



REPORT FOR ACTION

Jane-Finch Initiative – Community Development Plan and Updated Land Use Planning Framework

Date: February 25, 2020

To: Economic and Community Development Committee

From: Executive Director, Social Development, Finance and Administration, General Manager, Economic Development and Culture, and Chief Planner and Executive Director, City Planning

Wards: Ward 6, York Centre and Ward 7, Humber River-Black Creek

SUMMARY

This report seeks City Council direction to commence a collaborative community planning initiative and associated resident, stakeholder, and Indigenous engagement processes in the Jane-Finch area. It also requests Council support to adopt the proposed approach to the initiative outlined in this report.

The Finch Avenue West corridor is anticipated to undergo significant change and development in the coming years. An 11-kilometre, 18-stop light rail transit line (LRT) is under construction along the corridor running from the TTC's Finch West Station to Humber College, with expected completion in 2023. The LRT will provide convenient and reliable rapid transit to area residents, businesses, and institutions, bringing improved connections to the City's higher-order transit network for a part of the City that has been underserved.

In December 2015, City Council directed staff to undertake planning studies for focus areas along the Finch Avenue West Corridor in advance of the opening of the new transit line. The intent was to leverage the public investment in transit infrastructure for the benefit of local communities. City Council identified the Keele-Finch area as the first priority for study. City Council approved the Jane-Finch area as a subsequent priority for a future planning study.

In anticipation of this transit investment and the potential for growth and change in the area, several City divisions are seeking City Council direction to collaborate on a community planning exercise in 'Neighbourhood 24 - Black Creek' and 'Neighbourhood 25 - Glenfield-Jane Heights', centred on the intersection of Jane Street and Finch Avenue West (see study area map in Attachment 1).

Through an engagement process that will allow residents to help shape the planning of their community, the purpose of the Jane-Finch Initiative is to align people- and place-focused initiatives into an integrated complete-community framework for the area.

The initiative would involve three integrated streams of work:

- 1) comprehensive engagement;
- 2) a community development plan, including a local economic opportunities plan; and
- 3) an update to the land use planning framework.

The community development plan and the updated land use planning framework would work in tandem to advance social equity and economic inclusion for current and future residents, manage future growth and development, and guide investment in infrastructure and services.

RECOMMENDATIONS

The Executive Director, Social Development, Finance and Administration, the General Manager, Economic Development and Culture, and the Chief Planner and Executive Director, City Planning recommend that:

1. City Council request the Executive Director, Social Development, Finance and Administration, the General Manager, Economic Development and Culture, and the Chief Planner and Executive Director, City Planning, in collaboration with the heads of other key divisions, including Toronto Employment and Social Services, Transportation Services, Parks, Forestry and Recreation, and Children's Services, to undertake an engagement process with community members, including local residents, businesses, stakeholder groups, and Indigenous communities, to identify needs, priorities, and aspirations as part of the Jane-Finch Initiative.
2. City Council approve and direct the Executive Director, Social Development, Finance and Administration, the General Manager, Economic Development and Culture, and the Chief Planner and Executive Director, City Planning, in collaboration with other City staff, to implement the inter-divisional approach to the work and deliverables for the Jane-Finch Initiative outlined in Section 3 of the "Comments" section in this report.
3. City Council request the Executive Director, Social Development, Finance and Administration, and the General Manager, Economic Development and Culture, in consultation with the Chief Planner and Executive Director, City Planning, and the heads of other involved divisions, to report with a draft Community Development Plan for the Jane-Finch area and a summary of community input received by the fourth quarter of 2021.
4. City Council request the Chief Planner and Executive Director, City Planning, in collaboration with Social Development, Finance and Administration, Economic Development and Culture, Toronto Employment and Social Services, Transportation Services, Parks, Forestry and Recreation, Children's Services, Shelter, Support and Housing Administration, and Toronto Water, and in consultation with the Toronto Public Library Board, the Toronto District School Board, and the Toronto Catholic District School Board, to report with a Proposals Report recommending land use policy directions for the Jane-Finch area and a summary of community input received by the fourth quarter of 2021.

FINANCIAL IMPACT

Funding to undertake the work proposed in this report and community engagement is included in the 2020 Council Approved Capital Budget for City Planning and 2020 Council Approved Operating Budgets for Social Development, Finance and Administration and Economic Development and Culture. The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

On April 2, 2014, City Council adopted the report titled Toronto Strong Neighbourhoods Strategy 2020 - Recommended Neighbourhood Improvement Areas (NIAs). The report designated 31 neighbourhoods as Neighbourhood Improvement Areas and directed staff to work with partners in the implementation of the TSNS 2020 strategy. Two of these NIAs are within the Jane-Finch area.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.CD27.5>

At its meeting of December 9, 2015, City Council adopted Item PG8.9, the 'Finch Avenue West and Sheppard Avenue East Corridors – Planning Study Approach', which requested the Chief Planner and Executive Director, City Planning, to initiate a planning study focused on the area around Keele Street and Finch Avenue West in recognition of planned rapid transit investments -- the Toronto-York Spadina Subway Extension and the Finch West LRT. This initiated the [Keele Finch Plus](#) study, which is scheduled to report to the March 2020 meeting of the Planning and Housing Committee with Official Plan Amendments (OPAs) for the Keele Finch Secondary Plan and related Protected Major Transit Station Areas (Finch West Transit Station Area and Sentinel Transit Station Area). At that time, City Council also approved two subsequent areas for future planning studies along the Finch Avenue West Corridor focused on: 1) Jane Street and Finch Avenue West; and 2) Albion Road, Kipling Avenue and Finch Avenue West.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG8.9>

At its meeting of December 5, 2017, City Council adopted Item EX29.11, The Toronto Action Plan to Confront Anti-Black Racism, which outlined 80 actions and 22 recommendations for the City to undertake over five years. Several of the recommendations in that Action Plan have a bearing on the Jane-Finch Initiative and would be mainstreamed into staff's work with the community, including: Recommendation 19 -- Increase opportunities for Black Torontonians to participate in City decisionmaking; Recommendation 20 -- Make City spaces more accessible and welcoming to Black Torontonians; Recommendation 21 -- Invest in Black arts and culture; and Recommendation 22 -- Provide public education on issues of anti-Black racism in Toronto.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX29.11>

At its meeting of July 16, 2019, City Council adopted Item PH7.11, the "City-wide Heritage Survey Feasibility Study", launching Phase One of the Toronto Heritage Survey. Phase One includes testing of survey methodologies through planning studies.

