommended Downtown Plan have been edited for clarity, but reflect the same intent as those included in the proposed Downtown Plan.

Mixed Use Areas 3 – Main Streets

Mixed Use Areas 3 are streets that will continue to have a main street character and include a diversity of uses such as retail, services, restaurants and small shops at grade with residential and some commercial uses above. These areas are generally along surface transit corridors, often contain a large number of heritage buildings and are mostly adjacent to Downtown's low-rise neighbourhoods. Many people associate *Mixed Use Areas 3* with the villages and neighbourhoods that make up and serve the local Downtown communities. The existing and planned context will include buildings up to a mid-rise scale with good access to mid-day sunlight in the spring and fall to support a comfortable public realm.

The policies included in this section of the Plan have been revised as follows:

- A new policy that recognizes the unique nature of the Spadina Avenue right-of-way was added to the recommended Downtown Plan. Map 3 of the Official Plan identifies a planned right-of-way of 36 metres for Spadina Avenue while it has a right-of-way width in excess of the planned 36 metres. As such, the resulting building typology along this street may include buildings that are taller than a typical mid-rise built form. Policies have been added to the recommended Downtown Plan to recognize the unique character of the street and to contemplate building typologies that may not be in accordance with the City's Avenues and Mid-Rise Guidelines.

Mixed Use Areas 4 – Local

Mixed Use Areas 4 are pockets of lands that contain low-rise, house-form type buildings. They are generally located off of the main streets, embedded within the

neighbourhood fabric and include areas such as Kensington Market and others. Lands within *Mixed Use Areas 4* will continue to include non-residential uses serving the needs of the local community or play a role as a special destination. The policies in the recommended Downtown Plan continue to require that development in *Mixed Use Areas 4* take the form of low-scale buildings with uses that serve the local community.

Summary of Map Changes to Mixed Use Areas

Lands within the boundary of the Downtown currently designated as *Mixed Use Areas* on Map 18 of the Official Plan will continue to be designated *Mixed Use Areas*. The Downtown Plan refines the *Mixed Use Areas* mapping by creating four categories of *Mixed Use Areas* designations within the Downtown (Attachment 1 - Schedule 2, Map 3) based on the existing and planned context of these areas.

The rationalization of the existing Downtown policy framework (as described below, in Section 9 of the Comments section), resulted in a number of revisions to the *Mixed Use Areas* maps included in the recommended Downtown Plan (Attachment 1 - Schedule 2, Maps 3 and 3-A through 3-D). Based on a review of existing Secondary Plans, Site and Area Specific Policies and the Zoning By-law, the boundaries of some *Mixed Use Areas* designations have been modified to reflect the planned context of the area, or to be consistent with existing permissions. Updates include:

- The portion of Church Street between Wood Street and Carlton Street was changed from *Mixed Use Areas 3* to *Mixed Use Areas 2*.
- The portion of Dundas Street East between George Street and Sherbourne Street was changed from *Mixed Use Areas 3* to *Mixed Use Areas 2*.
- The block bounded by St. George Street, Bedford Road, Prince Arthur Avenue and generally aligning with the rear property lines of the Bloor Street West fronting properties was changed from *Mixed Use Areas 4* to *Mixed Use Areas 2*.
- The block bounded by St. George Street, Huron Street, Prince Arthur Avenue and generally aligning with the rear property lines of the Bloor Street West fronting properties was changed from *Mixed Use Areas 4* to *Mixed Use Areas 3*.
- The northwest and southwest corners of Harbord Street and Spadina Avenue were changed from *Mixed Use Areas 2* to *Mixed Use Areas 3*.
- The northeast and southeast corners of Bathurst Street and Bloor Street West were changed from *Mixed Use Areas 3* to *Mixed Use Areas 2*, and the parcels to the north were changed from *Mixed Use Areas 4* to *Mixed Use Areas 3*.
- The areas along Avenue Road, generally north of Pears Road previously shown as *Mixed Use Areas 4*, have been changed to *Mixed Use Areas 3*. The lands on the east side of Avenue Road, at the terminus of Bernard Street have also been changed from *Mixed Use Areas 4* to *Mixed Use Areas 3*.
- A small portion of the lands at the northeast corner of Bellair Street and Cumberland Street were changed from *Mixed Use Areas 4* to *Mixed Use Areas 2*.
- The parcels on Dundas Street West generally between Spadina Avenue and Augusta Avenue previously shown as *Mixed Use Areas 4* have been changed to *Mixed Use Areas 3*.
- The block bounded by Richmond Street East, King Street East, Church Street and Jarvis Street was changed from *Mixed Use Areas 1* to *Mixed Use Areas 2*.

- The lands on the south side King Street East between Jarvis Street and Sherbourne Street were changed from *Mixed Use Areas 3* to *Mixed Use Areas 2*.
- The lands along the west side of St. Patrick Street, generally between Dundas Street West and Queen Street West were changed from *Mixed Use Areas 3* to *Mixed Use Areas 2*.

In addition to the areas that are designated as *Mixed Use Areas* on Map 18 of the Official Plan, there are areas which are anticipated to accommodate mixed use growth within the Downtown but are currently designated *Regeneration Areas*. These include King-Spadina, King-Parliament and Queen-River. The recommended Downtown Plan proposes that these areas be re-designated and aligned with the four new *Mixed Use Areas* designations, as shown on in Attachment 1 - Schedule 2, Map 3.

Additional *Regeneration Areas* are located in the Central Waterfront Secondary Plan area. Upon the Central Waterfront Secondary Plan being brought into full force and effect, *Regeneration Areas* within the Central Waterfront Secondary Plan area will be reviewed to determine if they should be re-designated to one of the four *Mixed Use Areas* designations.

Parks and Public Realm

The variety of streets, parks and open spaces Downtown provides unique experiences and offers a range of necessary functions to promote public life and community building. Easy access to quality public space for active transportation, recreation and passive use contributes to mental and physical health. With its intensifying residential fabric, expanding workforce and increasing number of visitors, there is an ongoing need to expand, connect and enhance the public realm. Parks continue to be identified as an essential element of complete communities in the recommended Plan. The Plan has been updated to reflect the varied and important roles that parks have within the urban landscape.

The parks and public realm policies have been reordered in the recommended Downtown Plan so that policies that address the objectives for planning, design and development appear first. These overarching policies are applicable to the entire Downtown geography and are followed by policies that provide context for the strategic ideas presented in the Downtown Parks and Public Realm Plan. Policies related to parkland provision support implementation of the objectives and strategic ideas and have been moved towards the end of the section, along with policies related to partnerships. The policy related to the role of parkland has been expanded including to recognize that role that Downtown parks play in meeting the needs of residents, workers and visitors.

Objectives for the Planning, Design and Development of Parks and the Public Realm

The recommended Downtown Plan includes policies that establish clear objectives for the planning, design and development of parks and the public realm. Policies focus on the creation of functional, interesting and engaging places that are connected, safe and comfortable. The recommended Downtown Plan addresses how the public realm should be designed to encourage public life, provide active and passive functions, be

connected through a seamless relationship between streets and parks, reinforce historic places and celebrate Indigenous cultures.

The policies in this section of the Plan have been revised as follows:

- The policies pertaining to development adjacent to a park have been expanded to include provisions ensuring buildings are setback from parks to support a high-quality interface between the development site and park. For instance, the policies require that a development achieve the Ontario Building Code setbacks related to fire separation on its site in order to ensure operable windows and high-quality facades adjacent to a park. .

Downtown Parks and Public Realm Plan

The Downtown Parks and Public Realm Plan focuses on the objectives of acquire and expand, improve, share, and connect. These objectives inform the planning, design and development of Downtown parks and public realm.

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

The Downtown Parks and Public Realm Plan contains a series of five transformative ideas that, when taken together, provide a framework to acquire and expand, improve, share, and connect Downtown's parks and public realm.

Parks and Public Realm Structure

The recommended Downtown Plan includes policies that reflect the vision for the parks and public realm structure in and around the Downtown associated with the Downtown Parks and Public Realm Plan. This structure operates at three scales of the public realm: regional, district and local.

The regional scale is the largest scale of Toronto's public realm and includes the transformative ideas of the Core Circle and Great Streets (Attachment 1 - Schedule 2, Map 6 and Map 7). The recommended Downtown Plan includes policies that promote connections between natural features including the Rosedale Valley, Don River Valley, Toronto Islands, Garrison Creek watershed, historic Lake Iroquois shoreline and the ravine system. The recommended Plan also includes policies to improve access and connections along this network for pedestrians and cyclists, making better use of these invaluable assets. For example, the Shoreline Stitch (Attachment 1 - Schedule 2, Map 10) is a series of public space moves that will better connect Downtown with its waterfront (in a north-south direction) and Fort York on the west side with the West Don

Lands on the east side. This will require numerous coordinated initiatives, some ambitious and long-term, such as decking of the rail corridor for a significant park, and others that are more modest but highly impactful, such as improving pedestrian crossings across Lake Shore Boulevard.

Downtown's 12 Great Streets complement and connect to the large natural features of the Core Circle. The Great Streets hold cultural and historic significance and provide connections to significant public places. The policies within the recommended Downtown Plan require Great Streets to be designed to reinforce the identity of the street and context. Development adjacent to the Great Streets will be required to implement high-quality streetscape design and use robust materials for associated public realm improvements.

A series of Park Districts and the Queen's Park and Civic Precincts comprise the district scale of the parks and public realm. This intermediate scale consists of parks, squares, streets and other public spaces that are integral to quality of life in Toronto's neighbourhoods. The Downtown Plan's policies focus on expanding and improving neighbourhood parks and public spaces to support growing communities. The Downtown Plan also includes policies to ensure that Park Districts are connected to pedestrian and cycling networks. Policies for the Queen's Park and Civic Precincts ensure these important civic spaces are designed to highlight their cultural heritage value, including providing opportunities for Indigenous placemaking.

The local scale includes often overlooked and underutilized spaces that are embedded within communities, including parkettes, laneways, schoolyards, churchyards and other spaces experienced on a daily basis. The recommended Downtown Plan includes policies that establish clear objectives for the planning, design and development of parks and the public realm, as well as policies that encourage partnerships and the integration of other public spaces to the parks and the public realm network. The policies in this section are further supplemented by the recommended Plan's Mobility policies that encourage the expansion, accessibility and pedestrian safety of laneways, as well with policies in the Built Form section that require development to minimize shadow on schoolyards Downtown. Taken together, these policies enable local places to better support local public life.

The policies included in this section of the Plan have been revised as follows:

- The recommended Downtown Plan continues to acknowledge opportunities for celebrating Indigenous cultures and histories, as well as opportunities for Indigenous placemaking, in Downtown's parks and public realm.
- The Plan includes refined policy language regarding the protection and ecological health of natural features in the Downtown supporting existing policies and as suggested by the Indigenous community.
- A new policy pertaining to Local Places – schoolyards, cemeteries, hydro corridors and institutional open spaces – has been added to encourage improved design and access of these places and to better connect them to the broader public realm network.

Parkland Provision

Downtown residents have among the lowest rates of parkland per person in the city and additional parkland is required to meet current and future demand. In the Downtown, there are 9.4m² of parkland per resident which is significantly lower than the City-wide average of 28m² per person. Taking employees into consideration, the parkland provision in the Downtown drops to 3.0m² per resident/employee. These figures do not include visitor or student populations, which contribute to parkland demand in the Downtown.

Maintaining provision levels is challenging in complex, built-up urban environments like the Downtown where the intensity and rate of vertical growth generates parkland demand beyond the City's capacity to compete for land and given the limited existing tools at the City's disposal to acquire land. As such, creative approaches are required to maintain an adequate supply of parkland that provides the full range of park experiences enjoyed elsewhere in Toronto.

Bringing the Parks and Public Realm Plan to fruition will involve using a number of different tools. A primary tool for the acquisition of parkland and improvements to existing parks stems from the legislative authority of the *Planning Act*. The City can also leverage existing real estate assets to contribute land towards parks and the public realm. Other tools at the City's disposal for improving parks and streets include Development Charges, the tax base and philanthropic contributions. Open space secured on development sites can be secured both through the planning approval process and during detailed site design.

Some implementation will be incremental through individual development applications (such as acquiring new parkland in the Park Districts) and others may be through larger exercises that will require further study.

Parkland Dedication as a Condition of Development Approval

Toronto's primary tool for acquiring new parkland is through land dedications or cash-in-lieu of parkland as a condition of development or redevelopment under Section 42 of the *Planning Act*. It sets out a standard rate for parkland dedication of 2 percent of the land area for commercial or industrial development and 5 percent of the land area for residential development.

The Act also permits municipalities to set their own alternative parkland dedication rates (within limits set by the *Planning Act*) by by-law to enable the City to require parkland dedication and cash-in-lieu as a condition of development and redevelopment over and above the *Planning Act's* standard rate for residential development. Prior to passing a new alternative parkland dedication by-law, an official plan is required to be in effect that contains specific policies dealing with the provision of lands for park or other public recreational purposes and the use of the alternative requirement. A parks plan, such as the Downtown Parks and Public Realm Plan, is also required to be made publicly available prior to the adoption of official plan policy. The parks plan must examine the need for parkland in a city or specific geography.

Any alternative rate established by the City only reflects the expectation of the amount of parkland, or cash-in-lieu of parkland, that development is expected to contribute; it is

not necessarily representative of the total amount of land that would be required to meet the City's need for new parkland.

Placeholder parkland dedication policies were included in the proposed Downtown Plan. These have been replaced with a new policy that identifies that an area-specific alternative parkland dedication by-law will be adopted for the Downtown. The by-law would be an amendment to the Municipal Code.

The new policy in the recommended Downtown Plan also clarifies that new developments will be expected to contribute parkland commensurate with the intensity of development, rather than the current requirement of a percentage of the size of a site that does not account for range of development intensity the Downtown is experiencing. The key principle that will be applied is that the more intense the development, the more parkland that will be required to be provided. The policies in the recommended Plan also stipulate and clarify how the alternative parkland dedication will be used, and provide criteria for land that is proposed to be conveyed to the City.

Land Dedications –The recommended Plan continues to prioritize on-site parkland dedications where sites are large enough to accommodate new parkland. The City will also continue to request that development provide its dedication outside of the property itself, referred to as an “off-site” contribution where an on-site dedication would not be feasible or desirable. Given the size and location of development sites in the Downtown, off-site land dedications will be pursued to ensure the provision of parkland is concurrent with growth and in areas that enhance and increase accessibility of the existing parks system in accordance with this Plan. On- and off-site land dedications will be required to be to satisfaction of the City. The Plan also now specifically recognizes that land dedications can assist the City in achieving the Five Transformative Ideas.

Cash-in-lieu of parkland – Where the City exercises its right to accept cash-in-lieu of parkland, the alternative rate provision will largely be used to implement parkland acquisition and improvements serving the Downtown. Policies have been included that are consistent with city-wide practices. A portion of any payment of cash-in-lieu will be used to acquire and improve parks city-wide in recognition of the continued importance of Toronto's broader system of parks for all Torontonians, including people living in the Downtown. The balance of any cash-in-lieu payment will be utilized to achieve the Transformative Ideas and parkland in the vicinity of developments.

Urban Forest

Trees contribute to quality of life and human health through improved air and water quality and the provision of shade. Trees in the Downtown urban environment are subject to challenging growing conditions and compete for space within the right-of-way. The policies of the recommended Downtown Plan aim to increase the urban forest and prioritize the planting of street trees. Improvements to green infrastructure necessary to support long-term tree growth and health is a key objective.

Privately Owned Publicly-Accessible Spaces (POPS)

Privately Owned Publicly-Accessible Spaces (POPS) are spaces that the public is invited to use, but remain privately owned and maintained. POPS can play an important role in supplementing and connecting the city's public realm network, particularly in a dense urban fabric. For POPS to be effective, it is important that they are planned and

designed within a broad context that identifies their relationship and contribution to the existing and planned parks and open space network. The policies of the recommended Downtown Plan ensure that POPS are not left-over spaces on a site. They will be located and designed to be accessible and visible while serving the local population as part of a larger network.

The policies included in this section of the Plan have been revised as follows:

- The POPS policies have been moved from the Built Form to the Parks and Public Realm section of the Plan to be consistent with the Official Plan Review: Draft Public Realm Policies, which included POPS as part of the Public Realm sub-section of the Official Plan.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG25.7>

Partnerships

The implementation of the parks and public realm policies of the recommended Downtown Plan and the transformative ideas set forth in the Downtown Parks and Public Realm Plan will require collaboration with communities including Indigenous communities and organizations, neighbourhood community groups, non-profit groups, public agencies, boards and commissions, institutions, business improvement areas, the private sector and individual property owners. The policies of the recommended Downtown Plan encourage partnerships to advance planning, design, development and stewardship of parks and other open spaces.

The policies included in this section of the Plan have been revised as follows:

- The policy provision pertaining to preserving schoolyards has been replaced by a more nuanced policy that will ensure the provision of landscaped and recreational space on school sites and that encourages partnerships between the City and local school boards to develop shared-use open spaces and recreation facilities on existing, reconfigured or redeveloped school properties.

