

CONFIDENTIAL ATTACHMENT 2

OPA 231

RETAIL POLICY REVISIONS

Text that is highlighted in yellow is unapproved and subject to the **Retail** phase of the OPA 231 hearing.

Text that is highlighted in black is unapproved and subject to other phases of the OPA 231 hearing.

Text that has been approved by the LPAT is not highlighted.

Proposed policy additions are shown with an underline. Proposed policy deletions are shown with a ~~strikethrough~~.

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3.5.1 CREATING A STRONG AND DIVERSE CIVIC ECONOMY

Toronto's economy is thriving, but continued efforts are required to attract new business and jobs, maintain the diversity of our economic base and maintain a healthy municipal tax base. Policies of the Plan to achieve this include:

- a) Promotion of transit-oriented office growth in the Downtown and Central Waterfront, the Centres, and within walking distance of rapid transit stations;
- b) Retention of *Employment Areas* exclusively as stable places of business and economic activities;
- c) Providing locations for the retail commercial and institutional sectors to meet the needs of our City and Region's growing population; and
- d) Promoting the cultural sector as an important element of our economy.

Almost half of the City's current jobs, and a majority of its future jobs, are in offices. The Greater Toronto Area could be adding millions of square metres of office space over the coming decades, and, given existing road congestion, it is essential to promote office growth on rapid transit lines throughout the City and Region. The Official Plan directs office growth, and in particular the development of large freestanding office buildings, to the Downtown and Central Waterfront, the Centres, and within 500 metres of rapid transit stations. At the same time, existing office space in these transit-rich areas needs to be sustained, not demolished to make way for new residential buildings. Where a residential development is proposed on sites with over 1000 square metres of employment space in these areas served by rapid transit where residential uses are already permitted, the development must also result in an increase of employment space.

Toronto's *Employment Areas* have great potential for additional employment growth through the incubation of new business, the nurturing of small business to become large business, attracting new and expanding employment clusters, and intensifying the form of development in our employment lands. To grow employment and investment the Plan promotes, and the City currently provides, both tax incentives and priority processing for new and expanding office buildings and industries. These incentives augment the supports for economic growth in Toronto already provided by: a well-educated and skilled labour force, access to financial capital, a strong research and development sector, advanced communications networks, a dynamic business climate, and an enviable quality of life in safe, inclusive neighbourhoods.

3.5.3 THE FUTURE OF RETAILING

The pattern of retail activity in Toronto has evolved over time and includes a full spectrum of convenience stores in neighbourhoods, traditional 'main street' shopping streets, small plazas, large shopping malls, big box stores and 'power centres' and specialty retail districts like Yorkville that are also tourist destinations. The retail sector has seen some dramatic shifts in the past 30 years and there is every reason to believe that the next three decades will see more change. The Plan therefore provides the flexibility for owners and operators of retail properties to adapt to changing circumstances. The population of Toronto is going to grow and so will the

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retail sector will continue to evolve to serve that growth. The Plan provides for the expansion continued evolution of the retail sector to serve the growing population in different forms and settings. However, as the population of Toronto grows and our land base remains the same, it is essential to make the best use of available land with retail provided within multi-storey buildings with less emphasis on surface parking.

Regardless of whether a retail development is a neighbourhood convenience plaza or a power centre at the edge of employment lands scale or location, it is important for retail development to provide a high quality public realm and private setting with improved public amenities, and to development in a form that is a fit with the existing and planned context of the immediate and the surrounding areas.

As retail grows in some areas, it may close in others. The impact of the loss of retail commercial space as a result of redevelopment could, in some instances, negatively affect local residents. They may face longer trips, the loss of walkable shopping options, or the loss of an informal meeting place. In other cases the lost retail space may hardly be missed. Its closure may follow underperformance of the space as a result of changes in shopping patterns or demographics in its local market.