The Jane-Finch Initiative provides an opportunity to apply the best practice of a Cultural Heritage Resource Assessment (CHRA) and to test a survey methodology in the context of the Toronto Heritage Survey. The results of the CHRA will inform the forthcoming community development plan and land use planning framework update recommended in this report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH7.11>

At its meeting of November 26, 2019, City Council adopted Item EX10.1, the 'Toronto Poverty Reduction Strategy - 2019-2022 Action Plan', which outlined the City of Toronto's strategic poverty reduction priorities for this term of City Council. This Action Plan is a foundational strategy on which to frame the community development plan for the Jane-Finch area and the associated update to the land use planning framework.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX10.1>

ISSUE BACKGROUND

New investment and development are anticipated along the Finch Avenue West corridor in the coming years. An 11-kilometre, 18-stop light rail transit (LRT) line is under construction along the corridor running from the TTC's new Finch West Station on Line 1 to the north campus of Humber College in Etobicoke, with expected completion in 2023. The LRT will provide convenient and reliable rapid transit to area residents, businesses and institutions, improving connections to the city's higher-order transit network for a part of the city that has been underserved.

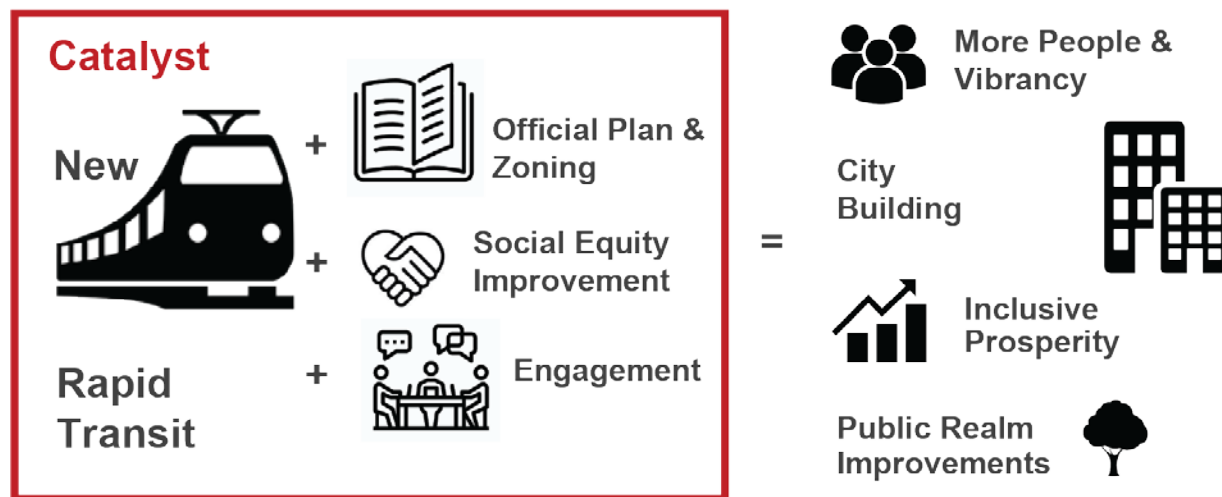
In December 2015 (see Decision History above), City Council adopted an approach to planning along the Finch Avenue West corridor. Based on an analysis of key factors – social equity considerations, planning policies, city building objectives and market potential of various corridor segments – City Council prioritized three focus areas for study. With the arrival of the TTC's new Finch West Station on the Toronto-York Spadina Subway Extension, the first priority was given to the Keele-Finch area, which resulted in the initiation of the [Keele Finch Plus](#) study. At that time, City Council approved the Jane-Finch area as a subsequent area for future planning study.

Real estate market demand is expected to increase with the LRT's arrival. Metrolinx's 2015 'Finch West LRT Real Estate Market Conditions Study' suggests that such demand -- for residential uses, and to a lesser extent office and commercial uses -- would likely be strongest within walking distance of LRT stops (i.e., within 500 to 800 metres). The study concluded that the LRT is likely to accelerate the market in terms of pricing and demand but only in areas where the development and ownership patterns are aligned with planning and market forces. The study pointed to several larger sites in the vicinity of planned LRT stops, the largest of which are the two indoor malls on opposing corners of the Jane Street and Finch Avenue West intersection that have significant surface parking surrounding them. Links to the above and other earlier background studies are contained in Attachment 2.

New rapid transit would provide better access to and from the Jane-Finch area, and is likely to stimulate growth and change. However, investment in rapid transit alone would

not leverage other needed benefits for local communities. A plan developed through engagement with the local community can serve as a 'catalyst' to build stronger neighbourhoods, respond to long-standing social equity issues and secure new and improved public realm and community facilities to support existing and future populations. These desired outcomes for the Jane-Finch area can be shaped through a community planning initiative. Figure 1 illustrates this concept.

Figure 1: Creating a Catalyst for Community Development



Several City divisions are collaborating on a community planning initiative in 'Neighbourhood 24 - Black Creek' and 'Neighbourhood 25 - Glenfield-Jane Heights' (these are [neighbourhoods](#) as defined by the City of Toronto, of which there are currently 140 across the city), centred on the intersection of Jane Street and Finch Avenue West. Work would be undertaken through a strategic collaboration between Social Development, Finance and Administration (SDFA), Economic Development and Culture (EDC) and City Planning, with involvement of other key divisional partners including Toronto Employment and Social Services (TESS), Parks, Forestry and Recreation (PFR), Transportation Services and Children's Services. Staff would also work with Metrolinx, the Provincial agency responsible for overseeing construction of the Finch West LRT. The work of City staff on the Jane-Finch Initiative would align with ongoing work in the area by various agencies, boards and commissions, as well as non-profit sector partners such as the United Way of Greater Toronto.

The initiative would involve three integrated streams of work: 1) comprehensive engagement; 2) a community development plan including a local economic opportunities plan; and 3) an update to the land use planning framework.

Equity Impact Statement

The Jane-Finch Initiative has been assessed during its inception phase for potential impacts on equity-seeking groups and vulnerable residents. Inequities between the central areas of Toronto and the city's inner suburbs continue to deepen. The investment in rapid transit along the Finch Avenue West corridor provides an opportunity to leverage benefits from future development that can address barriers to adequate housing, social services, employment and economic opportunities for equity-seeking groups who live in the Jane-Finch area.