Mobility

While Downtown will continue to grow, the amount of space within existing rights-of-way is finite. The limited space within the rights-of-way will be allocated to support compact and sustainable travel choices, reduce dependence on private automobiles, and help achieve the overall transportation objectives of the recommended Downtown Plan, as reflected in the City's Complete Streets Guidelines. A Downtown Mobility Strategy supports the implementation of the recommended Downtown Plan.

The focus of the recommended Downtown Plan continues to be on developing a transportation system that provides safe and sustainable travel choices to ensure mobility and accessibility for all people, contributing to social equity and the creation of complete communities. The structure of the Mobility section and general intent of the policies are unchanged from the proposed Downtown Plan.

A Walkable Downtown

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

The policies aim to make walking the first mode choice for trips throughout Downtown through enhancements to the pedestrian network, including wider sidewalks with pedestrian clearways and streetscape enhancements as well as expansion of the PATH and other climate-controlled walkways. Improving comfort, convenience and safety are key objectives of the recommended Downtown Plan's mobility policies.

The policies included in this section of the Plan have been revised as follows:

- The PATH network policies included in the Proposed Downtown Plan focus on the Financial District and have been updated to include other climate-controlled walkways in the Downtown (e.g. in the Bloor-Bay area). These policies have been further strengthened by incorporating language from the Design Guidelines for PATH and Other Climate-Controlled Pedestrian Networks which describes the objectives for these networks, including extending the network, providing safe and convenient walkways, and creating and connecting public places.
- The map depicting High Intensity Pedestrian Areas has been removed from the recommended Downtown Plan. The intent of the map was to show areas where pedestrian and public realm improvements should be prioritized due to the volume of pedestrian demand. A review of the proposed policy framework revealed that further analysis is required to determine the boundaries of High Intensity Pedestrian Areas in the Downtown. This work will be undertaken as part of a separate study to support implementation of the recommended Downtown Plan and its associated Downtown Mobility Strategy.

A Long-Term Cycling Network

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

The policies included in this section of the Plan have been revised as follows:

- Map 12, depicting Priority Cycling Routes (Attachment 1 - Schedule 2, Map 12) has been revised to identify the corridors that require further study, either as indicated in the 10-year Cycling Network Plan or because they have been identified as possible cycling routes through the TOcore study.

Surface Transit

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

Rapid Transit

Several rapid transit projects Downtown are in various stages of planning and implementation which will bring new or improved rapid transit service. As growth continues Downtown, access to existing and future rapid transit stations must be maintained and improved. Development should integrate with nearby rapid transit stations and new rapid transit stations will be integrated into buildings.

Rail

The rail corridors connecting to Union Station and north of Dupont Street will be protected and enhanced to ensure that they continue to function and support the growth of Downtown.

The policies included in this section of the Plan have been revised as follows:

- The policies have been augmented to reflect the requirement for development to apply the appropriate setbacks and mitigation measures from existing rail corridors to ensure the protection of public health and safety.

Parking and Curbside Management

The recommended Downtown Plan contains proposed policies to facilitate improved goods movement while encouraging shared use of vehicles. To support improvements to the public realm, valuable at-grade space must be prioritized for uses other than private automobile parking. As car ownership rates and on-street parking supply decrease, a shared supply of cars and bikes that can be used by building residents, workers and visitors can reduce automobile dependence and provide an important community benefit. Short-term parking spaces for rental and car share vehicles for loading and unloading will be encouraged in development, for residents in vertical communities who are less likely to own cars.

Built Form

The recommended Downtown Plan's built form policies guide growth and shape built form in a manner that will maintain and improve the liveability of the public realm and spaces within buildings. The built form policies recognize the diversity of land uses and contexts across Downtown by providing guidance on the appropriate scale of development based on the area character and by minimizing negative impacts on the public realm. The policies in the Downtown Plan, along with other City initiatives, will help ensure that new vertical communities support the social life of a building's occupants by encouraging the design of functional and flexible amenity space and

contributing to a vibrant and well-designed public realm. The built form policies have drawn on Council-adopted guidelines for tall and mid-rise building typologies, recent Secondary Plans and Site and Area Specific Policies.

The policies in the built form section of the recommended Downtown Plan have been re-ordered to address broader policy matters first – in particular how buildings define, support and contribute to the public realm – followed by more detailed policies on how to shape and scale development. Revisions to policies provide additional clarity regarding the intent and application of built form policies and are reflected in the recommended Downtown Plan. Some sidebars that were included in the proposed Downtown Plan have been moved to the "Interpretation" Section of the recommended Downtown Plan as definitions.

Focusing on Liveability

Liveability of the built environment cannot be defined by a single element, but is created by the amalgam of many elements. In the context of built form, liveability is defined as a positive physical outcome of the built environment, supported by the principles of comfort, vibrancy, diversity, safety and beauty. The recommended Downtown Plan provides policy direction on these principles.

Improving and Expanding the Public Realm

The base and lower floor of buildings are the main interface between the public and private realm. This is where development can have the greatest impact on how people experience the city. New development must define, support and contribute positively to this experience through an expanded and improved public realm and provide the necessary space for pedestrians, landscape and civic life. The Plan provides policy direction for how and where development will define, support and contribute to the public realm, through setbacks and base building design.

Several changes were made to the policies for at-grade setbacks as follows:

- The intent of these policies remains the same – to expand and improve the public realm – but specific policy direction has been revised. The requirement for setbacks to be unencumbered has been removed. The recommended Downtown Plan provides direction that is specific about provision of the necessary infrastructure for tree planting. This revision provides flexibility for the design of structures below-grade. The requirement for wider setbacks for institutional uses has also been removed. Although there may be instances where increased setbacks are appropriate for institutional developments, these will be determined on a case-by-case basis or through concurrent Secondary Plans processes (i.e. University of Toronto).
- Policies for base building design with respect to the provision of a minimum number of hours of sunlight on streets have also been revised. In the proposed Downtown Plan, there were several policies related to sunlight access and design of base buildings throughout the Built Form section. In the recommended Downtown Plan they have been consolidated into one policy that provides general direction for maximizing sunlight around mid-day, rather than setting a standard to be achieved.

Physical Determinants of Intensity & Scale

Downtown's built form is diverse in height, scale, massing, age and typology and varies street by street, block by block and neighbourhood by neighbourhood. This diversity is one of the defining features of the Downtown landscape. The built form policies work together with the *Mixed Use Areas* policies of the Plan to provide guidance on the appropriate scale of development based on the character of an area. This section's policies on locations where tall buildings will not be permitted as well as direction for maximum tall building floorplate size.

The policies included in this section of the Plan have been revised as follows:

- The policies for maximum floorplate sizes have been divided into separate policies to recognize the varied typologies and distinct needs of residential and non-residential uses.

Creating a Comfortable Micro-Climate

Thermal comfort in the public realm and other outdoor spaces where people gather is crucial to promoting the liveability and utility of these spaces. Access to sunlight promotes comfort in the public realm – it supports pedestrian activity and other active transportation modes, encourages civic life in the public realm and extends the seasonal period of comfortable conditions. An increase in the number of tall buildings results in increased shadowing of the public realm, and with the limited number of parks and open spaces and the growing population that relies on these spaces, the need to preserve sunlight becomes increasingly important to the utility of the public realm. To this end, the Plan identifies how development should be sited, massed and designed to avoid negative impacts on the public realm from shadowing and winds to promote the comfort, use and enjoyment of the public realm.

The intent of the policies generally remains the same as the proposed Downtown Plan policies although the policies have been revised as follows:

- The policy addressing access to sunlight on schoolyards has been revised to provide more general direction on minimizing shadow on schoolyards. This provides flexibility to determine the parameters for assessment of shadow on schoolyards on a case-by-case basis.
- Map 13: Sun Protected Parks & Open Spaces has also been updated, adding six parks and open spaces, and extending the boundaries of some parks and open spaces previously included on the Map (Attachment 1 - Schedule 2, Map 13). A number of criteria were taken into consideration in order to assess whether a given park or open space should be included on the Map. These included the civic importance of a space, the size and the existing sunlight access. Consideration was also given to ensuring that parks or open spaces included on this map fell within a Park District, as identified in the Downtown Parks and Public Realm Plan. Some spaces may require more extensive shadow protection beyond those identified in the recommended Downtown Plan and will be detailed in other Site and Area Specific Policies or District Plans. The Map legend has also been revised to distinguish parks and open spaces already included in existing Site and Area Specific Policies for shadow protection.

Transition

Transition between buildings and areas of differing scales is an important principle of the Official Plan. Transition means that buildings should adopt some of the characteristics of their neighbours without necessarily replicating their form or design precisely. It allows for buildings of disparate heights, scale, type and use to have adjacencies yet still contribute to the overall context and quality of the streetscape. Transition in scale minimizes the impact of large-scale developments on adjacent low- and mid-rise developments and maintains access to light, views and privacy. The recommended Downtown Plan provides direction on how and where transition in built form should be applied. Only simple wording changes have been incorporated.

Mid-Rise Buildings

Not all intensification Downtown will occur in the form of tall buildings, and in many areas, this intensification is better suited to a mid-rise scale of building. This scale of development contributes to liveable and vibrant main streets while protecting the stability and integrity of adjacent neighbourhoods. The scale of mid-rise buildings recognizes the unique connection to surrounding neighbourhoods through a development form that is moderate in scale and provides sensitive built form transition to adjacent buildings and to the street, and allows for good sky-views and sunlight access.

The policies included in this section of the Plan have been revised as follows:

- The mid-rise policies were revised to reinforce the intent of the policies – to provide a main street scale along the street, transition to surrounding lower scaled areas and to provide good sky-view and sunlight.
- Reference to achieving a minimum number of hours of sunlight on streets has been removed from the policies.

Skyline

The Downtown skyline is part of the city's identity and is a well-known image that represents Toronto around the world. The skyline policy in the Downtown Plan requires that tall building proposals demonstrate how the proposal fits within and complements the overall Downtown skyline.

The policies included in this section of the Plan have been revised as follows:

- To clarify the intent of the policy, language was added to the non-policy text to describe how the policy will be applied.
- To provide further clarity, City Staff may ask for additional information to be submitted as part of an application. For tall buildings within the Downtown Plan area, perspective drawings that illustrate how the proposal fits within and complements the overall skyline context may be requested at the pre-application stage.

Amenity Space

The Official Plan requires all development provide indoor and outdoor amenity space for residents. To ensure complete communities, the Downtown Plan includes policies that

elaborate on the types of amenity spaces that should be provided with development, and the need for amenity space to support non-residential development as well. The policies focus on securing amenities that serve diverse groups of users, including those of all ages and abilities, as well as the provision of pet amenities. There were no substantial changes to this group of policies.

Community Services Facilities

Community Services Facilities (CSF) – recreation, libraries, child care, schools and human services such as employment and skills training, health and mental health, community and economic development, and homelessness and emergency shelters – support a diverse range of programs and services that build communities, contribute to quality of life and act as neighbourhood focal points where people gather, learn, socialize and access services. Community facilities are publicly accessible, non-profit, facilities and places where City Divisions, school boards and agencies deliver locally based programs and services. While the growth of Downtown brings prosperity and opportunity, growth is placing pressure on existing CSF infrastructure. CSF are essential to fostering complete communities and must be planned for and provided in a timely manner to support residential and non-residential growth.

In the Downtown where growth occurs on infill sites within a built-up environment, the provision of facilities needs to be integrated into the existing mature urban fabric. Building on opportunities as they arise, additional capacity may be created through a new facility as part of a proposed development, as a new stand-alone facility or through the expansion, retrofit or redevelopment of an existing facility. Co-location and integration of facilities within a development is preferred in the Downtown. Coordination and cooperation between multiple property owners to ensure provision of the required services and facilities will be needed to support healthy and complete communities.

The Downtown Community Services and Facilities Strategy supports the implementation of the CSF policies included in the recommended Downtown Plan, taking a comprehensive approach to securing required infrastructure, ensuring collaboration amongst sectors and aligning strategic, capital and operational directions and decisions where possible. The Downtown Community Services and Facilities Strategy will be reviewed on a regular basis. Regular review by City Divisions and public agencies, boards and commissions is required to determine existing and planned CSF, deficiencies given population and employment growth and prioritization of CSF to support growth and change.

The policies included in this section of the Plan have been revised as follows:

- The policies included in the Community Services Facilities (CSF) section of the recommended Downtown Plan have been reorganized to reflect CSF priorities.

The non-policy text has been revised to provide a comprehensive introduction to the policies.

- A definition of CSF that aligns with the Growth Plan definition of *Public Service Facilities* is included in the Interpretation section of the recommended Downtown Plan and informs CSF policies.
- The proposed Downtown Plan included a policy that would require a Holding By-law in cases where existing CSF are insufficient to serve the proposed development. This policy has been moved to the Making it Happen section of the Plan.
- Securing benefits for the communities which are impacted by growth is now ensured through an updated Community Benefits Agreements policy and side bar in the Implementation section of the recommended Downtown Plan. The revised policy has been moved to the Making It Happen section and offers the potential for Community Benefit Agreements to any type or scale of development. A revised definition of Community Benefit Agreements in the side bar provides additional clarity around the intent of such agreements and application of policy.
- The recommended Downtown Plan updates the policies that preserve CSF infrastructure within the Downtown and secure space for non-profit community-based organizations that are eligible for the City's Community Space Tenancy Policy. Both policies advance innovative service delivery models and maximize the use of public assets through partnerships. The recommended Downtown Plan encourages the creation of community hubs and co-location of CSF infrastructure.
- A policy has been added that indicates that development may be required to accommodate temporary community service facilities until such time as the permanent community service facilities are constructed and outfitted.

Housing

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

Unit Sizes

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

The City undertook the study entitled "Growing Up - Planning for Children in Vertical Communities", adopted by City Council in July 2017. The draft guidelines provide examples of best practices as well as specific design guidance for larger units. The provision of larger units can meet the needs of households with children and may also address the needs of other household compositions such as multi-generational families,

seniors with home care, or groups of unrelated students and/or adults who choose to live together.

The proposed Downtown Plan included policies requiring that a minimum percentage of all units in a development containing more than 50 residential units be 2 and 3-bedroom units, and be designed to respond to the needs of larger households, including those with families and children. The policy framework also allows for flexibility in unit sizes but requires that a percentage of the larger units are of a minimum size. Mid-rise developments in the Downtown are typically smaller than the city-wide average. The average number of units in a mid-rise development in the Downtown ranges from 82-107 units, while the city-wide average unit range is 95-128 units. Mid-rise development is attractive to families due to its ability to provide grade-related attributes and, often, its proximity to neighbourhood amenities and facilities.

The policies included in this section of the Plan have been revised as follows:

- The recommended Downtown Plan has been updated to include an 80-unit threshold to require larger units in mid-rise and tall buildings to ensure a mix of 2- and 3-bedroom units in most developments. This will ensure that higher density housing includes minimum percentages of larger units, while providing flexibility for development of a lesser scale. The recommended policy will ensure that a practice that is currently being carried out on a site-specific basis will apply consistently throughout the Downtown.

Affordable Housing and Housing Stability

Downtown should remain an inclusive place for all. In order to keep pace with growth while remaining inclusive, tools are needed to maintain housing options for those in the most affordable forms of housing. While many households rent in existing purpose-built rental and in condominium buildings, many residents rely on social and supportive housing, single room occupancy homes or rooming houses, student residences and transitional housing. This housing stock is typically affordable to low income households and those on fixed incomes and provides a much needed type of housing for vulnerable residents. The proposed Downtown Plan included policies to expand existing housing policies to include the protection of dwelling rooms that may be lost due to redevelopment. Dwelling rooms provide an important form of housing that serves the diverse population of the Downtown. This stock of housing has experienced increased redevelopment pressure in the past number of years as the strength of the housing market has made redevelopment more lucrative than maintaining the existing use. The existing policy framework for replacing rental housing applies to self-contained units and not dwelling rooms. As an emerging practice, when dwelling rooms will be lost due to development, City Planning and Shelter, Support and Housing Administration have been working to encourage landowners to mirror the existing policy approach for rental housing by replacing the existing housing and providing tenants with assistance so that their housing stability is maintained.

Providing housing that is affordable to a wide range of residents, which is secure, an appropriate size, and located to meet the needs of people throughout their life cycle, is essential to the goal of an inclusive Downtown.

Since the proposed Downtown Plan was adopted by City Council in October 2017, a number of aligned actions have occurred with respect to the provision of affordable housing. These include the release of the National Housing Strategy and enactment of a provincial inclusionary zoning regulation on April 12, 2018. Inclusionary zoning is a planning tool that will enable the City to secure new affordable housing as part of the development approvals process. The provincial regulation provides the city with latitude to implement a "made in Toronto" inclusionary zoning policy framework. In order to bring forward inclusionary zoning policies, in-depth analysis is required to be completed, including analysis of housing demand and supply and financial impacts. In light of these aligned actions, it is clear that the challenges around affordable housing are not unique to the Downtown and are best addressed as part of a city-wide comprehensive affordable housing framework. A city-wide approach will provide for coordination with inter-connected policies, such as the Official Plan affordable ownership housing definition.