Development applications and local area studies should address the potential impact of the loss of retail space and consider possible mitigation, including providing replacement retail space as part of the new development. This assessment should consider whether residents will have good access to convenience shopping for essential needs such as food and pharmaceuticals. The replacement of retail space needs to be part of the overall evaluation. At the same time any new retail space should be commercially viable if it is to be included in the new development, and in some circumstances it may make sense to provide the replacement space in addition to the amount of space for other uses that would be needed to make the development viable.

Policies

1. A strong and diverse retail sector will be promoted by:
 - a) permitting a broad range of shopping opportunities for local residents and employees in a variety of settings;
 - b) supporting specialty retailing opportunities that attract tourists to, and residents of, the Greater Toronto Area;
 - c) encouraging and supporting effective business associations in retailing areas;
 - d) supporting retail opportunities in a form that promotes pedestrian and transit use; and
 - e) encouraging stores selling fresh food in areas currently lacking pedestrian access to fresh food.
2. Retailing areas will be improved by To support the public realm and built form objectives of this Plan, development applications and local area studies that include retail uses are encouraged to provide:

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- a) ~~providing a high quality public realm which promotes local identity and is comfortable and connected to a network of public streets serving pedestrians, cyclists, transit, cars and trucks;~~
 - b)a) ~~encouraging high quality~~ retail development of a type, density and form that is ~~integrated~~ compatible with the existing and planned context of the area;
 - c) ~~improving public amenities such as transit and parking facilities, street furniture and landscaping;~~
 - d)b) ~~encouraging~~ retailing in more intensive formats; and
 - e)c) ~~encouraging~~ connections to the PATH system in the Downtown and other grade separated public walkways associated with subways which complement and extend the system of public streets.
3. Street related retail at the base of larger developments with a fine grain of entrances and/or articulation of storefronts should be provided in *Centres*, on streets adjacent to higher order transit, on Avenues, and on important pedestrian streets to promote pedestrian use. Where existing retail buildings have been set back with parking between the building and the public street ~~and the~~ or sidewalk, new infill street-related retail infill development is encouraged to be constructed adjacent to the public sidewalk to promote pedestrian and transit use.
4. Retail development on large sites should be designed to promote street related retail, promote pedestrian and transit use and limit traffic impacts on existing neighbourhoods and employment uses by:
- a) dividing the large site with a fine grain of public streets, private streets, lanes and or shared driveways, where appropriate, designed to meet the roles of City streets, and to divide the block in to create appropriately scaled development blocks;
 - b) providing safe and comfortable pedestrian connections between the retail stores, the parking areas and the public sidewalks at the edge of the site;
 - c) providing safe and comfortable pedestrian connections between retail developments on adjacent sites; and
 - d) phasing development to define frame and support the public streets realm; and
 - e) ~~organizing servicing uses away from pedestrian areas and adjacent land uses~~ facilitating the continuation of existing retail and service uses, such as through phasing of the redevelopment, where appropriate.
5. In order to provide local opportunities for small businesses and maintain the safety, comfort and amenity of shopping areas, zoning regulations for ground floor commercial retail uses in new buildings in new neighbourhoods or in *Mixed Use Areas* along pedestrian shopping strips where most storefronts are located at or near the streetline, may provide for a maximum store or commercial unit size and minimum first-storey height based on the following considerations:

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- a) the prevailing sizes of existing stores and commercial units in the area;
 - b) other indicators of opportunities for small business, such as vacancies in existing stores and commercial units;
 - c) the provision of a range of store and commercial unit sizes to meet the range of local needs including day-to-day convenience shopping and other household goods and services;
 - ~~d) the potential impact of large vacant stores and commercial units at the ground floor level on the safety and comfort of the strip for pedestrians;~~
 - ~~e) the need for 'eyes on the street';~~
 - ~~f) the rhythm and flow of storefronts on the strip; and~~
 - g) ~~d) e) the potential for the building design, particularly the street façade, to address the safety, comfort and amenity of the shopping area, including the potential impact of large vacant stores; and.~~
 - h) ~~e) in commercial heritage conservation districts where the prevailing floorplate size is an important feature of the district's heritage character, the zoning regulations for ground floor commercial retail uses in new buildings must provide for a maximum store or commercial unit size based on the foregoing considerations, and consistent with the heritage conservation district plan as identified in the the prevailing policies of any applicable Heritage Conservation District Plans.~~
6. ~~When retail commercial uses in Mixed Use Areas and commercial plazas in Neighbourhoods and Apartment Neighbourhoods are redeveloped, the following considerations will be used either to determine the amount of retail commercial space that must be provided in the new development in order to alleviate the potential impact of the loss of retail commercial space on the local community, particularly access to food stores and other stores that meet its convenience needs, or to justify not retaining or replacing any of the existing space: When retail uses in Mixed Use Areas, Apartment Neighbourhoods or Neighbourhoods are redeveloped, the following considerations will be used to determine the amount and location of replacement retail space needed to serve the local community, including the provision of convenience retail and access to food stores:~~
- a) the availability of alternative means to meet the convenience needs of the local community, including:
 - i. existing stores and retail commercial space;
 - ii. opportunities for nearby retail commercial development in Mixed Use Areas, particularly opportunities on nearby Avenues;
 - b) the desirability of retaining options for walking to convenience shopping and other alternatives to the automobile; and

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c) the importance of providing, where feasible and appropriate, continuous ground floor retail commercial space for the amenity and attractiveness of pedestrian shopping strips; and.

~~d) the feasibility, where appropriate, of providing the retail commercial space in addition to the amount of space for other uses that would be needed to make the development viable.~~

To allow for flexibility in future occupancy of the redeveloped site, the zoning should permit ground floor space to be occupied by retail commercial uses and where feasible grade-related space should be designed so that it can be occupied by either residential or retail commercial uses.

SIDEBAR: The Local Community

When assessing the potential impacts of the loss of commercial space on the local community, a key consideration is that residents should have good access to shopping to meet their convenience needs. At the same time, it must also be recognized that the market areas of convenience retail uses vary across the City depending on the local transportation framework. Consequently, the local community being assessed will be larger in areas where lower densities still require extensive auto use to shop for convenience needs. In the post-war suburbs this may include the area within about 2 kilometres of the space being lost (based on the observation that most residents within the City live within 2 kilometres of a supermarket larger than 20,000 square feet).

On the other hand, in areas where walking is a viable or necessary means to shop for convenience needs, the local community will be smaller. Walking to shop may be more viable in high density areas or those with pedestrian shopping streets. In areas with higher proportions of seniors or low income residents walking to shop may be necessary.

4.6 EMPLOYMENT AREAS

Employment Areas are places of business and economic activities vital to Toronto's economy and future economic prospects. Both *Core Employment Areas* and *General Employment Areas* are important and comprise the City's 'Employment Areas' as defined under the Provincial Planning framework.

The majority of *Employment Areas* are designated as *Core Employment Areas* where uses identified in Policies 4.6.1 and 4.6.2 are permitted. *Core Employment Areas* are, for the most part, geographically located within the interior of employment areas. Uses that would attract the general public into the interior of employment lands and possibly disrupt industrial operations are not generally permitted in *Core Employment Areas*. Industrial trade schools are traditionally permitted in *Employment Areas* and are provided for in *Core Employment Areas*. Media facilities include uses such as, but are not limited to, production studios and establishments that manufacture printed and/or digital communications.

General Employment Areas are generally located on the periphery of *Employment Areas* on major roads where retail, service and restaurant uses can serve workers in the *Employment*

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Area and would also benefit from visibility and transit access to draw the broader public. Retail uses on the periphery of *Employment Areas* frequently serve as a buffer between industries in the interior of *Employment Areas* and nearby residential areas. In addition to all of the uses permitted in a *Core Employment Area*, the uses identified in Policy 4.6.3, are also permitted in *General Employment Areas*. Automobile dealerships are permitted as a retail and service use in a *General Employment Area*.