Women, persons with disabilities, low-income households, Black and racialized groups, vulnerable seniors and youth, and Indigenous peoples who are in need of improved access to affordable housing, access to affordable childcare, access to City spaces, access to public transit, safety and security have the potential to be positively impacted by this community planning exercise and its inclusive engagement process.

Through its inter-divisional and participatory approach, the Jane-Finch Initiative would advance a number of the City of Toronto's equity strategies and commitments including the Toronto Poverty Reduction Strategy, the Toronto Strong Neighbourhoods Strategy, HousingTO Action Plan, the Toronto Action Plan to Confront Anti-Black Racism, Tower Renewal and the new divisional strategy of Economic Development and Culture.

The Community Development Plan offers the potential to address existing economic and social disparities between the Jane-Finch area and the rest of the city through impactful programs and services for equity seeking communities. It can also draw on the City's Community Benefits Framework and social procurement policies to encourage local hiring and create employment, training and apprenticeship opportunities for people experiencing economic challenges, including those from equity-seeking communities.

An updated land use planning framework would provide opportunities for future growth and development in the area, particularly at the intersection of Jane Street and Finch Avenue West. It would serve to balance residential, commercial and employment uses that enable growth in local jobs. It could help conserve and promote cultural heritage resources while it transforms the existing automobile-oriented environment to one which supports active transportation and transit, thereby improving connections and promoting better health outcomes. It would improve mobility for this area of the city to give residents greater access to employment and other opportunities. It would support meaningful opportunities for placemaking, designing public parks and community gathering spaces and improving community safety. A new planning framework could also leverage improved and expanded community infrastructure that can improve the quality of life for current and future residents.

COMMENTS

This section of the report is organized as follows:

1. Study Area
2. Area Context
3. The Jane-Finch Initiative: Approach to Work and Deliverables
4. Phasing
5. Aligned Initiatives
6. Policy Context

1. Study Area

The boundaries of the Jane-Finch Initiative would align with the areas covered by 'Neighbourhood 24 - Black Creek' and 'Neighbourhood 25 - Glenfield-Jane Heights' to capture analysis and community consultations undertaken by the City as part of the Toronto Strong Neighbourhoods Strategy. This study area, which is illustrated in Attachment 1, is roughly bounded by Highway 400 to the west, Steeles Avenue West to the north, Black Creek to the east, and Sheppard Avenue West and a portion of Black Creek to the south.

In later phases of work, the boundaries of the land use planning framework component would be scoped down based on: a) walkability – 500- to 800-metre walking radius from planned LRT stops; b) land use – areas where growth and change are encouraged and/or may be desirable and warranted; c) lot sizes and ownership patterns – larger parcels where development potential is greater; and d) other factors that may arise during community consultations and/or planning analysis. The boundaries of the Community Development Plan may similarly be adapted for certain purposes including, for example, to consider employment opportunities in areas outside but in close proximity to the initial study boundaries.

2. Area Context

People and Jobs

The population within the boundaries of the study area is 52,235, or roughly 2% of Toronto's total number of inhabitants. Half of the area's population lives within walking distance, roughly an 800-metre radius, of the Jane Street and Finch Avenue West intersection.

There are 9,495 full-time and part-time jobs in the study area within 880 establishments.

In a number of demographic and socio-economic indicators, the area differs significantly from Toronto as a whole. Table 1 illustrates these differences by providing an overview of measures for the Jane-Finch area and compares them to city-wide figures.

Table 1: Comparison of the Jane-Finch Area to Toronto as a Whole

Measure	Jane-Finch Area (Neighbourhoods 24 and 25)	Toronto
Population change 2011-2016	-2.2 %	4.5 %
Visible Minority population	77.8 %	51.5 %
Immigrant population	58.9 %	47.0 %
Population under 25 years old	34.9 %	27.1 %
4+ person households	35.0 %	21.9 %
Families with children	80.1 %	65.2 %
Lone-parent families	41.3 %	21.2 %
Residential mobility – moved to a new residence (2011-2016)	31.7 %	40.7 %
Average household income	\$60,997	\$102,721
Incidence of low income	28.7 %	20.2 %
Unemployment rate	12.0 %	8.2 %
Labour force participation	55.0 %	64.7 %
Post-secondary attainment	39.0 %	69.0 %
Renters	56.0 %	47.0 %

Source: Census 2016 and Toronto Employment Survey 2016

Settlement History

The contemporary urban landscape of the Jane-Finch area retains elements of three significant periods of its development history, including thousands of years of Indigenous history, a period of colonial settlement and related agricultural development, and a post-1945 period of urban development.

The Jane-Finch area is defined on its eastern edge by Black Creek, once a source of fresh water and nourishment for Indigenous communities, and whose banks today are identified by the City of Toronto's Archaeological Management Plan as having Archaeological Potential. One of Toronto's most significant and best-documented Indigenous archaeological sites, the remains of an ancestral Huron-Wendat village dating to the mid-fifteenth century known as the 'Parsons Site', exists in proximity to the study area.

Following the negotiation of Treaty 13 ("The Toronto Purchase") with the Mississaugas of the Credit River First Nation in 1787 and again in 1805, the British Crown moved to colonize the land. The Town of York (now Toronto) was founded in 1793, and shortly after, Jane Street and Finch Avenue were surveyed as part of an expansive grid of concession roads to facilitate access to farm lots. Through the nineteenth century and into the mid-twentieth century, the area developed into a stable farming landscape serviced by nearby villages at crossroads, including Elia (Finch and Keele), Emery (Finch and Weston) and Kaiserville (Jane and Steeles). Buildings from this period, and a local cemetery, are conserved as part of nearby Black Creek Village.

The Jane-Finch area we know today is largely a product of the 1950s, 1960s and 1970s, when the vast majority of the area's urban built form was planned and constructed. The area's transformation was significantly defined by the opening of Highway 400 (1952), the formation of a new planning regime in Metropolitan Toronto (1953), and the planning of York University. While the university was eventually constructed on the east side of Black Creek, a portion of the lands purchased for the university, between Jane Street and Black Creek, north of Finch Avenue, was reserved for housing, including public housing constructed and owned by the Ontario Housing Corporation. The Jane-Finch area became part of District 10 on the Metro Planning Board's map and by 1962 a plan had been prepared for the area that laid out the streets, blocks and land uses, including a mix of high and low density housing, that continue to define the area's urban structure.