The policies included in this section of the Plan have been revised as follows:

- The recommended Downtown Plan includes a definition of "dwelling rooms" and will continue to ensure that housing for vulnerable households is maintained through the replacement of dwelling room space and that appropriate assistance is provided for these tenants. This will ensure that tenants of dwelling rooms faced with the loss of their housing due to redevelopment are treated in a similar manner as tenants of rental housing units.
- In light of the release of the National Housing Strategy and the provincial inclusionary zoning regulation, affordable housing policies included in the proposed Downtown Plan have been removed from the recommended Downtown Plan. Advancing inclusionary zoning is critical for good city-building and policies will be brought forward in early 2019 at a city-wide level.

Culture

The *culture sector* comprises the goods and services produced through creative and artistic activity and the associated occupations and industries related to heritage and libraries, live performance, visual and applied arts, written and published works, audio-visual and interactive media, and sound recording. Globally, it is one of the fastest growing economic sectors, and it is entrepreneurial and inclusive in nature. Downtown has the highest concentration of *cultural spaces* and cultural industry in the city, and the highest total number of cultural facilities owned privately or by other levels of government.

Music and Film

A defining feature of Toronto's music landscape is its clustering in and around Downtown. Live music venues nurture emerging artists and provide direct employment to those working in the industry surrounding artists while contributing to spillover economic benefits in tourism, hospitality, retail, fashion, communications, public relations, publishing and media sectors. As the city intensifies, there is a concern that live music venues, especially those that are directly related to the city's cultural history, will be displaced due to rising land values and competition from the non-music sectors

for space. To address the concerns that are facing Downtown's music venues, the Downtown Plan contains policies which will encourage the retention of live music venues, as well as introducing new measures based on the "Agent of Change" principle that have been used in other cities around the world to ensure that music venues can continue to function without impact on, and from, increasing residential development. Toronto is Canada's film and television hub and is globally recognized as a centre of excellence for location film production, and is one of North America's top centres of the screen industry. The City encourages film production across the city but the majority of on-site filming Downtown takes place in a tight grid between Queen Street, Jarvis Street, Front Street and Bathurst Street. The recommended Downtown Plan proposes new policies specific to the Downtown Film Precinct which will encourage infrastructure improvements within the public realm to support the Film Industry within the Downtown Film Precinct (Attachment 1 - Schedule 2, Map 15).

The recommended Downtown Plan seeks to ensure that the concentration of culture activity in the core and the expansion of the cultural sector continue given the significant benefits the sector's activities bring to the City in supporting its global brand. Minor revisions have been made to policies in this section to clarify the intent to retain and expand existing *culture sector* employment and businesses in the Downtown.

The policies included in this section of the Plan have been revised as follows:

- A policy that encourages the clustering of *cultural spaces* has been modified in the recommended Downtown Plan to include Indigenous cultural organizations in order to support the creation of an Indigenous community hub.
- Definitions of culture sector and cultural spaces, previously included as sidebars in this section, have been included in the Interpretation Section of the recommended Downtown Plan.

Energy and Resilience

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

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

Downtown electricity capacity is constrained and growth will increase pressure on the infrastructure. There are limited opportunities for new supply, such as building a new

transmission line into the core, and existing infrastructure cannot be easily upgraded. Connecting buildings to an expanded Deep Lake Water Cooling system and other thermal energy networks, as well as integrating low-carbon energy recovery and on-site electricity production, can help reduce electricity demand and ensure available capacity. Policies in the Downtown Plan encourage developments to incorporate a connection to an existing or planned thermal energy network, integrate on-site electricity production and target near-zero energy use.

Revisions to this section of the Plan include:

- The proposed Downtown Plan included a policy that would enable the use of a Holding By-law in cases where water-related infrastructure capacity is insufficient to serve the proposed development. This policy has been moved to the Making it Happen section of the Plan.

Making It Happen

This section of recommended Downtown Plan discusses the implementation tools available to move from policy to action. Drawing on Section 5.3.2 of the Official Plan, it states that implementation plans, strategies and guidelines will be adopted to advance the vision, goals and policies of the Plan, with a sidebar that lists the five infrastructure strategies supporting implementation: parks and public realm, mobility, community services and facilities, energy and water.

The five infrastructure strategies are key to linking the timely provision of infrastructure to growth. Infrastructure strategies will inform the review of development applications, as described in the Complete Community Assessment. The strategies will inform the annual capital planning process through a review of metrics related to infrastructure secured compared to our growth and development numbers. Regular review of the strategies will provide City Staff with an update on whether infrastructure is keeping pace with growth.

This section of the recommended Downtown Plan contains an important policy related to city-owned real estate. It states that city-owned lands within Downtown will be retained to address the Plan's priorities and other public priorities, including parkland, affordable housing, community services and facilities, and locations for first responder stations.

The policies included in this section of the Plan have been revised as follows:

- New policy language has been added to clarify that the implementation plans, strategies and guidelines, while they express Council policy, are not part of the Plan unless the Plan has been specifically amended to include them, and do not have the status of policies within the Plan.
- A new policy has been added that states that, in considering development proposals, the City will need to be satisfied that the development and its intensity and scale can be accommodated by the City's infrastructure.

- A new policy has been added to provide for the appropriate staging and phasing of development, where infrastructure improvements are required to service anticipated growth.
- Holding By-law policies, previously contained in the Community Services and Facilities and Resilience sections of the proposed Plan, have been consolidated within the Making it Happen section of the Plan. These Holding By-law policies have been expanded and now contain the conditions to be met prior to removal of the holding provision, along with an additional provision for removal of the "H" symbol on an incremental basis.
- The policy on City-Owned Land has been amended with the word "will" changed to "may" in recognition that not all city-owned lands may be appropriate for use as parkland, pedestrian and cycling facilities, affordable housing, community service facilities and locations for first responder stations.
- The policy pertaining to Funding has been removed as it was determined to be not necessary for inclusion in the Plan.
- A new policy pertaining to the variety of tools to be used by the City to secure land for new parkland and expansion of existing parks has been added.
- The Community Benefits Agreements policy, which had previously been in the Community Services and Facilities section of the Plan, has been moved here as it is specific to implementation.

9. Rationalization of the Existing Downtown Policy Framework

The recommend Downtown Plan has been reviewed against the Official Plan, the 10 Secondary Plans, and 46 Site and Area Specific Policies that fall within the Downtown boundary and provide local guidance for growth and development. The review focused on identifying conflicts, overlap or duplication of policies in order to ensure that the recommended Downtown Plan provides a rationalized planning framework for the area as a whole and that the policies are clear for stakeholders, landowners, and City staff to interpret and apply. The planning framework rationalization exercise ensures a cohesive vision, clear direction, and policy alignment amongst all plans within the recommended Downtown Plan boundary.

Staff have prepared two tables (Attachments 8 and 9), which identify the policies within existing Secondary Plans and Site and Area Specific Policies that are proposed to be deleted once the recommended Downtown Plan comes into full force and effect. Each table identifies the policy to be deleted and the rationale for the recommended deletion.

In the case of the Site and Area Specific Policies, the majority of deletions recommended in Attachment 8 reflect the fact that the sites have been built out in accordance with the Site and Area Specific Policy and all the necessary agreements have been registered on title to secure the development. Limited deletions are proposed for the Secondary Plans, as shown in Attachment 9. The primary reason for recommending policies for deletion from existing Secondary Plans is to reduce redundancy. Secondary Plan policies recommended for deletion either refer to sections of the Official Plan applying, duplicate of the policy language included in the Downtown Plan, or are covered by other documents such as the Toronto Green Standard.

Once the recommended Downtown Plan comes into full force and effect, the Secondary Plans will become a chapter in the recommended Downtown Plan called "District Secondary Plans" while the Site and Area Specific Policies will become a chapter in the recommended Downtown Plan that will be called "Site and Area Specific Policies."

The Central Waterfront Secondary Plan

The Central Waterfront Secondary Plan ("CWSP") was adopted by Council in 2003 as an amendment (OPA 257) to the Official Plan for the former City of Toronto, and not to the then "new" Official Plan. From the outset, the City has been clear that the CWSP would be brought into the 2006 Official Plan once the CWSP appeals were resolved. On April 15, 2005, the Ontario Municipal Board (OMB) consolidated various appeals of the CWSP with related appeals of the 2006 Official Plan. Since 2005, the City, Waterfront Toronto and the various appellants and parties have worked diligently to resolve 13 of the 19 appeals to the 2006 Official Plan in the Central Waterfront area. Most recently, the OMB has issued two significant approvals in the Central Waterfront area. On August 2, 2017, the OMB issued its Order bringing into force most of the area covered by the CWSP, including all lands west of Yonge Street. On December 22, 2017, the OMB issued a further Order approving amendments to the CWSP in respect of three large land parcels in the Keating Channel Precinct West, as well as related zoning by-law approvals. As there are no longer any outstanding appeals to the 2006 Official Plan the City has requested the OMB issue an Order bringing the 2006 Official Plan into force for those lands and that the CWSP be included within the Chapter 6: Secondary Plans to the 2006 Official Plan. Once the OMB Order is issued, the Central Waterfront area and policies, as well as the CWSP, will be in force within Downtown, with the exception of some lands that are the subject of outstanding OMB appeals and will follow their own resolution processes.

Tall Buildings

Staff reviewed the Downtown Tall Buildings: Vision and Supplementary Guidelines (DTBVSG) as part of the rationalization of the existing policy framework, as described above. Both the guidelines and maps were included as part of this review. The City-Wide Tall Building Guidelines and the DTBVSG are "living" documents which may be revised, from time to time, to reflect new findings or study recommendations that have an impact on the effective evaluation of tall building applications. In the time since the DTBVSG were adopted by Council (adopted July 2012, together with the City-wide Tall Building Guidelines), a number of city-initiated Official Plan Amendments have been approved by Council within the Downtown. These Official Plan Amendments build on direction provided in both the City-Wide and Downtown guidelines. In addition to existing Site and Area Specific Policies, Secondary Plans and other Official Plan Amendments, the Downtown Plan has incorporated direction from the guidelines and applied them to tall buildings within the Downtown. City Staff will continue to review the Downtown Tall Buildings: Vision and Supplementary Guidelines as part of the TOcore work plan and will revise and update as necessary.

10. Follow-on Work

This report includes a number of Recommendations for additional work to support the implementation of the Downtown Plan. A summary of recommended follow-on work is as follows:

Detailed Built Form Analysis

The findings and recommendations of the built form work undertaken to-date as part of the TOcore study has demonstrated the need for additional, more localized built form review and analysis, given the complexity and the diversity of built form and scale across Downtown. The areas identified as requiring more detailed built form review include Bloor-Yorkville (as part of the on-going Bloor-Yorkville Site and Area Specific Policy <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE23.62>); the King-Parliament Secondary Plan area; the north side of Queen Street East between Jarvis Street and River Street; and the area generally bounded by Yonge Street, Gerrard Street, Jarvis Street and the Gardiner Expressway. The Yonge-Gerrard-Jarvis area in particular has seen demand for increasing heights for tall buildings. These are areas that do not currently have more localized planning frameworks, such as Site and Area Specific Policies or Secondary Plans, or in the case of King-Parliament, the planning framework is older.

King-Parliament Secondary Plan Review

The King-Parliament Secondary Plan has been in place since the mid-1990s. The main objective of the Secondary Plan is to encourage reinvestment in a former industrial part of the city. The Secondary Plan encourages a mix of uses that reinforces the historic built form and public realm, while ensuring growth is mutually compatible and complementary to the existing built form character and scale of the area. The objective of encouraging reinvestment in the area has largely been met as King-Parliament has undergone redevelopment and renewal over the years.

Through the Downtown policy framework rationalization exercise described above, some existing Secondary Plans within the Downtown Plan boundary were identified as requiring updates. The four *Mixed Use Areas* designations developed through the Downtown Plan work have been applied to the *Regeneration Areas* within the King-Parliament Secondary Plan area in effort to guide redevelopment in appropriate forms based on the areas character and context.

Additional work is required to fully address the changes occurring in the King-Parliament Secondary Plan area, as well as dealing with overlapping policies within the Central Waterfront Secondary Plan which is anticipated to come into full force and effect in 2018. As part of an update to the King-Parliament Secondary Plan, it is recommended that built form, public realm and heritage studies be undertaken as part of a City-initiated Secondary Plan review. The studies will take into account the portions of the St. Lawrence Heritage Conservation District Plan that apply to portions of the King-Parliament Secondary Plan Area.

In addition, it is recommended that a built form, heritage and public realm study for the north side of Queen Street East, between Jarvis Street and River Street, be undertaken concurrently with the King-Parliament Secondary Plan review.

Site and Area Specific Policies for Planned Transit Stations

There are a number of planned rapid transit stations Downtown as part of the proposed Relief Line subway and enhancements to GO Rail (Attachment 1 - Schedule 2, Map 4). Staff will need to prepare City-initiated Site and Area Specific Policies (SASPs) for areas within 500 metres of a planned rapid transit station. These SASPs would identify such matters as: appropriate mix of land uses and built form, public realm improvements, station integration as well as all necessary infrastructure including, physical and green infrastructure, community services and facilities, and public parkland.

Conclusion

As part of the City of Toronto's Five Year Official Plan Review under Section 26 of the *Planning Act*, the Official Plan Amendment contained in Attachment 1 of this report is an important component of the work program to bring the Official Plan into conformity with the Growth Plan for the Greater Golden Horseshoe, 2017 (the "Growth Plan").

The proposed revisions to Section 2.2.1 and Map 6 of the Official Plan and the recommended Downtown Plan are consistent with the policies and intent of the Provincial Policy Statement, 2014 have regard for matters of Provincial interest listed in Section 2 of the *Planning Act* and they conform and do not conflict with the Growth Plan for the Greater Golden Horseshoe, 2017.

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SIGNATURE

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ATTACHMENTS

Attachment 1: Official Plan Amendment

- Schedules:
1. Draft Official Plan Amendment
 2. Incorporated Draft Policy Revisions with the In-Force Official Plan
 3. Revised Map 6
 4. New Map 6A
 5. Downtown Plan

Attachment 2: Detailed Planning Framework

Attachment 3: Stakeholder Engagement Summary

Attachment 4: Population and Employment Growth Update

Attachment 5: Complete Community Assessment - Addendum to the Planning Rationale
Terms of Reference

Attachment 6: TOcore Building for Liveability - Executive Summary (Perkins + Will)

Attachment 7: Planning Downtown - The Outlook for Office & Institutional Employment
to 2041- Executive Summary (Hemson)

Attachment 8: Policy Framework Rationalization Table 1: Site and Area Specific Policies

Attachment 9: Policy Framework Rationalization Table 2: Secondary Plans

Attachment 1: Official Plan Amendment

See attached pdf

Attachment 2: Detailed Planning Framework

Planning Act

The *Planning Act* provides the legislative ground rules for land use planning in Ontario. Among its various directions, the Act provides the basis for the development of the City's municipal planning framework to promote sustainable economic development in a healthy natural environment; provide a land use planning system led by provincial policy; provide direction for the integration of matters of provincial interest into provincial and municipal planning decisions; and encourage co-operation among interests.

Section 2 of the *Planning Act* establishes provincial interest and requires that municipalities have regard to matters of provincial interest. The Downtown Plan addresses matters of provincial interest including, but not limited to:

- the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems (f);
- the adequate provision and distribution of educational, health, social, cultural and recreational facilities (i);
- the adequate provision of a full range of housing, including affordable housing (j);
- the adequate provision of employment opportunities (k);
- the protection of the financial and economic well-being of the Province and its municipalities (l);
- the appropriate location of growth and development (p);
- the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians (q);
- the promotion of built form that is well-designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant (r); and,
- the mitigation of greenhouse gas emissions and adaptation to a changing climate (s).

Section 42 of the Act sets out the requirements for conveyance of land for park purposes. It establishes that a local council may, as a condition of development or redevelopment, require that land be conveyed for parkland purposes. It also sets out an alternative rate for residential development and establishes a rate of one hectare for each 300 dwelling units proposed be conveyed for parkland purposes, or at such lesser rate, as specified in the municipality's by-law. The City of Toronto's Official Plan and Alternative Parkland Dedication By-law 1420-207 establishes alternative parkland provisions.

The Ontario *Planning Act* (*Planning Act*, R.S.O. 1990, c. P.13) can be found at: www.e-laws.gov.on.ca

Provincial Policy Statement (PPS) 2014

The Provincial Policy Statement (PPS) 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. It includes policies on key areas that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The PPS recognizes that local context and character is important. Policies are outcome-oriented and some policies provide flexibility in their implementation provided that provincial interests are addressed. Council's planning decisions are required, by the *Planning Act*, to be consistent with the PPS. The PPS identifies official plans as the most important vehicle for implementing the PPS and states that comprehensive, integrated and long-term planning is best achieved through official plans.

The PPS provides direction for managing and directing land use to achieve efficient and resilient development and land patterns. The PPS policies promote an appropriate range and mix of residential, employment, institutional, recreation, park and open space and other uses to meet long term needs. Section 1.1.3 of the PPS provides policy direction regarding settlement areas and recognizes that these areas vary significantly in terms of size, and that development pressures and land use change will vary across Ontario. It recognizes that the vitality of settlement areas is critical to the long-term economic prosperity of communities. To facilitate this, the PPS requires planning authorities to identify appropriate locations and promote opportunities for intensification where this can be accommodated, considering existing building stock, availability of existing and planned infrastructure, and public service facilities required to accommodate projected needs (s.1.1.3.3).