~~Retail uses of any scale or form that implements the built form policies of this Plan is~~ All types of retail are provided for in a *General Employment Area*s. However, because major retail developments have the potential for greater impacts, they may be permitted only through an amendment to this Plan and the enactment of a site specific zoning by-law by way of a City-initiated Municipal Comprehensive Review, and after consideration of a number of criteria, including:

~~transportation impacts on the *Employment Area* and nearby residential neighbourhoods;~~

~~a form that represents intensified use of finite employment lands;~~

~~effect upon the economic health of nearby retail shopping areas;~~

~~provision of new streets or driveways and pedestrian amenities; and~~

~~placement of buildings next to the street frontage.~~

Policies

Core Employment Areas

1. *Core Employment Areas* are places for business and economic activities. Uses permitted in *Core Employment Areas* are all types of manufacturing, processing, warehousing, wholesaling, distribution, storage, transportation facilities, vehicle repair and services, offices, research and development facilities, utilities, waste management systems, industrial trade schools, media, information and technology facilities, and vertical agriculture.
2. The following additional uses are permitted provided they are ancillary to and intended to serve the *Core Employment Area* in which they are located: parks, small-scale restaurants, catering facilities, and small-scale service uses such as courier services, banks and copy shops. Small scale retail uses that are ancillary to and on the same lot as the principal use are also permitted. The Zoning By-law will establish development standards for all these uses.

General Employment Areas

3. *General Employment Areas* are places for business and economic activities generally located on the peripheries of *Employment Areas*. In addition to all uses permitted in Policies 4.6.1 and 4.6.2, permitted uses in a *General Employment Area* also include restaurants and all types of retail and service uses.
4. Fitness centres are permitted in *General Employment Areas*. Ice arenas legally established before March 26, 2018 in *General Employment Areas* are permitted.

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5. Major retail developments with 6,000 square metres or more of retail gross floor area may be considered in *General Employment Areas* outside of the *Downtown and Central Waterfront* on lots that front onto and have access to major streets as shown on Map 3, through the enactment of a zoning by-law where the following matters are addressed to the City's satisfaction. New retail developments that result in 6,000 square metres or more of retail gross floor area on a lot may only be permitted as the primary use in *General Employment Areas* through an amendment to this Plan and enactment of a site specific zoning by-law by way of a City-initiated Municipal Comprehensive Review if:
- a) the property is outside of the *Downtown and Central Waterfront*;
 - b) the property is on a lot that fronts onto a major street as shown on Map 3; and
 - c) the following matters are addressed:
 - i. the transportation demands and impacts generated by the development, particularly upon nearby residential neighbourhoods and the *Employment Area*, are reviewed and necessary improvements and mitigation measures can be completed;
 - ii. it is demonstrated that the existing and planned function of the *Employment Area* and ~~within~~ any nearby *Employment Area*, including the movement of goods and employees, is not adversely affected;
 - iii. it is demonstrated that the economic health and planned function of nearby retail shopping districts are not adversely affected;
 - iv. new public and private streets ~~and/or private driveways designed to City standards for new streets~~, as deemed to be appropriate by the City, are provided, ~~adding to~~ complement the area street network and providing improved pedestrian access and amenity;
 - v. retail buildings are ~~located with street frontage and direct entrances clearly visible and directly accessible~~ from the sidewalks of the public and private streets ~~or private driveways designed to City standards for new streets~~; and
 - vi. parking ~~located between the retail uses and the public sidewalk is minimized, and parking is integrated within and/or located at the flank or rear behind or at the side of the new building~~;
 - vii. ~~buildings are a minimum of two storeys~~; and
 - viii.vii. ~~the majority of vehicle parking is located below grade and/or in a parking structure with limited visibility from the street.~~
6. New retail developments that include one or more stores totaling 6,000 square metres or more of new retail gross floor area may only be permitted as the primary use in *General Employment Areas* through an amendment to this Plan and enactment of a site specific zoning by-law by way of a City-initiated Municipal Comprehensive Review where:
- a. all of the criteria in Policy 4.6.5 are met;

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b. buildings that front onto a major street as shown on Map 3 are a minimum of two storeys in height; and

a.c. the majority of vehicle parking associated with the new retail is located below grade and/or in a parking structure with limited visibility from the street.