Development quickly followed at a much higher rate than projected. By the mid-1970s, much of the Jane-Finch area was developed or under development. A study commissioned by the North York Council in 1975 noted that nearly 90% of population growth expected for 1990 was already in place in 1975, and that the area was home to the highest concentration of Ontario Housing Corporation-owned family housing in Metropolitan Toronto.

As part of the Jane-Finch Initiative, the story of the evolution of the Jane-Finch area from the 1970s to the present, including its history of organizing to identify and meet community needs, would be documented and developed through engagement with the communities that have shaped it.

Existing Physical Context

The existing physical context of the area can be described as follows:

- The street network in the area, developed from the District 10 master plan, includes two major arterial roads: Jane Street and Finch Avenue West, both of which have a right-of-way width of 36 metres. These two intersecting arterial roads divide the area into four quadrants, which are serviced by a network of curvilinear streets and large blocks that lack a fine grain of local connections to the surrounding area.
- The area has a network of 22 parks supplemented by natural areas within the adjacent Black Creek ravine and open spaces along the hydro corridor, both of

which contain multi-use recreational trails. Schools and community facilities are fairly evenly distributed across the four quadrants.

- Residential areas include a range of housing types. High-rise and low-rise apartment buildings and townhouses are predominantly concentrated along the Jane Street corridor, as well as along the Finch Avenue West corridor to the east of Jane Street. The local streets within residential areas further from the arterial roads are lined with single- and semi-detached dwellings.
- The commercial core of the area is centred at the Jane Street and Finch Avenue West intersection, which includes the Jane-Finch Mall and Yorkgate Mall where residents have access to local services and retail, including a supermarket.
- An institutional-commercial cluster is situated at the intersection of Finch Avenue West and Norfinch Drive/Oakdale Road, which consists of a hospital (Reactivation Care Centre-Finch Site), assisted living and care facilities, office uses associated with the institutional sector and several hotels.
- Light industrial uses are concentrated along Norfinch Drive, Oakdale Road and Eddystone Avenue, adjacent to Highway 400.
- Metrolinx's Maintenance and Storage Facility (MSF) for the Finch West LRT is to be located on the north side of Finch Avenue West, between York Gate Boulevard and Norfinch Drive. The facility would be set back 32 metres from Finch Avenue to allow for future community facilities, with the entrance to the MSF for LRT vehicles off York Gate Boulevard.

3. The Jane-Finch Initiative: Approach to Work and Deliverables

Through an engagement process that would allow residents to help shape the planning of their community, the purpose of the Jane-Finch Initiative is to align people- and place-focused initiatives into an integrated complete-community framework for the area.

The initiative would involve three integrated streams of work:

Stream 1 -- Engagement with residents, stakeholder groups and businesses, as well Indigenous communities and African, Black and Caribbean communities, to identify needs, priorities and aspirations;

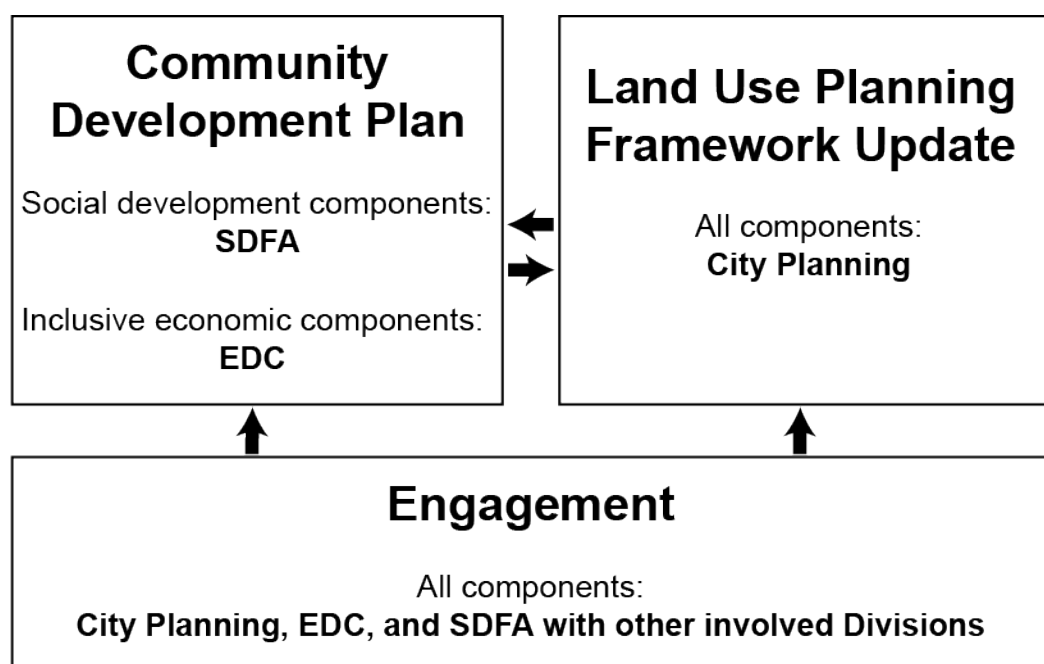
Stream 2 -- Community Development Plan providing a framework to guide change and growth in the community and advance initiatives to further enhance social cohesion, community safety, inclusive economic opportunities and stronger neighbourhoods; and

Stream 3 -- Land Use Planning Framework Update with Official Plan policies and zoning to shape the development of a transit-supportive complete community, and to identify the community facilities and other infrastructure needed to support anticipated growth and respond to any long-standing issues in the community.

The community development plan and the updated land use planning framework are intended to be companion documents that would work in tandem to further advance social equity and economic inclusion for current and future residents, manage future growth and development, and guide investment in infrastructure and services.

Figure 2 shows the three streams of work and the lead divisions for each. Other divisions to be involved include Toronto Employment and Social Services, Transportation Services, Parks, Forestry and Recreation, Children's Services, Shelter, Support and Housing and Toronto Water. The initiative will also involve collaboration with the Toronto Public Library, the Toronto District School Board, the Toronto Catholic District School Board and Toronto Community Housing. The approach to each stream is described below in more detail.