The PPS promotes a coordinated, integrated and comprehensive approach to planning when dealing with matters within municipalities and with other orders of government, agencies, and boards (such as Metrolinx). These matters include managing growth and development, infrastructure, public service facilities, transportation systems and housing.

Section 1.3 contains policies relating to employment. The PPS promotes economic development and competitiveness by providing for a range of employment and institutional uses; maintaining a range of suitable sites for these uses, encouraging compact, mixed-use development to support liveable and resilient communities, and ensuring necessary infrastructure to support current and projected needs.

Housing policies contained in Section 1.4 of the PPS, establishes the objective of providing an appropriate range and mix of housing types to meet the projected requirements of current and future residents. In particular, it requires municipalities to direct the development of new housing towards locations where appropriate infrastructure and public service facilities are or will be available (s.1.4.3.b).

Section 1.5 of the PPS provides specific direction with regard to parks and draws the connection between public space, recreation, parks, trails and open space and healthy and active communities. These policies support healthy and active communities by ensuring public streets and public spaces are safe, foster social interaction, facilitate active transportation, and community connectivity.

The PPS also provides direction regarding infrastructure and public services facilities to ensure they are provided in a coordinated, efficient, and cost-effective manner that considers impacts from climate change while accommodating projected needs (Section 1.6). Adaptive re-use of existing infrastructure and public service facilities is encouraged (s.1.6.3.b). Specifically, the PPS directs municipalities to plan for and protect transportation and infrastructure corridors to meet current and projected needs (s.1.6.8.1).

Policies to support long-term economic prosperity are included in Section 1.7 of the PPS. These include: enhancing vitality and viability of downtown and main streets; encouraging a sense of place through well-designed built form; promoting redevelopment of brownfield sites; supporting sustainable tourism, supporting opportunities for local food production; and minimizing negative impacts of climate changes. Many of these objectives are echoed in Section 1.8 on energy conservation, air quality, and climate changes. The PPS encourages mixed-use and compact built form, the use of active transportation, transit-supportive development patterns, and the maximizing of vegetation within settlement areas, where feasible (s.1.8.1).

The Provincial Policy Statement (2014) can be found at:
<http://www.mah.gov.on.ca/AssetFactory.aspx?did=10463>

Policies of the PPS that guided the policies in the recommended Downtown Plan include, but are not limited to, the following:

- Policies relating to complete communities:
 - 1.1.1. b) accommodating an appropriate range and mix of residential, employment, institutional, recreation, park and open space, and other uses to meet long-term needs.
- Policies relating to infrastructure to support growth:
 - 1.1.1 g) ensuring that necessary infrastructure, electricity systems and public service facilities are available to meet current and projected needs.
- Policies relating to integrated planning:
 - 1.5.1 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;
 - 1.6.2 promoting green infrastructure, including natural and human made elements that provide ecological and hydrological function and processes; and
 - 2.6.1 significant built heritage resources and significant cultural heritage landscapes shall be conserved.
- Policies relating to the promotion of major office and institutional development:

- 1.1.1 a) promoting efficient development and land use patterns to sustain financial well-being of the Province and municipalities over the long-term; and
- 1.3.1 b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses that take into account the needs of existing and future businesses.

Growth Plan for the Greater Golden Horseshoe, 2017

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. The updated Growth Plan for the GGH came into force and effect on July 1, 2017.

The Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the Provincial Policy Statement (2014) and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by Council affecting land use planning matters are required by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan.

The vision and objectives of the Growth Plan contained in Section 1.2 support the development of the GGH as a place with exceptional quality of life, offering a variety of choices for living, and supported by modern and resilient infrastructure and an integrated transportation network. To realize this vision, the Growth Plan's guiding principles focus on achieving complete communities, the efficient use of land and infrastructure, and the integration of land use planning with planning for investments in public infrastructure and services. While the Growth Plan prioritizes intensification to optimize land, infrastructure, and public transit, it also provides for different approaches to managing growth that recognize the diversity of communities within the Greater Golden Horseshoe. The Growth Plan states that policies represent minimum standards, and decision-makers are encouraged to go beyond minimum standards, unless doing so would conflict with other policies within the PPS or any other provincial plan.

Chapter 2 of the Growth Plan articulates policies on where and how growth should occur. This growth is directed to key areas, including major transit station areas (MTSA) and urban growth centres (UGC) which are prescribed minimum density targets of people and jobs per hectare. The Growth Plan also emphasizes the importance of planning for complete communities, which support quality of life and human health by encouraging the use of active transportation, providing high-quality public spaces, adequate parkland, opportunities for recreation, and access to local and health. Furthermore, they provide a balance of jobs and housing, reduce the need for long-distance commuting, and support transit ridership and active transportation, and minimize land consumption through compact built form. Thus, the Growth Plan underscores its purpose as not simply to accommodate growth, but to achieve greater societal, economic and environmental benefits for communities in the GGH.

Lands subject to the Downtown Plan are located within the Downtown Toronto UGC, as shown in Schedule 4 of the Growth Plan. The UGC is required to achieve a minimum density target of 400 residents and jobs combined per hectare by 2031. The Plan also identifies a minimum density target of 150 residents and jobs per hectare for MTSAs served by GO Transit, and a target of 200 residents and jobs per hectare for MTSAs served by the subway.

Chapter 3 of the Growth Plan requires municipalities to undertake an integrated approach to infrastructure planning, land use planning, infrastructure investment, transit planning and public service facilities planning and investment. Section 3.2.5 of the Growth Plan articulates policies relating to infrastructure corridors, and maintains that existing and planned corridors are protected to meet current and projected needs in accordance with the transportation and infrastructure corridor protection policies in the PPS.

Section 5.2.5 of the Growth Plan declares that strategic growth areas are not to be interpreted as land use designations, and that these delineation does not confer any new land use designation. Rather, any development on lands within these boundaries is still subject to relevant provincial and municipal land use planning policies and approval processes.

The Growth Plan is available at:

http://placestogrow.ca/images/pdfs/ggh2017/en/growth_per_cent20plan_per_cent20_per_cent282017_per_cent29.pdf

Policies of the Growth Plan that guided the development of the policies within the recommended Downtown Plan included, but were not limited to, the following:

- Policies relating to complete communities:
 - 2.2.1.4 a) featuring a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;
 - 2.2.1.4 b) improving social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes; and
 - 2.2.1.4 c) providing a diverse range and mix of housing options, including second units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes.
- Policies relating to infrastructure to support growth:
 - 2.2.1.3 b) Upper- and single-tier municipalities will undertake integrated planning to manage forecasted growth to the horizon of this Plan, which will be supported by planning for infrastructure and public service facilities by considering the full life cycle costs of these assets and developing options to pay for these costs over the long-term; and
 - 2.2.2.4 e) All municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will prioritize planning and investment in infrastructure and public service facilities that will support intensification.
- Policies relating to integrated planning:

- 2.2.1.4 e) ensuring the development of high quality compact built form, an attractive and vibrant public realm, including public open spaces, through site design and urban design standards;
- 2.2.1.4 f) mitigating and adapt to climate change impacts, build resilience, reduce greenhouse gas emissions, and contribute towards the achievement of low-carbon communities; and
- 2.2.1.4 g) integrating green infrastructure and low impact development.
- Policies relating to the promotion of major office and institutional development:
 - 2.2.3.1 c) Urban growth centres will be planned to serve as high-density major employment centres that will attract provincially, nationally, or internationally significant employment uses.
 - 2.2.5.1 b) ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan.

Big Move, Regional Transportation Plan (2008)

The Big Move Regional Transportation Plan (The Big Move) establishes a 25-year vision for the Greater Toronto and Hamilton Area (GTHA) for an integrated transportation system that enhances quality of life, environment and economic prosperity. The plan contains a series of goals and objectives to advance the vision, including advancing transportation choice, comfort and convenience, active and healthy lifestyles, and multi-modal integration.

The Plan is based upon nine 'Big Moves' to transform the GTHA transportation system. The nine 'Big Moves' are considered Priority Actions that will have the largest and most transformational impacts on the GTHA's transportation system.

Big Move #1 aims to create a "fast, frequent and expanded regional rapid transit network". As part of its Regional Express Rail (RER) strategy, Metrolinx has identified 12 new GO RER Stations. There is one RER station proposed within the Downtown Plan boundaries, that being the station at Spadina Avenue and Front Street.

The Regional Transportation Plan also aims to enhance and expand active transportation. Big Move #4 aims to "create complete walking and cycling networks with bike-sharing programs". This Big Move #4 draws a direct connection between integrated walking and cycling networks and addressing barriers including rail corridors.

The Big Move Regional Transportation Plan can be found at:

<http://www.metrolinx.com/thebigmove/en/default.aspx>

Official Plan

The City of Toronto Official Plan (the "Official Plan") is a long-term vision for how the City should grow and the most important vehicle for implementing the PPS and Growth Plan. A key principle of the Official Plan is its emphasis on the strategic need to enhance the amenity and liveability of the City's growth areas.

The Downtown Plan is within the area identified as Downtown and Central Waterfront on Map 2- Urban Structure of the Official Plan. The lands that are subject to the Downtown Plan are designated in the Official Plan as: Utility Corridors; Neighbourhoods; Apartment Neighbourhoods; Mixed Use Areas; Regeneration Areas; Institutional Areas; Employment Areas; Parks; and Other Open Space Areas.

Chapter 2 – Shaping the City

Downtown Policies

The Downtown Plan boundary is within the Downtown and Central Waterfront area in Map 2 – Urban Structure of the Official Plan. Section 2.2.1 provides direction on Downtown as a growth area that will continue to evolve as a healthy and attractive place to live and work. However, growth is not envisioned to spread uniformly throughout the Downtown. The Official Plan recognizes that many of the activities that make the Downtown successful and vibrant, are interdependent, and linked through Downtown spaces. The connections between these spaces and more broadly between the Downtown and Central Waterfront, play a vital role in the City's growth management strategy.

As an area where growth is anticipated and encouraged, the Official Plan provides for new development in the Downtown that: achieves a minimum combined growth target of 400 jobs and residents per hectare, builds on the strength of the area as an employment centre, provides for a range of housing opportunities and focuses on the Financial District as the prime location for the development of prestige commercial office building and landmark buildings that shape the skyline.

The Official Plan directs growth to the Downtown in order to achieve multiple City objectives. Among other things, it promotes the efficient use of municipal services and infrastructure, concentrates jobs and people in areas well served by transit, promotes mixed use development to increase opportunities for living close to work and to encourage walking and cycling, improves air quality and reduces greenhouse gas emissions by reducing reliance on the private automobile all in keeping with the vision for a more liveable Greater Toronto Area.

Policy 3 provides direction on support the quality of the Downtown as the areas continues to grow. Specifically, it indicates the need to develop programs and activities to maintain and upgrade public amenities and infrastructure; to recognize the high maintenance needs of streets, open spaces and City services in this heavy demand area; to enhancing existing parks and add new parks where feasible; and to preserve and strengthen the range and quality of the social, health, community services and local institutions are essential to improve the quality of life for Downtown residents.

Chapter 3 – Building a Successful City

Public Realm and Built Form Policies

Direction on matters that improve quality of life are contained in Chapter 3 of the Official Plan. These policies are intended to integrate social, economic, and environmental perspective into decision-making, recognizing that the needs of today need to be met without compromising the ability of future generations to meet their needs.

Section 3.1 – "Built Environment" provides direction on the public realm, built form, tall buildings, public art, and heritage conservation. In particular, the Official Plan recognizes the importance of the City's public realm and green spaces in supporting quality and life and social well-being, and provides direction on enhancing and expanding the public realm, parks and open space network.

The public realm policies of Section 3.1.1 of the Official Plan recognize the essential role of our streets, open spaces, parks and other key shared public assets in creating a great City. These policies aim to ensure that a high level of quality is achieved in architecture, landscape architecture, and urban design in public works and private developments to ensure that the public realm is functional, beautiful, comfortable, safe and accessible. Direction on views to and from the public realm is contained in Policy 9, which requires public works and private development to maintain, fame, and where possible, create new views from the public realm to important natural and human-made features on Maps 7a and 7b of the Official Plan.

Policy 13 promotes universal accessibility to publicly accessible spaces and buildings through a network of streets, parks and open spaces, and requires all new buildings to meet the City's accessibility guidelines. Direction on interior malls, underground concourses and private mid-block connections is provided in Policy 15, which states these spaces should complement but not replace the role of the street as the main place of pedestrian activity, and notes that these spaces should be accessible, comfortable, safe, and integrated into the local urban fabric. Furthermore, any new infrastructure needed to support new communities will be laid out and organized to reinforce the importance of the public streets and open space as the structural framework that supports high quality city living.

Policies 18 and 19 provide direction on new parks and open spaces, requiring these spaces to, among other things, connect and extend existing parks and natural areas, provide a comfortable setting for community events as well as individual use, provide appropriate space and layout for recreational needs and emphasize and improve unique aspects of the community's natural and human-made heritage. New parks and other public open space should front onto a street for good visibility, access and safety.

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

Due to the larger civic responsibility and obligations associated with tall buildings, the built form policies of Section 3.1.3 provide additional direction on how they fit into the

existing and planned context and how they are designed. Policy 2 requires tall building proposals to address key urban design considerations that includes: demonstrating how the proposal will contribute to and reinforce the overall City structure; taking into account the relationship of the site to topography and other tall buildings; and providing high quality, comfortable and usable publicly accessible open space areas.

Heritage

Section 3.1.5 – "Heritage Conservation" provides policy direction on the conservation of heritage properties in the City's Heritage Register and on development adjacent to heritage properties. Policy 5 requires proposed alterations or development on or adjacent to a property on the Heritage Register to ensure that the integrity of the heritage property's cultural heritage value and attributes will be retained. Policy 26 requires new construction on, or adjacent to a property on the Heritage Register be designed to conserve the cultural heritage values, attributes and character of the property and to mitigate the visual and physical impact on it, including consideration such as scale, massing, materials, height, building orientation and location relative. Policy 27 encourages the conservation of buildings and structures on the Heritage Register.

There are a number of heritage resources and assets within the Downtown Plan boundary. Within Downtown there are 7 in-force Heritage Conservation Districts: Queen Street West, Cabbagetown, Draper Street, East Annex, Harbord Village, Union Station, and Yorkville-Hazelton Heritage Conservation District, and 5 Heritage Conservation Districts currently under appeal: Garden District, Historic Yonge Street, King-Spadina, St. Lawrence Neighbourhood, and West Annex Heritage Conservation District.

Section 3.2 recognizes the role of the human environment as the foundation of a healthy city. This includes housing, community services and facilities, parks and open spaces, new neighbourhoods, the natural environment, and the city's economic health.

Housing

Section 3.2.1 provides direction on Housing. Strong communities are the foundation of a health city and the Plan recognizes that opportunities for adequate and affordable housing are essential to supporting quality of life, economic competitiveness and social cohesion. Policy 1 encourages the provision of a full range of housing in terms of form, tenure, and affordability to meet the current and future needs of residents.

Community Services and Facilities

Community services and facilities (CSF) are an important aspect to address quality of life in Toronto, and are addressed in Section 3.2.2. Policy 1 indicates that adequate and equitable access to community services will be encouraged by preserving and expanding local CSF, and ensuring an appropriate range of CSF and local institutions are provided in areas of major or incremental growth. The Official Plan and promotes the shared use of schools, parks and public open space (Policy 3 and 4). Policy 5 requires that strategies for improving existing community service facilities and providing

new social infrastructure will be developed for areas that are inadequately serviced or experiencing major growth.

Parks and Open Space

Parks and open spaces are addressed in Section 3.2.3. The parks and open spaces and other natural and recreation areas that comprise the Green Space System in Toronto are essential elements of complete communities. The Official Plan recognizes that the city's Green Space system is vital to our quality of life, social wellbeing, and to the health of the natural ecosystem. These areas provide opportunities for recreation, relaxation and experiencing nature and offer unique experiences for residents and visitors from across the region and elsewhere.

The Official Plan recognizes that as Toronto grows and changes the parks and open space system will need to expand. The policies of Section 3.2.3 of the Official Plan, seek to ensure that as the city grows our Green Space System is strengthened by actions such as: adding new parks and amenities, particularly in growth areas, maintaining, improving and expanding existing parks; designing high quality parks and their amenities to promote user comfort, safety, accessibility and year round use, and to enhance the experience of place. The Plan seeks to ensure that the effects of development including additional shadows, noise, traffic and wind on existing parks and open space are minimized to preserve their utility.

Policy 8 sets out the criteria for the location and configuration of lands to be conveyed, which should:

- be free of encumbrances unless approved by Council;
- be sufficiently visible and accessible from adjacent public street to promote the safe use of the park;
- be of usable shape, topography an size that reflects its intended use;
- be consolidated or linked with an existing or proposed park of green space or natural heritage system where possible; and
- meet application Provincial soil regulations and/or guidelines for residential/parkland use.

Building New Neighbourhoods

The Official Plan contains policies for building new neighbourhoods in Section 3.3. The Plan requires the provision of a comprehensive planning framework reflecting the Plan's city-wide goals as well as the local context to ensure that new infrastructure, streets, parks and local services to support new development and connect it with the surrounding fabric of the City is provided. Policies provide direction to ensure that new neighbourhoods develop as new communities, not just new housing. Specifically, they should have a community focal point within easy walking distance, a fine grain of connected streets and pedestrian routes, a mix of uses, a system of high quality parks, community recreation centres, open spaces and public buildings, and services and facilities that meet the needs of residents, workers, and visitors (Policy 2). Policy 3 indicates that these new neighbourhoods should be carefully integrated into the

supporting fabric with good access to transit, and good connections to surrounding streets and open spaces.

Chapter 4 – Land Use Designations

The Official Plan identifies four land use designations where most of the anticipated increase in jobs and population should occur, including Mixed Use Areas, Employment Areas, Regeneration Areas, and Institutional Areas. In contrast, four other land use designations are recognized as areas that help to protect and reinforce existing physical character, including Neighbourhoods, Apartment Neighbourhoods, Parks and Open Space Areas, and Utility Corridors.

Neighbourhoods Policies

The Official Plan identifies Neighbourhoods as being physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartments that are no higher than four storeys. Parks, low scale local institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also provided for in Neighbourhoods. Physical changes to established Neighbourhoods must be sensitive, gradual, and generally 'fit' the existing physical character. Policy 2 of Section 2.3.1 – "Healthy Neighbourhoods" states that developments in Mixed Use Areas that are adjacent or close to Neighbourhoods will:

- be compatible with those Neighbourhoods;
- provide a gradual transition of scale and density through the stepping down of buildings towards and setbacks from those Neighbourhoods;
- maintain adequate light and privacy for residents in those Neighbourhoods; and
- attenuate resulting traffic and parking impacts on adjacent neighbourhood streets so as not to significantly diminish the residential amenity of those Neighbourhoods.
- As part of the ongoing Official Plan Review, City Council approved Official Plan Amendment 320 on December 10, 2015 to revise the Healthy Neighbourhoods, Neighbourhoods and Apartment Neighbourhoods policies of the Plan. The intent of these revisions is to clarify, strengthen, and refine the policies within these sections to support the Plan's goals to protect and enhance existing neighbourhoods. The Minister of Municipal Affairs approved Official Plan Amendment 320 on July 4, 2016 with a minor modification.

Official Plan Amendment 320 is currently under appeal at the Ontario Municipal Board. For more information, please see Council's decision below:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG8.5>.

Apartment Neighbourhoods Policies

Policy 4.2.1 of the Official Plan states that Apartment Neighbourhoods are made up of apartment buildings, parks, local institutions, cultural and recreation facilities, and small scale retail service and office uses. Apartment Neighbourhoods are generally not intended for significant growth. Compatible infill, however, is contemplated on sites containing existing apartment buildings that have underutilized land.

Policy 4.2.2 directs that development in Apartment Neighbourhoods will contribute to the quality of life by massing new buildings to transition between areas of different development intensity and scale. In particular, adjacent lower-scale Neighbourhoods will be protected through setbacks and/or stepping down of heights. New buildings will adequately limit shadow impacts on adjacent Neighbourhoods and frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces. New development in Apartment Neighbourhoods will enhance the safety, amenity and animation of adjacent streets and open spaces and will contribute to the quality of life by providing indoor and outdoor recreation space for building residents in every significant multi-unit residential development.

Policy 4.2.3 states that compatible infill development may be permitted in Apartment Neighbourhoods on a site containing an existing apartment that has sufficient underutilized space to accommodate one or more new buildings while providing good quality of life for both new and existing residents. Infill development in Apartment Neighbourhoods will maintain an appropriate level of residential amenity on the site, provide existing residents with access to community benefits, maintain adequate sunlight, privacy and areas of landscaped open space, front onto public streets and provide pedestrian entrances from adjacent public streets. Infill development will provide adequate on-site, below grade, shared vehicular parking for both new and existing development, screen surface parking, preserve and/or replace important landscape features and walkways and create such features where they did not previously exist, consolidate loading, servicing and delivery facilities, and preserve or provide adequate alternative on-site recreational space for residents.

Parks and Open Space Areas Policies

Section 4.3 indicates that Parks and Open Space Areas accommodate a range of uses from community parks, to naturalized areas, to storm water management facilities, to golf courses and cemeteries. These areas comprise the Green Space system in Toronto and are essential elements of complete communities.

The Official Plan seeks to ensure that all parks are high quality providing a range of opportunities for passive and active recreation and cultural experiences, and provide comfortable and safe pedestrian conditions. Policy 2 notes that development is generally prohibited within Parks and Open Spaces Areas, except for recreational and cultural facilities, conservation projects, cemeteries, public transit, and other essential public works. Policy 4 establishes that Parks will be primarily used to provide public parks and recreation opportunities.

Utility Corridors Policies

Section 4.4 indicates Utility Corridors are used primarily for the movement of energy, information, people and goods, but can serve other important functions, including, parkland, sports fields and pedestrian and cycling routes. The Official Plan recognizes that these linear corridors are defining elements of the City's fabric and that many service important functions as parkland, sports fields, and pedestrian and cycling routes. Policy 4 stipulates that where Utility Corridors are declared surplus, they may be

acquired or leased by the City or other public agencies for public services and amenities, such as linear parks and open spaces, bicycle and pedestrian trails, and community gardens.

Mixed Use Areas Policies

Section 4.5 indicates Mixed Use Areas are made up of a broad range of commercial, residential, institutional, parks and open space uses and utilities. Policy 2 provides development criteria for Mixed Use Areas to ensure, among other matters, that the location and massing for new buildings achieves transitions between areas of different development intensity and scale, frames the edges of streets and parks with good proportion and maintains sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces.

Development in Mixed Use Areas should also provide attractive, comfortable and safe pedestrian environments and have access to schools, parks, community centres, libraries and childcare. It should also take advantage of nearby transit services; provide good site access and circulation as well as an adequate supply of both visitor and resident parking. In addition, service areas should be located to minimize impacts on adjacent streets. Policy 3 prohibits large scale "power centres" in Mixed Use Areas.

Employment Areas Policies

Section 4.6 of the Official Plan states that "Employment Areas are places of business and economic activities vital to Toronto's economy and future economic prospects". Uses permitted in General Employment Areas are set out in Policy 4.6.2. In addition to all uses permitted in Core Employment Areas as set out in Policy 4.6.1, permitted uses in a General Employment Area include restaurants and service uses. The General Employment Areas policy permitting all types of retail and major retail remains under appeal and is not currently in effect. However as these policies were adopted by Council as part of OPA 231, they provide policy direction regarding the proposed development of retail and major retail uses in General Employment Areas.

Regeneration Areas Policies

As outlined in Section 4.7.1 of the Official Plan, Regeneration Areas will provide for a broad mix of commercial, residential, light industrial, parks and open space, institutional, live/work and utility uses in an urban form to:

- Revitalize areas of the City that are largely vacant or underused;
- Create new jobs and homes that use existing roads, transit, sewers, social services and other infrastructure and create and sustain well-paid, stable, safe and fulfilling employment opportunities for all Torontonians;
- Restore, re-use and retain existing buildings that are economically adaptable for re-use, particularly heritage buildings and structures, through the use of incentives;
- Achieve streetscape improvements and the extension of the open space network; and
- Promote the environmental clean-up and re-use of contaminated lands.

Institutional Areas Policies

Institutional Areas are made up of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities, including the full range of housing associated with a health institution, as well as utility uses. Health and educational institutions are important employers and service providers and will continue to grow to serve the needs of an increasing city and regional population.

Chapter 5 – Implementation

Section 5.3.3 – "Strategic Reinvestment", emphasizes the constant need for investment in infrastructure and services to maintain and improve quality of life. Section 5.3.5 of the Official Plan describes the Campaign for a Great City, as an implementation tool. Campaign projects are intended to complement other implementation tools to attract new resources with non-municipal actors including residents, businesses, institutions and other orders of government to achieve progress in priority areas, including creating beautiful places that improve public spaces and streetscapes and supporting a dynamic downtown (Policy 5). Section 5.6 – "Interpretation" provides guidance as to the understanding and interpretation of the Official Plan. Policy 1 indicates the Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making. Policy 1.1 indicates the goal of the Official Plan is to balance and reconcile a range of diverse objectives affecting land use planning in the City.

Secondary Plans (Section 5.2.1)

Secondary Plans establish local development policies to guide growth and change in defined areas of the city. They adapt and implement the objectives and policies of the Official Plan to fit local contexts. Section 5.2.1 of the Official Plan contains policies that outline the purpose and intent of Secondary Plans. Secondary Plans will guide development in a way that is consistent with overall Official Plan and will identify or indicate the following in order to achieve city-building objectives:

- overall capacity for development in the area, including anticipated population;
- opportunities or constraints posed by unique environmental, economic, heritage, cultural and other features or characteristics;
- affordable housing objectives;
- land use policies for development, redevelopment, intensification and/or infilling;
- urban design objectives, guidelines and parameters;
- necessary infrastructure investment with respect to any aspect of transportation services, environmental services including green infrastructure, community and social facilities, cultural, entertainment and tourism facilities, pedestrian systems, parks and recreation services, or other local or municipal services;
- opportunities for energy conservation, peak demand reduction, resilience to power disruptions, and small local integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage, through development of a Community Energy Plan; and

- where a Secondary Planning area is adjacent to an established neighbourhood or neighbourhoods, new development must respect and reinforce the existing physical character and promote the stability of the established neighbourhoods.

There are 8 Secondary Plans that are fully within the Downtown Plan area: King-Parliament, King-Spadina, Railway Lands East, Railway Lands West, Railway Lands Central, University of Toronto, Regent Park, and Queen-River. These Secondary Plans were reviewed against the policies of the Downtown Plan. The review focused on identifying conflicts, overlap or duplication of policies in order to ensure that the final Downtown Plan provides a rationalized planning framework for the area as a whole and that the policies are clear for stakeholders, landowners, and City staff to interpret and apply. The planning framework rationalization exercise ensures a cohesive vision, clear direction, and policy alignment amongst all plans within the Downtown Plan boundary.

King-Parliament Secondary Plan

The main objective of the King-Parliament Secondary Plan is to encourage reinvestment in a former industrial part of the city. The Secondary Plan encourages a mix of uses that reinforces the historic built form and public realm, while ensuring growth is mutually compatible and complementary to the existing built form character and scale of the area. The objective of encouraging reinvestment in the area has largely been met as King-Parliament has undergone redevelopment and renewal over the years.

King-Spadina Secondary Plan

The major objective of the King-Spadina Secondary Plan is to encourage reinvestment in the area for a broad range of uses in a manner that reinforced the historic built form. The Plan objectives were implemented through the Reinvestment Area (RA) zoning that applies to the area, and were supported by urban design guidelines and a community improvement plan. The King-Spadina Secondary Plan is currently under review by the City Planning Division as part of a separate exercise.

Railway Lands East, West and Central Secondary Plans

These three plans establish a comprehensive planning framework for the wider Railway Lands. This framework has guided the development of the Railway Lands, setting out the major objectives, and the structure, form and physical amenity intended for the larger area. They also include overall policy directions in relation to matters such as housing, community services and facilities, parks and open spaces, transportation and circulation and the environment.

University of Toronto Secondary Plan

University of Toronto Secondary Plan was adopted in 1997 under the former City of Toronto Official Plan and was brought forward unchanged into the current Official Plan. The objectives for the Secondary Plan Area are to:

- recognize and protect the Area primarily as an Institutional District;

- provide planning regulations that give the institutions flexibility to adjust to changing program, technological and funding constraints; and
- preserve, protect and enhance the unique built form, heritage and landscape character of the area.

The University of Toronto Secondary Plan identifies 29 sites across the area with development potential. These sites are identified as having development potential based on the policies of the Plan and the associated design guidelines. The Plan also contains seven Site and Area Specific Policies that outline the land uses and built form permitted on particular sites and maps that show site specific development envelopes for individual properties across the campus. The University of Toronto Secondary Plan is currently under review by the City Planning Division as a separate exercise.

Regent Park Secondary Plan

The Regent Park Secondary Plan establishes a framework to guide the phased redevelopment of Regent Park. The intent of the Plan is to support and build upon the strong community that exists in Regent Park as the neighbourhood undergoes significant physical change. Redevelopment will achieve a revitalized mixed income, mixed use and residential neighbourhood. One of the Secondary Plan objectives is to integrate the neighbourhood with the surrounding area, exhibit high quality design, and accommodate a population that is socially and economically diverse in a healthy and sustainable environment.

Queen-River Secondary Plan

The goal of the Queen-River Secondary Plan is to provide a planning policy framework for new development that recognizes the need to attract new investment to the area while ensuring new development is compatible with the existing and planned context, addressing the interface between residential and non-residential uses, improving the public realm, and promoting a complete community.

There are 2 Secondary Plans that are partially within the Downtown Plan area. Those two Plans are the Central Waterfront Secondary Plan and Fort York Secondary Plan.

Central Waterfront Secondary Plan

The Central Waterfront Secondary Plan ("CWSP") was adopted by Council in 2003 as an amendment (OPA 257) to the Official Plan for the former City of Toronto. The intention was that the CWSP would be brought into the 2006 Official Plan once the CWSP appeals were resolved. On April 15, 2005, the Ontario Municipal Board (OMB) consolidated various appeals of the CWSP with related appeals of the 2006 Official Plan. Since 2005, the City, Waterfront Toronto and the various appellants and parties have worked diligently to resolve the majority of appeals to the 2006 Official Plan in the Central Waterfront area. As there are no longer any outstanding appeals to the 2006 Official Plan for the majority of the Central Waterfront area, the City has requested the OMB issue an Order bringing the 2006 Official Plan into force for those lands and that the CWSP be included within the Chapter 6: Secondary Plans to the 2006 Official Plan. Once the OMB Order is issued, the Central Waterfront area and policies, as well as the

CWSP, will be in force within Downtown, with the exception of some lands that remain subject to outstanding OMB appeals.

Fort York Secondary Plan

The Fort York Secondary Plan envisions the Fort York Neighbourhood as a vital mixed use neighbourhood which takes advantage of large areas of existing public open space in a unique waterfront setting and is served by the appropriate range of community services and facilities. The Fort York Secondary Plan is within the Downtown Plan boundaries for one parcel of land, located at 500 Lake Shore Boulevard West. That site was subject to an Official Plan Amendment and Zoning By-law Amendment application in 2015 and 2017 and the site is currently under construction.

Site and Area Specific Policies

Site and Area Specific Policies (SASPs) are found within Chapter 7 of the Official Plan. SASPs contain policies that vary from one or more of the provisions of the Official Plan and may require a further layer of local policy direction for an area. Within the Downtown Plan there are currently 64 SASPs which apply. SASPs are added to the Official Plan over time and as need for them arise. Through the Downtown Plan rationalization process it was determined that 10 SASPs should be deleted because the sites have been built out in accordance with the Site and Area Specific Policy and all the necessary agreements have been registered on title to secure the development.

City-Wide Tall Building Design Guidelines

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure that they fit within their context and minimize their local impacts. The city-wide Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>.

Policy 1 in Section 5.3.2 Implementation Plans and Strategies for City-Building, the Official Plan states that Guidelines will be adopted to advance the vision, objectives, and policies of the Plan. Urban Design guidelines specifically are intended "to provide a more detailed framework for built form and public improvements in growth areas." The Tall Building Design Guidelines serve this policy intent, helping to implement Chapter 3.1- The Built Environment and other policies within the Official Plan related to the design and development of tall buildings in Toronto.

Downtown Tall Buildings: Vision and Supplementary Design Guidelines

Downtown is also subject to the Downtown Tall Buildings: Vision and Supplementary Design Guidelines (adopted by City Council in July 2012 and consolidated with the city-wide Tall Building Design Guidelines May 2013). This document identifies specific Downtown streets that are most suitable for tall building development, establishes a height range along these streets and provides a set of supplementary Downtown-specific design guidelines which address Downtown built form and context. The

Downtown Tall Building Guidelines are available at:
<http://www.toronto.ca/planning/tallbuildingstudy.htm#guidelines>

Parks and Recreation Facilities Master Plan (2017)

The City's Parks, Forestry and Recreation department recently developed the Parks and Recreation Facilities Master Plan (FMP) to guide investment in parks and recreation facilities such as community centres, swimming pools, sports fields, and arenas over the next 20 years. The FMP was adopted by City Council in November 2017.

The FMP recognizes the growing demand for programs and facilities and commits to building new facilities and renewing current assets to meet these demands. Priority investments are driven by three strategic goals: renew and upgrade existing facilities; address gaps and growth-related needs; and work with others and explore new opportunities to improve access.

To achieve these goals, the FMP recommends investment in specific recreation centres and facilities to address gaps in provision and respond to growth in demand for services. Specifically, the plan identifies a need for additional community centres, gymnasium, indoor pools, splash pads, outdoor rinks, sports fields and sports bubbles, basketball courts, skateparks and bike parks in the next 20 years.