Figure 2: Three Streams of Work and Divisional Leads



Engagement

Community engagement on the Jane-Finch Initiative would be jointly led by staff from Social Development, Finance and Administration, Economic Development and Culture and City Planning, with involvement of other key divisions, to reflect the Initiative's inter-divisional nature. The engagement approach would prioritize involving Jane-Finch residents and communities to actively engage in the city building process and would be founded on principles of equity, transparency and meaningful participation. The approach would also be informed by an inclusive engagement framework to be developed in collaboration with the City's Confronting Anti-Black Racism Unit and community actors through the Growing in Place Initiative (see Aligned Initiatives below for more information).

Engagement would take place over the entirety of the Initiative, providing flexibility and agility to modify the approach as the work advances:

- The **first phase of engagement** would build on the area's history of community-led advocacy, and would integrate lessons learned from previous City-led consultations in the Jane-Finch area. City staff would consult with the community in the development of the engagement strategy to ensure that it reflects the expertise of local residents and businesses on the needs of the community, and integrates engagement methods that would sustain the community's interest over the duration of the Initiative. This first phase of engagement proposes to set the foundation for equitable and informed engagement. Key to this would be a 'Planning Toolkit', which would include an explanation of the form and function of planning tools, how a planning framework can conserve and promote cultural heritage resources and shape growth, how residents can influence the policy framework, and the value of their participation. This phase of engagement would conclude by bringing local residents and stakeholders together to define the valued features of their community, establish guiding principles for the community development plan and land use planning framework, as well as a shared vision for community's future.
- The **second phase of engagement** would involve shaping the initial draft of a community development plan and discussions with the community on planning and design alternatives.
- The **third and final phase of engagement** would involve community engagement on final drafts of the community development plan and the land use planning framework update. It would also include the required Statutory Meeting for the Official Plan Amendment and related zoning.

City staff are considering a mix of methods to reach a comprehensive cross-section of the community including seniors, youth, children and communities where English is not the first language. Non-traditional forms of engagement -- such as a Planning Toolkit, Do-It-Yourself workshops, videos, school-based activities and pop ups in community spaces -- would supplement traditional forms such as surveys and open houses. The Initiative would also have an online presence through a webpage and social media campaigns. These techniques would be vetted by the community in the first phase of the initiative and would be subject to change based on their feedback.

Community Development Plan

Social Development, Finance and Administration and Economic Development and Culture staff would lead the preparation of a community development plan that would complement an update to the land use planning framework as described below. Consideration would also be given to how new development may impact the wellbeing of existing residents and impact their access to services and facilities on which they depend. Social Development Plans have been developed in other neighbourhoods to guide how communities are supported and affected when growth and development are anticipated. A community development plan that combines local social and economic development strategies represents an expanded approach.

The first component of the community development plan would focus on the social inclusion and civic participation of residents and other community stakeholders. This process would be led by SDFA staff and is likely to include an assessment of existing assets and needs, and a plan for the Jane-Finch area throughout and after the anticipated new development. Theme areas of the social development component will be identified through consultation with residents, grassroots groups, local organizations, local businesses and other communities stakeholders.

The second component of the Plan to be led by EDC staff would, in consultation with residents, business and community organizations, assess the current labour force and employment dynamics in the area, and propose programs, partnerships and initiatives to expand economic opportunities for area residents. Possible themes could include:

- Retail Dynamics and Futures -- Research and engagement would explore how to preserve community-serving retail that exists in the area during construction of the LRT and beyond. There may also be an opportunity to explore and support more flexible retail options (i.e. pop-up and temporary retail locations) and the formation of a local business association.
- Community Benefit Opportunities -- Employment opportunities may arise from large infrastructure investments and anchor institutions in the area, and the community development plan could build on existing community advocacy to ensure that training and jobs can be filled by local residents.
- Economic Sector Analysis -- The community development plan would analyze the current largest employers in the area by industry and suggest which sectors could thrive in the future based on availability of space, surrounding uses and attributes of the local labour force.
- Labour Force Development Strategy -- An economic sector analysis would be complemented by an analysis of the employment support system in the area to ensure that there is capacity to connect area residents to employment and career ladders leading to higher paying and/or more stable jobs in various sectors. Entrepreneurship supports could also be provided and expanded, both by City staff and other agencies.
- Local Arts and Culture -- The community development plan can build on the extensive arts and culture assets in the study area to promote public art, participation in arts and culture programming, and employment opportunities related to arts and culture.

The community development plan would align with and advance the goals of several City initiatives including the Community Benefits Framework, Tower Renewal, the Toronto Action Plan to Confront Anti-Black Racism and the Public Art Strategy. It would align with the City's equity-based strategies including the Poverty Reduction Strategy and the Toronto Strong Neighbourhoods Strategy.

Land Use Planning Framework Update

City Planning would lead a review of the existing land use planning framework for the area through a process of engagement with the community and analysis of land use planning considerations. This would result in an updated set of policy instruments, which may include a Jane-Finch Secondary Plan, Zoning By-law Amendments and possibly Urban Design Guidelines. The intent of this policy framework would be to shape the development of a transit-supportive complete community. It would identify the investment needed in community facilities and infrastructure to serve current residents and support future growth. Mitigating the displacement of existing residents and communities as development activity increases would be an important cross-cutting theme. The land use planning framework would be aligned with the priorities contained within the community development plan and support implementation where appropriate.

The process would include consideration of the following themes, which would be confirmed with the community during the first phase of engagement:

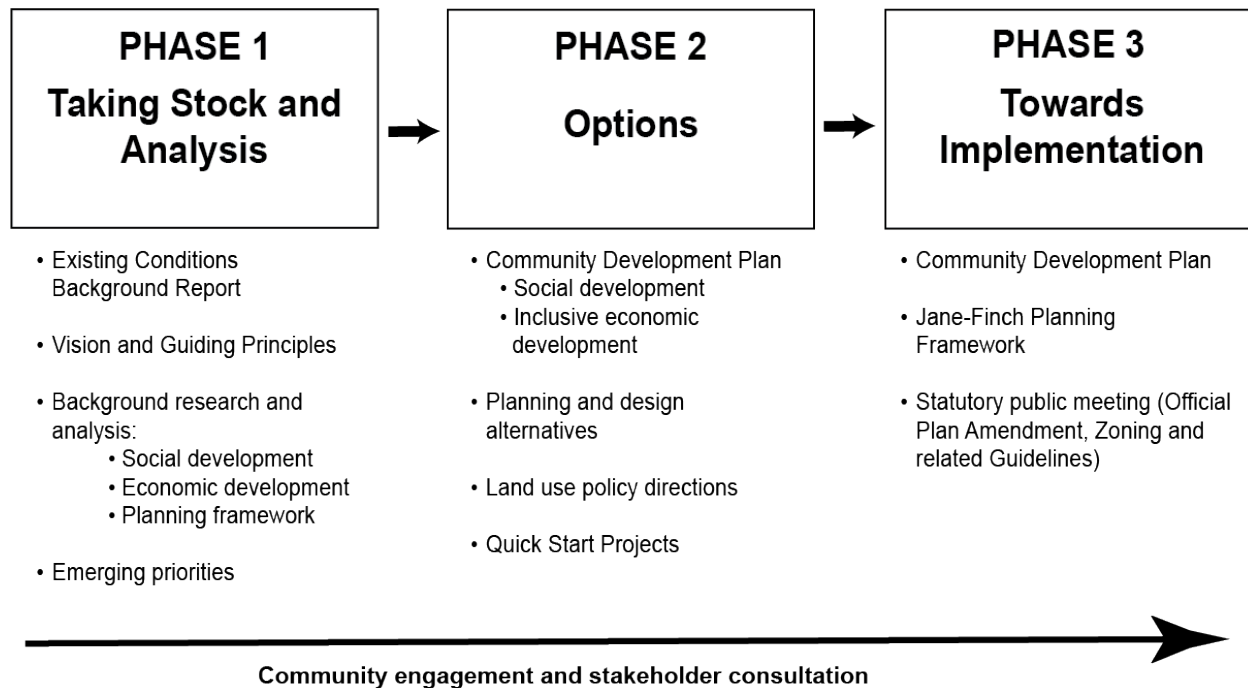
- **Vision, Guiding Principles and Emerging Priorities** -- An initial step in the development of a new planning framework would be to work with the community to understand its history, define what is special about its place, including cultural heritage resources, and establish a vision for the future of the area. The development of guiding principles for future phases of work and an initial set of priorities would shape policy directions related to heritage, character areas, land use, mobility networks, public spaces, parkland, community facilities, housing and infrastructure, among others.
- **Cultural Heritage Resources** -- As part of the Toronto Heritage Survey (see Aligned Initiatives below), a Cultural Heritage Resource Assessment (CHRA) will integrate with engagement initiatives to identify cultural heritage resources in the area, including potential cultural heritage landscapes and built heritage resources. The results of the CHRA will inform policy development related to the conservation of cultural heritage resources, and more broadly inform the community development plan and land use planning framework update.
- **Mobility** -- Development of a new planning framework for Jane-Finch would need to consider the structure of the area and the potential to establish mobility networks that support connectivity, walkability and community safety. An important theme would be to explore opportunities to improve walking and cycling connections between LRT stops and neighbourhood destinations, such as parks, schools, community centres, community meeting spaces, libraries, local shops and places of work. Other considerations would include safe cycling infrastructure connected to the broader city-wide cycling network, access to the trails within the Black Creek ravine and the hydro corridor and the transportation requirements of local employers and the movement of goods through the area. For large sites that may have redevelopment potential (such as the mall sites), exploring options for a future streets and blocks pattern could help reimagine a transit-supportive area centred within walking distance of LRT stops. Blocks to be reserved for new public parks, open spaces and community facilities would be another important consideration.

- **Parks and Public Realm** -- Closely tied to the Mobility theme, an update to the area's planning framework would need to consider how public spaces in the Jane-Finch area -- such as parks, squares, streets, routes, natural areas and other open spaces -- can be designed in an integrated manner to address community interests, safety and needs. Another important consideration would be to advance streetscape designs (in coordination with Metrolinx) for the area's two main avenues, Finch Avenue West and Jane Street, to ensure the integration of LRT and other transit stops into existing and planned communities. Other matters that would be considered include the provision of generous public boulevards, large pedestrian clearways, pedestrian amenities and street trees, along with buildings providing sufficient setbacks for additional rows of trees and plantings within private setbacks on both sides of the street. The acquisition of new parkland to support growth and improvements to existing parkland would also be considered.
- **Built Form** -- Development of a new planning framework would look at site design and the appropriate location, massing and height of new buildings. This work would consider key factors that affect liveability such as comfortable microclimatic conditions, including access to sunlight, pedestrian-level wind conditions, vibrancy of adjacent public spaces, cultural heritage resources, and diversity of built form types and scales that support an area's liveability, character, safety and beauty. Transition of building scale to neighbouring land uses and existing context would be another important consideration.
- **Land Use and Economy** -- This theme would explore how to support the continuation and growth of employment uses and institutional uses within the Jane-Finch area. A new planning framework has the potential to support priorities on inclusive economic development that would be established in the community development plan. The future of local-serving retail, including access to healthy and affordable food for local residents, would be another important consideration.
- **Community Facilities** -- This theme would examine community facility needs associated with future growth and any unmet needs of existing residents, aligned with the priorities established in the community development plan. The types of community facilities to be examined would include recreation (including community centres), child care and early years services (Early ON and Before-and-After school care), libraries, schools, human service agency space, arts and culture, and shelters.
- **Housing** -- Through an analysis of housing issues in the area and a conversation with the community, a key theme to be explored in the development of a new planning framework would be policy options for providing a full range of housing, in terms of form, tenure and affordability.

4. Phasing

The Jane-Finch Initiative would be implemented through three phases of work: 1) Taking Stock and Analysis; 2) Options; and 3) Towards Implementation. Public, stakeholder and Indigenous engagement would take place at each stage. See Figure 3 below.

Figure 3: Phasing of the Jane-Finch Initiative



5. Aligned Initiatives

Toronto Action Plan to Confront Anti-Black Racism

SDFA's Confronting Anti-Black Racism (CABR) Unit oversees the implementation of the Toronto Action Plan to Confront Anti-Black Racism. The Action Plan has 80 actions and 22 recommendations for the City of Toronto to address anti-Black racism.

In addition to the Action Plan, the CABR Unit's Growing in Place Initiative has established partnerships to research the destabilizing impacts that transit expansion can have among African, Caribbean and Black (ACB) residents and businesses in Toronto. This body of work includes: examining the impacts of the Eglinton West LRT on ACB businesses in Little Jamaica; highlighting the high incidence and impacts of eviction among Toronto's ACB communities; and capacity building work with community partners.