In addition to the facility provision strategy, the FMP contains broader policy recommendations to guide planning and investment. These include an emphasis on accessible and age-friendly facilities, flexible and efficient spaces, and new facility provision models that respond to the realities of high-density residential communities. Finally, the FMP includes a suggested implementation strategy focused on investing in the right facilities, at the right time and in the right places. Implementation considers a systematic, city-wide approach to provide access to services and opportunities for all residents.

The Parks and Recreation Facilities Master Plan is available on the City's website, at: <http://www.toronto.ca/legdocs/mmis/2017/ex/bgrd/backgroundfile-107775.pdf>.

Emerging Policy Directions

In addition to in-force policies, there are a number of emerging policy directions that contain important considerations for the future of Downtown. These are summarized below.

Rail Deck Park Secondary Plan

The City recently initiated an Official Plan Amendment (OPA) for the rail corridor area between Bathurst Street and Blue Jays Way and including adjacent city-owned properties. OPA 395 amends the existing Railway Lands West, Central, and East Secondary Plans and introduces a new Rail Deck Park Secondary Plan. City Council adopted staff recommendations regarding proposed OPA 395 on December 05, 2017, however at the time of this report, the implementing bills have not yet been enacted and OPA 395 is not in force.

Under the Rail Deck Park Secondary Plan, the majority of the site would be designated as Parks and Open Spaces Areas. This designation would also protect for current and future rail operations, as well as park-related accessory uses such as small-scale retail. Residential, office, and large-scale commercial uses would not be permitted.

City of Toronto Parkland Strategy (2017)

The City is undertaking a Parkland Strategy, a 20-year plan that will guide the long-term provision of parks city-wide, including new parks, expansions and improved access to existing parks. It will provide a parkland measurement methodology along with implementation, policy and funding recommendations to aid decision-making and the prioritization of parkland investment across Toronto. The Parkland Strategy will provide a defensible rationale and evidence on the requirements for parkland to meet the needs of Toronto's growing and changing population.

The Parkland Strategy is based on the principles of expand, share and connect. The Strategy will be informed by an understanding of park provision and use trends, and demographic and growth projections.

The first phase of work has developed a measurement methodology to assess parkland supply and distribution across the city that uses Statistics Canada Census Dissemination Blocks as reporting units. It has produced a supply per person (or "provision") based on three elements; a catchment area around parks related to park size, the population within that catchment area, and the total amount of parkland available per person. Parkland supply maps express park provision, relative to a city-wide average. In addition, the methodology will be supported by a revised set of Park Classifications. Using these revised classifications, together with a finer-grained reporting unit structure than has been used in the past – one that takes into account pedestrian routes and distance to parks based on size – the methodology has presented a refined evaluation of parkland need.

Through this first phase of work, a Preliminary Report on the Parkland Strategy was prepared in November 2017. This report identified Downtown as an area with a large concentration of people and a very low supply of parkland per person. The report notes that projected population growth in this area will place severe pressure on already strained existing parkland supply. Challenges in addressing parkland deficiency are also identified, including high land values, availability of land, and small parcel sizes in the Downtown.

The next phase of work will provide a comprehensive analysis of the availability and function of parkland and provide new approaches and tools to support decision-making and the prioritization of parkland investment across Toronto for the next 20 years. The Final Parkland Strategy will act as Toronto's parks plan, satisfying the new requirement in the *Planning Act* that municipal organizations study the need for parkland through preparation of a parks plan prior to adopting any changes to the Alternative Parkland Dedication Rate.

The Preliminary Report on the Parkland Strategy was presented to Executive Committee in November 2017. Executive Committee adopted the report, and directed staff to report back on the Final Parkland Strategy in Q2 of 2018.

More information about the parkland Strategy is available on the City's website at: www.toronto.ca/parklandstrategy.

Growing Up: Planning for Children in New Vertical Communities

In July 2017, Toronto City Council adopted the Growing Up Draft Urban Design Guidelines, and directed City Planning staff to apply the "Growing Up Guidelines" in the evaluation of new and under review multi-unit residential development proposals. The objective of the Growing Up Draft Urban Design Guidelines is that developments deliver tangible outcomes to increase liveability for larger households, including families with children, at the neighbourhood, building and unit scale.

The Guidelines indicate that Toronto's contemporary population growth and housing boom is introducing challenges for liveability, with particular challenges for families and children. The Guidelines objectives aim to create a diversity of housing, enhance liveability and the quality of life in Toronto, and encourage planning approaches from the perspective of a child.

The Guidelines are structured at three scales: neighbourhood, building and unit. The objective is that developments deliver tangible outcomes to increase liveability for larger households, including families with children at each scale. At the neighbourhood scale, the guidelines focus on children's experience in the city, promoting independent mobility, access to parks, schools and community infrastructure. At the building scale, the guidelines seek to improve community within new developments by increasing the number of larger units, encouraging the design of functional and flexible amenity space and common space that supports resident interaction. At the unit scale, the guidelines focus on size and functionality, recommending minimum areas for each element to ensure that a unit provides the space for the social functions of family life.

The Guidelines also emphasize the need for a variety of types of parks and open spaces that are easily accessible and meet daily, weekly and seasonal needs. The Guidelines state that new parks and open spaces should be convenient and centrally located to meet daily needs, and located on sites with safe routes. Park design should consider a range of elements that are flexible and allow for a diversity of activities to suit all ages and abilities.

The Council Decision and draft guidelines are available on the City's website at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG21.3>.

Attachment 3: Stakeholder Engagement Summary

Earlier TOcore Engagement Phases

Stakeholder and public engagement Phase 1 (during May and June 2015) and Phase 2 from (April to September 2016) enabled staff to better understand people's lived experience in the Downtown and their issues, opportunities, needs and aspirations for the future. Approximately 15,000 people were engaged at several events and through the Study website for Phase 1. During Phase 2, that number more than doubled with an estimated 40,000 people engaged through a combination of events and online engagement tools. Summaries of Phase 1 and Phase 2 engagement activities are available at: <https://www.toronto.ca/wp-content/uploads/2017/12/92cb-city-planning-tocore-june-2015-meeting-notes-aoda.pdf> and https://www.toronto.ca/wp-content/uploads/2017/11/91ff-CityPlanning-TOcore-EngagementReport-Phase2_web-accessible.pdf respectively.

During Phase 3A, December 2016 to April 2017, City Planning staff undertook stakeholder and public consultation on the policy directions outlined in the "TOcore: Planning Downtown, Proposals Report". This phase of consultation engaged thousands of people through a range of consultation events and on-line engagement tools. An online survey received over 2,000 responses. Phase 3A also used innovative consultation methods, including a social media campaign driven by testimonials from the TOcore Avatars – personas created to represent demographic segments of Torontonians that live, work, learn, play and invest in Downtown – that sparked conversation and input. A summary of Phase 3A engagement is available at: <https://www.toronto.ca/wp-content/uploads/2017/10/97af-CityPlanning-TOcore-Engagement-Report-Phase-3.pdf>.

Phase 3B Engagement – Proposed Downtown Plan Feedback

In October 2017, Council directed staff to undertake stakeholder and public engagement on the Proposed Downtown Plan. This consultation ran from September 2017 to March 2018 and involved the following:

- Website – An updated project website provided fully accessible electronic access to the proposed Downtown Plan, infrastructure strategy summaries and other TOcore background studies and information, and served as a portal to various on-line engagement tools.
- Online Surveys – Staff developed online surveys for the proposed Downtown Plan and each of the five Infrastructure Strategies, which resulted in 64 responses.
- Social Pinpoint – This digital engagement tool enabled the public to provide feedback, ideas or concerns on specific policies associated with a map. The public was invited to leave a comment directly on maps as a way to provide feedback not only on the policy wording, but also the geographies associated with it. Staff received 101 comments across the various maps.
- Postcards – Staff distributed approximately 450 postcards that raised awareness on the proposed Downtown Plan and invited the public to provide their feedback on it.

- Public Open House – A public open house, held on December 2, 2017, attracted approximately 75 people. The event featured a rotating presentation summarizing the proposed Downtown Plan policies. Approximately 60 display boards informed the public and invited them to comment on the proposed policies. At the event, members of the public were able to engage with staff from multiple divisions.
- Stakeholder Groups – Staff conducted over 30 individual meetings with stakeholder groups, including industry associations, the health care sector, BIAs, post-secondary institutions, local residents associations and other specialized organizations.
- Email – The City received 67 email submissions, almost three times as many submissions compared with Phase 3A.
- Leader's Roundtable Seminars – Two seminars (September 8, 2017 and February 23, 2018) were held with a diverse range of community leaders to gain feedback on Rail Deck Park (a project initiated under TOcore) and the Proposed Downtown Plan.
- Social Media and TOcore Avatars – The project's social media campaign in this phase built on the public's familiarity of the TOcore Avatars from Phase 3A. Staff created Facebook and Twitter ads featuring the Avatars' "reactions" to the proposed Downtown Plan policies to encourage the public to reflect and provide feedback on proposed policies and attend the December 2nd open house. Using the hashtag #TOcore, the social media campaign in this phase resulted in 1,421 tweets, which reached over 2 million people.
- Public Lecture – A public lecture held in October 2017 on the future of parks and streets in the heart of our city featured a keynote speaker by world-renowned urbanist Jan Gehl, with senior staff presenting key elements of the Downtown Parks and Public Realm Plan. It was attended by approximately 400 people.
- Design Review Panels (DRP) – Staff presented the proposed Downtown Plan and the associated Parks and Public Realm Plan to the Waterfront Toronto DRP, and the Building for Liveability Study (Attachment 6) to the Toronto DRP.

Staff will also hold a final Open House on April 23, 2018 for the public to review the proposed Official Plan Amendment and to ask questions about the proposed policies and any related information and material. This Open House is a requirement under the *Planning Act*.

During the Phase 3B consultation process, the public and stakeholders shared feedback on the proposed policies outlined in the proposed Downtown Plan. Not every comment received is included in this report. To prepare this report, staff integrated and analyzed all feedback received, looking for common, consistent themes, areas of general agreement, and areas where participants had differing opinions. This high-level summary synthesizes feedback from five consultation channels:

- Six online surveys, one each for the Downtown Plan and the five infrastructure strategies;

- the Social Pinpoint tool (which allowed the public to comment on maps and proposed policies associated with specific geographies within Downtown);
- the December 2, 2017 public open house;
- over 30 stakeholder meetings; and
- emails sent to City Planning.

The summary of feedback is organized into twelve thematic sections that generally mirror the chapters of the proposed Downtown Plan. Each section includes summaries of “what we heard” based on groupings of similar feedback. Commenters are broken down into the following categories:

- "Stakeholders" are individuals representing the interests of an organization;
- "People" are members of the public; and
- "Parties" are a combination of the two.

It is important to note that the aggregate synthesized feedback is not statistically representative. The weight of the captured feedback was estimated based on the following guidelines:

- “Many” indicates the largest number of repeating ideas;
- “Several” indicates a substantial number of repeating ideas;
- “Some” indicates more than three and less than several repeating ideas; and
- “A few” indicates up to three repeating ideas captured as part of the TOcore Phase 3B Consultation process.

The comments are generally ordered from the most repeating comments received to the least, although different comments on the same topic have been grouped together to more clearly display the diversity of opinions expressed.

To review all the content in the proposed Downtown Plan in concert with this feedback summary, please download the proposed Downtown Plan at: www.toronto.ca/tocore.

1. Vision and Goals

- Some parties voiced support for the concept of complete communities.
- A few parties supported and/or requested stronger wording towards the concept of inclusion for people of all ages, abilities, etc.
- A few stakeholders requested clarity around how the City expected developers to operationalize the goals of zero-emissions ready development and improved water quality.
- A few people supported the goal of public realm improvements.
- A few parties felt that affordable housing was a worthy goal.
- A few stakeholders requested additional language to acknowledge Indigenous peoples, their histories, and their needs.
- A few stakeholders requested clarification about the definition of "development" within the plan.

2. Directing Growth

- Several parties felt that more growth should be focused near certain transit stations, such as Bloor-Yonge, Dupont and the future Moss Park Relief Line station, including in Neighbourhoods.
- Some people asked that the Plan specifically speak to protecting Neighbourhoods and their character from development.
- Some people requested that the City consider allowing more growth in Neighbourhoods.
- A few parties expressed concern that certain Official Plan designations were explicitly not targeted for growth, including Apartment Neighbourhoods and Mixed Use Areas 4.
- A few people requested a moratorium on new condo development.
- A few parties appreciated that the Plan provided direction for what could be built where, and where growth should be limited.
- A few people requested a lower scale of development in Harbord Village.

3. Linking Growth and Infrastructure

- Several stakeholders felt that the requirement for a Complete Communities Assessment was too onerous.
- A few people expressed support for the Complete Community Assessment.
- Some stakeholders requested that institutions be excluded from the requirement to submit a Complete Community Assessment.
- A few stakeholders requested clearer guidelines for what the Complete Communities Assessment will require of developers.

4. Built Form

General built form:

- A few people expressed support for the concept of liveability.
- Some people wanted to see improved heritage protection and development that responds more appropriately to historical contexts.
- Some parties expressed frustration that developers can ignore urban design guidelines.
- A few stakeholders requested clarity on terms such as "design excellence" and "high-quality, durable materials."
- A few people supported the Plan's proposed building scale policies.
- A few people felt that there was too much focus on high-rise development in the Plan.

Improving public realm:

- Many stakeholders felt that base building shadow restrictions were too strict and would reduce the potential for development on certain sites.
- A few stakeholders requested greater flexibility on base building requirement for institutional uses, such as larger floorplates and floor-to-ceiling heights.
- Several stakeholders requested a more site-specific approach to setback requirements.

- Some stakeholders supported a comfortable, safe, and vibrant public realm, but felt that setbacks should not be required to be greater than 6m in all instances for institutional uses.
- A few stakeholders expressed concern with the requirement that setbacks be unencumbered.
- A few people supported the proposed setback policies.

Creating a comfortable microclimate:

- Some parties supported the policy preventing net-new shadows on protected Parks and Open Spaces.
- Some parties requested that additional Parks and Open Spaces be added to the protected Parks and Open Spaces, including Bellevue Park, Philosopher's Walk, Market Lane Park, and the Campbell House urban forest.
- Some stakeholders expressed concern with the shadow restrictions on the public realm and requested greater flexibility.
- A few parties supported the policy preventing net-new shadows on school yards, with one requesting that the policy be extended to the full calendar year rather than from March 21 to September 21 only.

Skyline and helicopter flightpaths:

- A few stakeholders sought further clarity around what the City expected from developers with respect to how buildings should fit within the skyline.
- A few parties supported the helicopter flight path protection policies.

5. Parks and Public Realm

Parkland provision:

- Many parties felt that increases and enhancements to parkland were the policies that would most benefit quality of life Downtown.
- A few people supported Rail Deck Park specifically.
- Many people wanted to see increased green spaces in Downtown.
- A few parties suggested particular places where they would like parkland to be added.
- A few stakeholders requested confirmation that parkland provision requirements for non-residential uses are not proposed to change.

Parks and Public Realm Plan:

- Several people requested improved pedestrian crossings at various places within the Stitch, particularly along Lake Shore Boulevard.
- Some people supported improvements to University Avenue, including moving the traffic lanes to one side, moving the median to the other side, adding ground-floor uses, and improving pedestrian and cyclist safety.
- Some people requested that University Avenue be maintained as-is, although one suggested that vehicle lanes could be reconfigured after improving transit options.
- Some people requested that other streets be defined as Great Streets, including parts of Dundas, Bay, and York Streets.
- Several parties requested additional wording to acknowledge Indigenous histories and place-making, and the importance of natural features to Indigenous cultures.

- Suggestions included incorporating plaques, renaming features, and planting fruit trees to enable foraging.
- A few parties supported prioritizing active transportation features and connections in the Core Circle.
- A few people expressed support for the continuous circuit of parks and trails in the Core Circle.

Miscellaneous:

- Many people raised concerns about various aspects of the public realm, including park maintenance, facilities for dogs, seating, and public washrooms.
- Several parties wanted to see increased street tree planting and maintenance.
- A few parties supported the policies for street tree provision and maintenance in their proposed form.
- A few stakeholders supported the concept of partnerships with the City; however, one requested more meaningful consultation with Indigenous professionals.

6. Land Use and Economy

Financial District:

- Some stakeholders opposed the limitation on residential development to as-of-right permissions in the Financial District and felt that this policy would compromise the ability to provide housing Downtown.
- A few parties supported the expansion of the Financial District and/or supported the limitation on residential development.
- A few stakeholders had concerns about the requirement for retail and commercial service uses at grade in the Financial District, as they felt that this requirement would conflict with the need to provide elevators in tall buildings.

Bloor-Bay Office Corridor:

- A few stakeholders opposed the requirement for non-residential development in the Bloor-Bay Office Corridor.

Kings:

- Some stakeholders opposed the requirement for non-residential development in the Kings.
- A few were concerned about non-residential uses competing with the need for affordable housing.
- A few stakeholders asked that the King-Parliament and King-Spadina Secondary Plan Areas be treated differently from each other in terms of land use policies.