The Jane-Finch Initiative seeks to facilitate development that would mitigate displacement and the commitment to meaningful engagement and equitable, informed participation would be central as work advances. As such, elements of the Action Plan and the principles of the Growing in Place Initiative have been integrated into the

engagement approach of the Jane-Finch Initiative. Opportunities for collaboration with the CABR Unit would be identified as the Jane-Finch Initiative advances.

Toronto Heritage Survey

City Planning has developed a best practice of including Cultural Heritage Resource Assessments within planning studies. The Jane-Finch Initiative would build on that practice, further testing the use of context statements and enhanced engagement strategies as part of Phase One of the Toronto Heritage Survey. This will provide an opportunity to test the survey methodology in neighbourhoods primarily developed after the Second World War. The Toronto Heritage Survey would also inform the development of an innovative engagement strategy in the Jane-Finch area to inform the survey, the community development plan and the land use planning framework update with local knowledge about the area's cultural heritage resources.

Toronto Strong Neighbourhoods Strategy

The Toronto Strong Neighbourhoods Strategy 2020 is the City of Toronto's plan for building partnerships in Toronto's neighbourhoods so they can succeed and thrive. The strategy supports the wellbeing of communities across Toronto by partnering with residents, community agencies, businesses and other stakeholders to invest in people, services, programs and facilities. The strategy is strengthening the social, economic and physical conditions in identified Neighbourhood Improvement Areas (NIAs).

The key platform for the implementation of the Toronto Strong Neighbourhoods Strategy in Jane-Finch area is the Jane and Finch Residents Focused Neighbourhood Planning Table. The planning table is led by a resident steering committee established in 2018. The goal of the planning table is to identify prioritized actions for implementation across the Black Creek NIA and Glenfield Jane Heights NIA. To date, key actions include resident engagement, leadership recognition and capacity development with a focus on mental health and wellbeing activities.

In addition to resident engagement activities, a staff table was established in the spring of 2019 to support coordination and collaboration among City agencies, boards, commissions and divisional partners working with communities in the Jane-Finch area. The table meets regularly and will be utilized to ensure ongoing City partner collaboration throughout the implementation of the Jane-Finch Initiative.

Tower Renewal Program

The City's Tower Renewal Program, led by the Social Development, Finance and Administration staff, focuses on spurring environmental, social, economic and cultural improvements to the City's pre-1985 apartment towers and surrounding neighbourhoods. The program directly supports the City's strategic priority to maintain affordable housing and invest in city neighbourhoods. The Tower Renewal Program has been active in the Jane-Finch area working with community members on initiatives over the past number of years. This includes: the Recipe for Community Program, a partnership between the City and the Toronto Foundation which provides funding and resources to advance resident led and resident inspired projects; the Driftwood Parkette

Community Garden refresh; and initiatives at tower sites including the Tobermory bicycle hub, community spaces at San Romanoway with the Toronto and Region Conservation Authority (TRCA) and the Taste and Sounds of Jane and Finch event. The Tower Renewal Program will continue to engage with residents, local agencies and others and ensure access to those networks to support the development and implementation of the community development plan and the broader Jane-Finch Initiative.

Toronto Community Housing Revitalization

At its meeting of February 12, 2020, the Planning and Housing Committee considered a report entitled "Firgrove-Grassways Revitalization - Initial Development Proposal" (Item PH13.4) and recommended City Council endorse, in principle, Toronto Community Housing's (TCHC) proposed plans to redevelop its aging buildings in the Firgrove-Grassways community and begin the public consultation and the planning application submission processes.

The plan envisions the replacement of 236 social housing units and the refurbishment of 152 other TCHC units onsite. In addition, it is proposed that up to 600 market rental and ownership units, approximately 930 square metres of retail/commercial space, and an additional 107 net new affordable rental units be added to the development. Other city building objectives are also proposed to be achieved including: improved community amenities (replacement of the existing community space and outdoor pool); an expanded City-operated child care facility; a new park and road network; and an overall built form and public realm that would promote community safety and social cohesion.

The Planning and Housing Committee adopted the recommendations in the report with amendments. This item will be considered by City Council on February 27, 2020. A copy of the report and Planning and Housing Committee's recommendations can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH13.4>

Finch West Goods Movement Plan

The City is developing approaches to improve commercial shipping and freight transportation in the Finch Avenue West area. The Finch West LRT would introduce new turning restrictions and other changes to local roads and freeways. These changes would affect how businesses ship their goods and make freight deliveries.

Transportation Services Division is currently preparing a [Finch West Goods Movement Transportation Master Plan](#) (TMP) to identify strategies that address the future shipping and freight delivery needs of businesses in the study area while considering the safety and efficiency of travel for commuters, transit users, cyclists and pedestrians. This TMP, which is being developed with opportunities for public input, would evaluate and select infrastructure improvements and outline an implementation strategy. The update to the land use planning framework for the Jane-Finch area would be coordinated with the development of this TMP.

6. Policy Context

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy-led system. Any decision of City Council is required to be consistent with the Provincial Policy Statement (2014) (the PPS), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (the Growth Plan 2019) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial plans may be found on the Ministry of Municipal Affairs and Housing website: <https://www.ontario.ca/page/land-use-planning>

The Growth Plan 2019 outlines the achievement of Complete Communities as a necessary requirement to ensure the successful implementation of the plan. The Growth Plan 2019 would support the achievement of Complete Communities with access to transit, protected employment zones, the conservation and promotion of cultural heritage resources and an increase in the amount and variety of housing available.

The Growth Plan 2019 defines Complete Communities as: "Places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts."

Planning for Major Transit Station Areas -- The Growth Plan 2019 contains policies pertaining to population and employment densities that should be planned for in Major Transit Station Areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500- to 800- metre radius of a transit station, representing about a 10-minute walk. The Growth Plan requires that, at the time of the next Municipal Comprehensive Review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities. The Jane-Finch area contains four planned major transit stations along the Finch West LRT, which may be identified as MTSAs through a future MCR.

Planning for Provincially Significant Employment Zones -- The Growth Plan 2019 contains policies pertaining to provincially significant employment zones (PSEZs). PSEZs are areas defined by the Ministry of Municipal Affairs and Housing for the purpose of long-term planning for job creation and economic development. The conversion of PSEZs can only occur during a municipally-initiated MCR. The Jane-Finch area includes a portion of a Provincially Significant Employment Zone (Zone #11).

Toronto Official Plan

The Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from the *Planning Act* of Ontario. The PPS recognizes a

municipality's Official Plan as the most important document for its implementation. Official Plan policies related to building complete communities, including the conservation of cultural heritage resources and environmental stewardship, are applicable to any planning study and development application in any area of the city. Official Plan policies may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

Lands fronting onto Jane Street and Finch Avenue West in the vicinity of that major intersection are identified as *Avenues* on Map 2 - Urban Structure of the Official Plan. *Avenues* are important corridors along major streets where urbanization is anticipated and encouraged to create new housing and employment opportunities while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents. The lands within the study area are designated as *Mixed Use Areas, Apartment Neighbourhoods, Neighbourhoods, Natural Areas, Parks, Institutional Areas, Core Employment Areas, and Utility Corridors* on Maps 13 and 16 within Chapter 4: Land Use of the Official Plan. These land use maps can be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/official-plan-maps-copy/>

CONCLUSION AND NEXT STEPS

This report seeks City Council direction to commence a collaborative community planning initiative and associated resident, stakeholder and Indigenous engagement processes in the Jane-Finch area involving three integrated streams of work: 1) comprehensive engagement; 2) a community development plan including a local economic opportunities plan; and 3) an update to the land use planning framework.

The two key deliverables of the project -- a community development plan and an updated land use planning framework -- are intended to work in tandem to leverage the public investment in the Finch West LRT for the benefit of local communities in the area.

Phase 1 of the Jane-Finch Initiative would begin in the Spring of 2020 and run until the end of the year. It would include:

- Community involvement to understand past initiatives in the area, and to define a vision, guiding principles, the area's cultural heritage resources and emerging priorities for future phases of work; and
- Background research and analysis, including the development of an existing conditions report.

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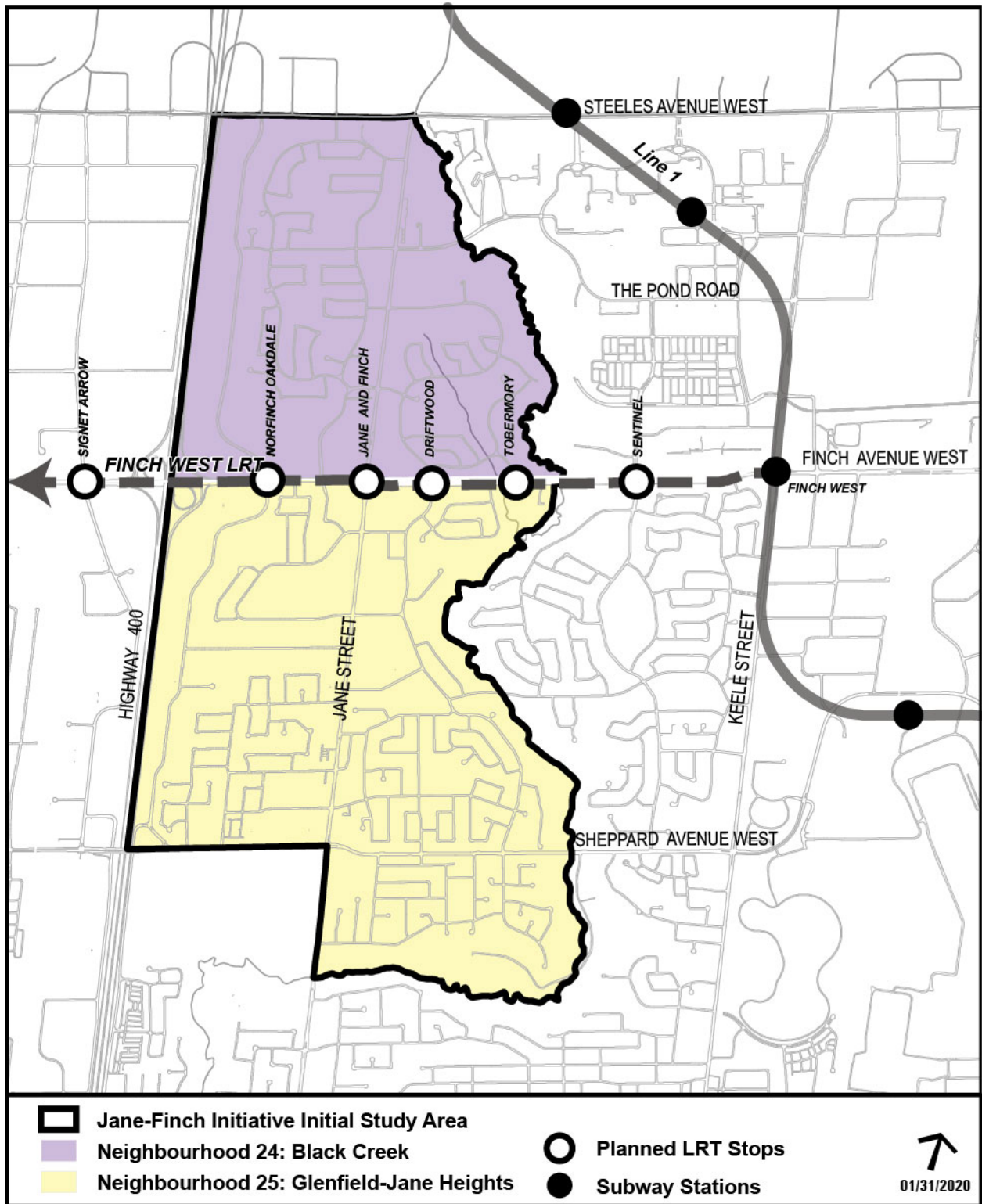
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ATTACHMENTS

Attachment 1: Jane-Finch Initiative Study Area
Attachment 2: Earlier Background Studies

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Attachment 2: Earlier Background Studies

[Finch Avenue West Light Rail Transit: Corridor Profile](#), Toronto City Planning, June 2015

[Setting the Stage: Encouraging Transit Supportive Places on the Finch West LRT Corridor](#), Metrolinx, August 2015.

[Finch West LRT: Real Estate Market Conditions Study](#), Metrolinx and N. Barry Lyon Consultants Limited, 2015