Institutional policies and the Health Sciences District:

- Some parties requested more flexibility for residential uses permitted in the Health Sciences District.
- A few parties expressed support for the Health Sciences District and its associated policies.
- A few parties requested additional non-residential uses be allowed in the Health Sciences District, beyond those that directly support the health sciences industry.

- A few stakeholders requested that the Health Sciences District policies apply to areas outside of the Health Sciences District, or that the District be expanded.
- A few stakeholders appreciated the significance placed on Institutional Areas.
- A few requested more flexibility for uses complementary to institutions, including residential uses permitted in Institutional Areas.

Mixed Use Areas:

- Some people supported the concept of mixed use or requested more mixing of uses.
- A few stakeholders opposed the requirement limiting residential units to floors above the fourth storey in Mixed Use Areas 1.
- A few stakeholders expressed concerns about development application submissions for tall buildings in Mixed Use Areas 2, including on heritage sites.

Retail:

- Several stakeholders had concerns about the requirement for retail and commercial service uses at grade on Priority Retail Streets.
- Some parties requested more site-specific flexibility.
- A few stakeholders requested that institutions be exempted from the requirement to provide retail at the ground floor on Priority Retail Streets.
- A few indicated that this requirement may conflict with the need to provide elevators in tall buildings.
- Some parties requested that certain streets be designated as Priority Retail Streets, including Bay (3), Dundas east of Church, Adelaide, and Richmond.
- Several people requested limiting chain stores and/or encouraging small, local businesses.

Miscellaneous:

- Many parties requested that certain properties be redesignated to another Official Plan designation, including within the Mixed Use Areas category.
- Some stakeholders expressed concerns that a Site and Area Specific Policy (SASP) required for development in proximity to planned rapid transit stations would delay development. They requested softer language or for more information on when these SASP studies would begin.
- A few parties requested information on how the proposed non-residential policies relate to the Growth Plan, Heritage Conservation Districts, or other initiatives.
- A few people asked why growth was being targeted to areas that they saw as largely built out, including City Place and the Financial District.

7. Community Services and Facilities (CSFs)

Services for families and children:

- Several stakeholders objected to the requirement to provide child care as part of development wherever it can be accommodated.
- Some parties stressed the importance of child care to quality of life Downtown and/or expressed concerns about insufficient child care.
- Some parties highlighted the need for CSFs for all ages, including seniors programming and play spaces for children.
- A few people highlighted a need for more schools given the growing population.

Human services:

- Several people wanted to see improved policing in their area.
- Some people requested more services for homeless populations.
- A few people called for more mental health services.
- A few people requested improved access to employment services.

Miscellaneous

- Several stakeholders requested further clarity and guidance on the policy encouraging Community Benefit Agreements, asking how these relate to Section 37 Agreements.
- A few parties requested that Community Benefit Agreements be required rather than encouraged.
- Some parties were concerned that there is a lack of funding for needed CSFs.
- Some stakeholders requested that institutional uses be exempted from the requirement to provide CSFs as part of a development application.
- A few parties supported ensuring that CSFs are provided concurrently with development.

8. Mobility

General

- Some parties believed that policies for increased active transportation and reduced automobile dependency were the policies that would most improve quality of life Downtown.
- Some people believed that a complete streets approach would most improve quality of life Downtown and/or that the focus on complete streets should be increased.
- A few people expressed safety concerns with a complete streets approach.
- A few people felt that the Plan should more explicitly address wheelchairs and persons with disabilities.
- A few parties supported the policy to prioritize public realm improvements on Great Streets, Priority Retail Streets, and High Intensity Pedestrian Areas or suggested other areas where they wanted to see improvements.

Walkability

- Many people were concerned about safety for pedestrians or cyclists.
- Suggested improvements included prohibiting right-hand turns at major intersections, advanced turning lights, speed reduction and enforcement, providing additional pedestrian crossing time, and expanding the bike lane network.
- Many people requested pedestrian improvements at specific intersections, including Queen Street West and McCaul Street, Spadina Avenue and Dundas Street West, Dundas Street East and Dalhousie Street, Queen Street and Bay Street, Spadina Avenue and Bremner Boulevard, Spadina Avenue and Queens Quay, Wellesley Street and Yonge Street, and University Avenue and Richmond Street West.
- Suggested improvements included implementing longer pedestrian countdown times, incorporating scramble intersections, adding crosswalks, and widening sidewalks.

- A few parties requested that the City consider encouraging above-grade PATH connections, as they believed that below-grade connections were financially unfeasible.
- A few people requested expansion to the PATH.
- A few parties requested an increased focus on walkability.

Cycling

- Many people requested that bike lanes be separated from traffic.
- Several people requested that bike lanes be added to various parts of Downtown, including on Avenue Road north of Bloor, Spadina Road north of Bloor Street West, Bloor Street East between Church Street and Sherbourne Street, Dundas Street, and Harbour Street.
- Some people said that bike lanes would most improve the quality of life Downtown.
- A few people supported the Plan's cycling priority routes on Yonge Street, University Avenue, Bay Street, and Bloor Street.
- A few people requested increased enforcement of cyclists.

Transit

- Many people believed that improved transit would most improve the quality of life Downtown.
- Many people expressed support for the Relief Line.
- A few also stressed the importance of the potential western alignment of the Relief Line.
- Some people believed that transit should be the mobility priority Downtown and/or that transit should be improved.
- A few people felt that streetcars should be eliminated in favour of buses.
- A few people believed that the King Street Pilot is harming businesses along King Street.
- A few people expressed support for the King Street Pilot.
- A few people highlighted the need for rapid transit expansion generally.
- A few people felt that the cost for transit users is too high.
- A few stakeholders requested more clarity or flexibility about the requirement for development in proximity to transit stations to provide access to the station.
- A few people requested a streetcar line on Church Street.

Motor vehicles and curbside management

- Some people requested congestion charges, road tolls, or increased parking fees.
- Some people believed that policies to reduce traffic or street parking were the policies that would most improve quality of life.
- A few people highlighted the need for loading spaces for delivery vehicles.
- A few stakeholders stressed the need for emergency vehicles to traverse the city efficiently.
- A few people requested increasing the number of one-way streets to address traffic congestion.
- A few people requested reduced minimum parking requirements.
- A few people stressed the importance of motor vehicles.
- A few parties felt that parking facilities should be increased.

9. Housing

Unit sizes

- Many parties were concerned that larger unit sizes would reduce housing affordability.
- Some people supported the requirement for minimum unit sizes.
- A few people believed that the requirement for larger units were the policies that would most improve quality of life Downtown.

Affordable housing

- Many stakeholders supported affordable housing and/or requested additional measures to achieve housing affordability.
- A few stakeholders felt that the proposed affordable housing policies were premature given the Province's drafted inclusionary zoning legislation.
- A few people felt that the Plan should say more about creating social housing.

Miscellaneous

- Some people were concerned about the shelter needs of homeless populations.
- A few people wanted to see policies enabling laneway housing.
- A few people commented that the Plan does not discuss increasing the supply of housing units.
- A few people expressed concerns that the proposed policies would decrease the rental vacancy rate.
- A few stakeholders requested clarification that post-secondary residences would be exempted from the requirements for affordable housing and minimum unit sizes.

10. Culture

- A few people felt that cultural features or events would most improve quality of life Downtown, citing festivals, late-night street parties, and music venues in particular.
- A few stakeholders requested more clarification on the definition of cultural spaces and cultural corridors.
- A few stakeholders requested that the Plan acknowledge important cultural areas outside of the Cultural Precincts and Cultural Corridors, including The Royal Conservatory, the University of Toronto Faculty of Music, the Four Seasons Centre, Roy Thompson Hall, Campbell House, OCAD, and the AGO.
- A few stakeholders requested additional policy language to address Indigenous concerns, such as adding Indigenous ceremonial spaces to the definition of cultural spaces.
- A few stakeholders asked that the King-Parliament and King-Spadina Cultural Precincts be treated differently from each other.

11. Resiliency

- A few people felt that the proposed resiliency policies were the policies that would most improve quality of life Downtown.
- Some people supported the Plan's low-carbon policies, citing in particular the policies encouraging development to:
 - incorporate low-carbon thermal energy networks,

- integrate on-site electricity production, and
- limit the loss of embodied energy.
- A few people supported the policy to provide back-up power in Multi-Unit Residential Buildings.
- Several parties suggested additional resiliency content, including policies related to urban agriculture, health considerations, using pet waste to fuel a biofuel generation facility, and a hospital "microgrid" to support the Health Sciences District. One also requested that the Water Strategy identify storm water capacity for varying storm severities.

12. Making it Happen

- Several people supported the Plan's policies in general and/or found them to be comprehensive.
- 2 of those people requested more information on how the Plan will be implemented.
- Some people were concerned about funding for implementing the Plan.
- A few parties supported the policy directing City-owned lands to be retained to address the Plan's priorities.
- A few people raised concerns about the use of the word "encouraged" throughout the Plan, feeling that this word was not strong enough to achieve the desired objectives.
- A few stakeholders felt that the language in the Plan was overly prescriptive and requested more flexible language, including changing instances of "will" to "encourage."
- A few people were concerned about red tape and the amount of time it takes to implement projects.

List of TOcore Stakeholder Meetings – September 2017 to March 2018

Harbord Village Residents Association

- October 8, 2017: 40 residents

8-80 Cities

- October 20, 2017: 3 stakeholders

Public Space for Public Life event

- October 24, 2017: ~400 attendees

Toronto Council Fire

- October 27, 2017: ~15 community members

Upper Jarvis Neighbourhood Association

- November 1, 2017: ~20 attendees

Downtown Residents Associations

- November 2, 2017: ~10 members from Bay Cloverhill, Annex, Harbour Village, and Huron-Sussex Residents Associations

Downtown BIAs

- November 7, 2017: 10 representatives from Bloor-Yorkville, St. Lawrence Market, Entertainment District, Financial District, Downtown Yonge, Church-Wellesley, and Kensington BIAs and the City BIA Office

Waterfront Design Review Panel

- November 15, 2017: 11 members

West Don Lands Committee

- November 20, 2017: ~12 committee members

BILD

- November 28, 2017: ~50 members
- January 26, 2018: 5 members
- February 5, 2018: 5 members
- February 9, 2018: 6 members
- April 3, 2018: ~10 members

Public Open House

- December 2, 2017: ~75 attendees

NAIOP and the Financial District BIA

- December 7, 2017: 7 stakeholders
- April 9, 2018: 7 stakeholders

St. Lawrence Neighbourhood Association

- December 7, 2017: 9 residents
- January 8, 2017: ~8 residents

OCADU

- December 11, 2017: 2 stakeholders

Campbell House

- December 18, 2017: 1 stakeholder

Bay Cloverhill Community Association

- January 4, 2018: 6 residents

Huron-Wendat

- January 11, 2018: 2 community members

University of Toronto

- January 15, 2018: 1 stakeholder

Indigenous Community Workshop

- January 19, 2018: ~10 community members

Toronto Design Review Panel

- January 25, 2018: 17 members

Harbord Village Residents' Association/Annex Residents' Association

- January 29, 2018: 4 residents

School Boards

- January 31, 2018: ~6 representatives from Toronto District School Board and Toronto Catholic District School Board
- February 26, 2018: 4 representatives from Toronto District School Board and Toronto Catholic District School Board
- March 2, 2018: 1 representative from Conseil Scolaire Viamond

Province of Ontario

- January 31, 2018: 3 stakeholders

Private Developers

- November 9, 2017: 3 representatives from Dream
- February 7, 2018: 2 representatives from Brookfield Asset Management and Goodmans LLP
- February 12, 2018: 1 representative from Oxford Properties

Sinai Health System

- March 7, 2018: 3 stakeholders

Attachment 4: Population and Employment Growth Update

The Downtown is the most prominent location for development activity in the City and contains the largest percentage of proposed development. Downtown's population has been growing steadily since 1976 (see the background report Downtown Toronto: Trends, Issues, Intensification at the following link:

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

The latest Census shows that between 2011 and 2016, the Downtown population grew by 19 percent to approximately 238,000, adding just over 38,000 new residents to the area. The population is projected to double from 238,000 people in 2016 to a potential population of 475,000 by 2041.

The City is "on track" with the population forecasts supporting the Growth Plan. The forecasts supporting the Provincial Growth Plan for the Greater Golden Horseshoe (Hemson Consulting Ltd, Greater Golden Horseshoe Growth Forecasts to 2041, Nov. 2012) anticipate a 2016 population of 2,865,000. According to Statistics Canada's latest population estimates released on February 13, 2018, the City's population in 2016 is estimated to be 2,871,146. This represents 6.2 per cent growth over 2011. This is 6,146 people above the forecasts supporting the Provincial Growth Plan. Thus Statistics Canada's latest population estimate places the City's growth firmly on track with the forecasts supporting the Growth Plan.

Downtown currently accounts for 38 per cent of the residential units and 40 per cent of the non-residential gross floor area proposed in the entire city. Much of the residential growth in the Downtown between 2011 and 2016 took place south of Queen Street. Almost 50 per cent of all growth occurred in the King-Spadina and Waterfront West neighbourhoods. Bay Corridor, King-Parliament and Waterfront Central saw moderate increases accounting for 36 per cent of new residents.

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

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

Between January 1, 2012 and December 31, 2016 over 40,000 units were built in the Downtown, another 44,777 units were approved but not yet built and 51,934 were under review. The three components show the distribution of residential units under review, active and built.

During the same five-year period over 1.3 million square metres of non-residential floor area was built. Planning projects with a further 1.5 million square metres have been

approved but not yet built and just less than 1 million square metres are under review. Many of the non-residential planning projects are located south of Queen Street centred within and in close proximity to the Financial District.

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

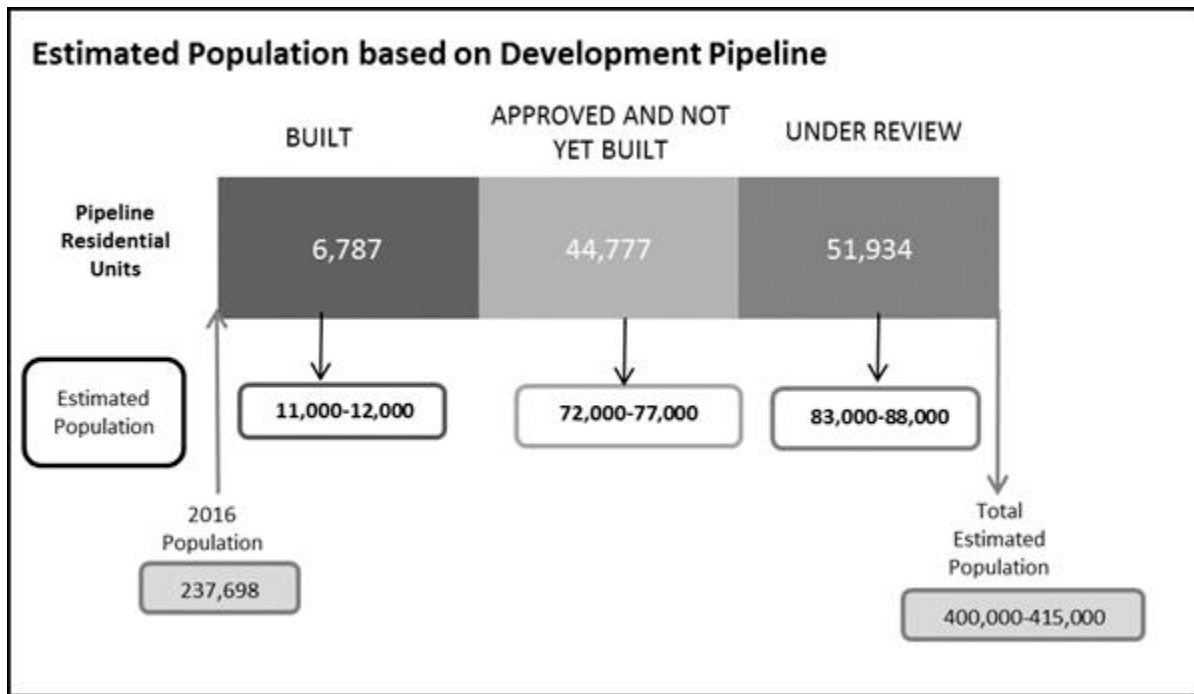
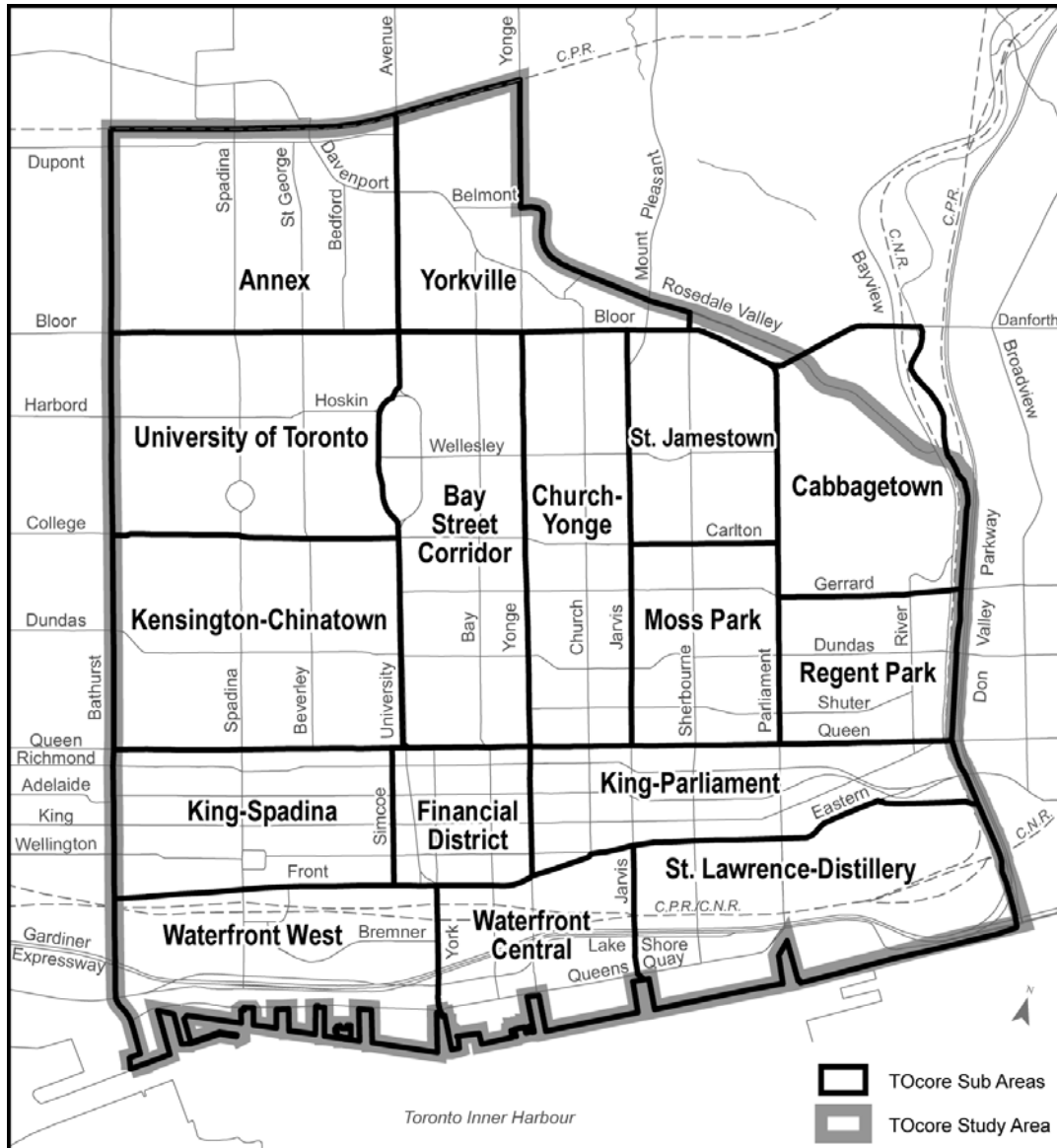


Figure 1 illustrates the estimated population outcome for development proposals already in the pipeline if fully realized. This estimate excludes those proposals that were built prior to May 1, 2016, to be consistent with the 2016 Census. As of December 31, 2016, the Downtown development pipeline totaled 103,496 residential units. Using a person-per-household (PPH) multiplier ranging from 1.60 PPH (the average for Downtown in 2011 for households in apartments in buildings of 5 or more storeys per the 2011 Census) to 1.71 PPH (the average for all occupied units in Downtown in 2011 per the 2011 Census), then assuming that all of the approved and proposed units are built and occupied, this translates to a potential additional population ranging from 166,000 to 180,000. It is important to note that this estimate of potential population is dependent on a number of factors, such as whether applications are amended or approved, the market absorption rate of units and macroeconomic variables such as interest rates. Adding this potential additional population to the existing population yields a Downtown population of 400,000 to 415,000. With continuing growth and development activity beyond the current pipeline, the population is anticipated to reach 475,000 by 2041.

Neighbourhoods south of Queen Street continue to see an influx of new residential units and are estimated to generate up to 40 per cent of potential new residents. At the same time, the Bay Corridor, Church-Yonge, and Yorkville (see Map 1) are experiencing an increasing number of new residential developments that, if built, would house 33 per cent of the new potential population Downtown.

Map 1: Map of Downtown Neighbourhoods



Beyond the 2012 to 2016 Development Pipeline, 39 projects were submitted to the City for consideration in 2017. These new projects propose a further 8,600 residential units and 510,000 square metres of non-residential gross floor area. The majority of new projects fall within the King-Spadina area. Church-Yonge, King-Parliament and King-Spadina areas all had projects consisting of over 1,000 units or more. The Financial District and King-Spadina accounted for 36 per cent and 26 per cent of proposed non-residential floor area respectively. If all the proposed units were to be approved, built and occupied, then potentially another 13,800 to 14,700 people could be added to the estimated population.

Downtown Toronto Urban Growth Centre Density

The density of Downtown Toronto Urban Growth Centre area in 2016 is 354 people and jobs per hectare, based on the 2016 Census population and the 2016 Toronto Employment Survey results. From 2011 to 2016, the population increased by 41,668

people. Employment increased by 69,280 jobs over the same period. The increase in density as a result of this growth is an additional 52 people and jobs per hectare over the 2011-2016 period. This demonstrates the growth and growth in density of the Urban Growth Centre.

Table 1: Downtown Toronto Urban Growth Centre

Year	Census Population	TES Employment	Area (hectares)	Density (people & jobs)
2011	205,888	441,920	2,143	302
2016	247,556	511,200	2,143	354
2011-2016	41,668	69,280	2,143	52

Sources: 2011 and 2016 Census, Statistics Canada, 2011 and 2016 Toronto Employment Survey, City of Toronto

In the Downtown Toronto Urban Growth Centre area, the 2016 Q4 Development Pipeline contained 42,556 units in projects that were built between 2012 and 2016, and a further 45,236 units in projects which are active and thus which have at least one Planning approval, for which Building Permits have been applied for or have been issued, and/or those which are under construction, but are not yet built (see Profile Toronto: How Does the City Grow? April 2017). The number of units in the area that are in active projects is greater than the number of units which have been built over the past five years.

If a similar number of units in active projects were realized in the near term as were built in the previous five years, and if the same population and employment growth occurred in the Downtown Toronto Urban Growth Centre over the near term from 2016 as occurred over the past five years from 2011 to 2016, the resulting density would be 406 people and jobs per hectare. Thus if the current trends continued, the resulting density would be above the minimum Urban Growth Centre density target of the Provincial Growth Plan for the Greater Golden Horseshoe (2017). In addition, there would remain an additional ten years for additional approved development to occur.

Employment Growth Projection

Downtown is Canada's largest employment cluster relying on Union Station, the subway system and the surface transit network to provide access to a city-wide and regional workforce. In 2016, there were over 500,000 jobs Downtown, excluding those who work from home and those with no fixed place of work. When work-at-home employment and individuals with no fixed place of employment are included, along with the South of Eastern and Liberty Village areas there were approximately 600,000 employees in the Downtown and the South of Eastern and Liberty Village areas in 2016. By 2041, the Downtown and two neighbouring areas have the potential to reach between 850,000 and 915,000 jobs.

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

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

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

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

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

Attachment 5: Complete Community Assessment - Addendum to the Planning Rationale Terms of Reference

A Complete Community Assessment will form an appendix to the Planning Rationale for applications within the Downtown Plan boundary on lands designated as *Mixed Use Areas 1*, *Mixed Use Areas 2*, *Mixed Use Areas 3* and *Regeneration Areas*. The Complete Community Assessment will focus on the infrastructure components of complete communities, as per policies 5.3. and 5.4. of the Downtown Plan.

The content of the Complete Community Assessment will be based on information submitted as part of other application submission requirements (e.g. Community Services and Facilities Study, Energy Strategy) as well as a finer grain review of the application alongside the five infrastructure strategies (Downtown Parks and Public Realm Plan, Downtown Community Services and Facilities Strategy, Downtown Mobility Strategy, Downtown Energy Strategy and Downtown Water Strategy).

The Complete Community Assessment will demonstrate a thorough review and response to the five Infrastructure Strategies, including:

- A profile of the study area including: the existing number and types of buildings (residential and non-residential); along with the number of dwelling units, residents and jobs for an area that includes the block in which the application is located and, at a minimum, all surrounding blocks.
- A listing of development activity within the study area including: application type/status; type and number of dwelling units; along with estimated number of people generated by development.
- A summary of how the application addresses the needs and priority actions identified in the Downtown Parks and Public Realm Plan, Downtown Community Services and Facilities Strategy, Downtown Mobility Strategy, Downtown Energy Strategy and Downtown Water Strategy.
- For larger or multi-phase developments, the Complete Community Assessment may need to also identify phasing or timing of infrastructure, and when appropriate, solutions that include incremental provision of infrastructure.

Matters related to built form and public realm will be reviewed alongside the Complete Community Assessment through the Block Context Plan. For applications within the Downtown boundary, applicants will be asked to submit drawings that illustrate the Required Contents (a. through q.) of the draft Block Context Plan (January 2018).

Attachment 6: Building for Liveability Study, Perkins + Will (Executive Summary)

See attached pdf

**Attachment 7: Outlook for Office & Institutional Employment, Hemson
(Executive Summary)**

See attached pdf

Attachment 8: Policy Framework Rationalization Table 1: Site and Area Specific Policies

SASP No.	SASP Address	Policy	Recommendation
96	30 Gloucester Street	The conversion of the building containing 253 residential units existing on February 13, 2002 to a condominium is permitted, provided that the plan of condominium is registered prior to February 16, 2004.	The building has been condo registered. The policy is now redundant.
152	1-9 Sultan Street, and 11 St Thomas Street, and 76-86 Charles Street West	The retention of historical buildings designated pursuant to the Ontario Heritage Act as having architectural or historic merit will be encouraged and new development will respect the scale.	The Heritage Easement Agreement has been registered on title. The policy is now redundant.
155	Church Street Between Alexander Street and Gloucester Street	a) The special character is defined by the low scale and form of existing buildings, including many house-form structures.	This SASP has been deleted by SASP 382 (OPA 183).
155	Church Street Between Alexander Street and Gloucester Street	b) New development along this portion of Church Street will reinforce the existing retail uses, be compatible with existing residential uses nearby and conform to the low rise scale of existing development.	This SASP has been deleted by SASP 382 (OPA 183).
214	102-108 Shuter and 224-228 George Street	Buildings with a greater gross floor area than otherwise allowed in the Zoning By-law are permitted provided:	The site has been built out. The policies are now redundant.

SASP No.	SASP Address	Policy	Recommendation
214	102-108 Shuter and 224-228 George Street	a) the exterior of the heritage buildings at 102 to 108 Shuter Street is wholly retained in any new development;	The heritage building on the site was demolished in 2007 due to collapsing. The site has been built out. The policies are now redundant.
214	102-108 Shuter and 224-228 George Street	b) the relationship between the heritage buildings and the proposed development maintains the quality, character and three-dimensional integrity of the heritage buildings;	The heritage building on the site was demolished in 2007 due to collapsing. The site has been built out. The policies are now redundant.
214	102-108 Shuter and 224-228 George Street	c) Site Plan approval occurs concurrently with any approval of zoning amendments or variances for additional gross floor area;	The site has been built out. The policies are now redundant.
214	102-108 Shuter and 224-228 George Street	d) the additional gross floor area does not exceed the gross floor area of the heritage buildings at 102 to 108 Shuter Street being retained in the new development; and	The heritage building on the site was demolished in 2007 due to collapsing. The site has been built out. The policies are now redundant.
214	102-108 Shuter and 224-228 George Street	e) the retention, maintenance and use of the heritage buildings is secured by the City in appropriate legal agreements.	The heritage building on the site was demolished in 2007 due to collapsing. The site has been built out. The policies are now redundant.
239	412 Jarvis Street	The conversion of the building containing 30 residential units and existing on November 1, 2002 to condominium is permitted provided that the plan of condominium is registered prior to November 28, 2005.	The condominium was registered within the indicated timeframe. The policy is now redundant.

SASP No.	SASP Address	Policy	Recommendation
318	51 Grosvenor Street	a) Only those uses as provided in Institutional Areas are permitted.	The site is now Women's College Hospital. The site has been built out and the policy is no longer necessary.
318	51 Grosvenor Street	b) Despite Policy 3.2.1.6 of the Official Plan, provided a public hospital is built on the site, replacement of rental dwelling units is not required.	The site is now Women's College Hospital. The site has been built out and the policy is no longer necessary.
331	34-38 Hazelton Avenue	A residential building with a maximum of 7 storeys is permitted.	The building has been constructed. The policy is now redundant.
349	15 Huntley Street	A 4-storey office building is permitted	The office has been built. The policy is now redundant.
350	15, 17, 17R, 19, 21 and 27 Beverley Street	Despite Policy 3.2.1.6 of the Official Plan, the demolition of the six (6) existing rental dwelling units on the site is permitted without the provision of rental replacement housing provided cash-in-lieu of such replacement is paid to the City in the amount of \$770,000 and an acceptable tenant relocation and assistance plan is secured.	The building is constructed and condominium registered. The rental replacement requirements have been secured. The policy is redundant.
376	131 Hazelton Avenue	An 8-storey portion of a 9-storey mixed-use building is permitted.	The building has been built. The policy is now redundant.

Attachment 9: Policy Framework Rationalization Table 2: Secondary Plans

Secondary Plan	Policy No.	Policy Text	Reason for Deletion
15. King-Parliament	2.8	<p>The King-Parliament area has a diverse physical character. As such:</p> <p>(a) The portion of King-Parliament west of Power Street will be viewed as a Regeneration Area for a wide variety of land uses including commercial, retail, entertainment, compatible industrial development, live/work and residential land uses within both existing and new buildings;</p>	<p>A further study of these lands is forthcoming. The policy can be deleted as it is covered by the Land Use policies within TOcore.</p>
15. King-Parliament	5.3	<p>To assist implementations of the policies of Sections 2, 3 and 4 of this Secondary Plan:</p> <p>(c) new or replacement parking spaces for any development, other than re-use or conversions of existing buildings, should be provided below grade; and</p>	<p>This policy is duplicated in the TOcore Mobility section.</p>
15. King-Parliament	2.3 (under S. 15. Site and Area Specific Policies, Gooderham & Worts Special Identity Area)	<p>A broad mix of land uses in the Gooderham and Worts Special Identity Area including residential, retail, institutional, office, restaurant, cultural or arts related uses, community service and facility uses and light industrial uses are encouraged in order to ensure:</p> <p>(d) a satisfactory living environment is achieved.</p>	<p>TOcore provides stronger policies regarding liveability and how to achieve liveability through built form.</p>

Secondary Plan	Policy No.	Policy Text	Reason for Deletion
17. Railway Lands East	8.3.2	<p>The use of bicycles in and through the Railway Lands East will be encouraged in line with policies to facilitate modes of travel other than the private automobile. Bicycle use will be encouraged by:</p> <p>(b) the provision of bicycle parking as an integral part of developments;</p>	This policy is covered by the Toronto Green Standard.
18. Railway Lands Central	8.5.3	Development adjacent to the Rail Corridor as identified on Map 18-3 will respect the physical configuration of the Rail Corridor and its current and future operation, including approaches, access, easements and emergency access both during and subsequent to development construction	Wording is duplicated in the Downtown Secondary Plan Mobility section.
19. Railway Lands West	8.3.2	<p>The use of bicycles in and through the Railway Lands West will be encouraged by:</p> <p>(b) the provision of bicycle parking as an integral part of developments;</p>	This policy is covered by the Toronto Green Standard.
34. Queen-River	3.1.1	The Mixed Use Areas land use designation in Chapter 4 of the Official Plan will apply.	The Mixed Use Areas designations of TOcore have been applied to the Secondary Plan lands.

Secondary Plan	Policy No.	Policy Text	Reason for Deletion
34. Queen-River	3.2.1	The Mixed Use Areas land use designation in Chapter 4 of the Official Plan will apply.	The Mixed Use Areas designations of TOcore have been applied to the Secondary Plan lands.
34. Queen-River	3.3.1	The Mixed Use Areas land use designation in Chapter 4 of the Official Plan will apply.	The Mixed Use Areas designations of TOcore have been applied to the Secondary Plan lands.
34. Queen-River	3.4.1	The Mixed Use Areas land use designation in Chapter 4 of the Official Plan will apply.	The Mixed Use Areas designations of TOcore have been applied to the Secondary Plan lands.
34. Queen-River	3.5.1	Neighbourhoods land use designation in Chapter 4 of the Official Plan will apply.	This policy is not necessary.
34. Queen-River	3.6.1	Existing uses and buildings will continue to be permitted in this area.	This policy is not necessary.
34. Queen-River	3.6.3	This Secondary Plan does not alter the existing development permissions in this area	This policy is not necessary.
34. Queen-River	4.2.1	New buildings will be set back from the street curb to provide ample space for tree planting, a pedestrian clearway, street furniture, lighting, as well as for landscaped open space within the site	TOcore Built Form policies provide greater guidance and contain a numeric value for the setback requirement