

## **Yonge Street North Planning Study – City-Initiated Official Plan Amendment – Final Report**

Date: June 27, 2022

To: North York Community Council

From: Director, Community Planning, North York District

Wards: Ward 18 - Willowdale

**Planning Application Number:** 11 191325 NPS 00 TM

### **SUMMARY**

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This report recommends the creation of a new Secondary Plan for the area surrounding Yonge Street between Steeles Avenue and Cummer/Drewry Avenues as a result of the Yonge Street North Planning Study (the "Study"). The report recommends amendments to Chapter 6 - Secondary Plans, Map 3 - Right-of-Way Widths Associated with Existing Major Streets, Map 16 - Land Use Plan, Map 35 - Secondary Plan Key Map, and Schedule 2 - The Designation of Planned but Unbuilt Roads of the Official Plan. The recommended changes are the result of extensive public and stakeholder consultations and engagement conducted throughout the course of the Study.

The recommended Yonge Street North Secondary Plan (the "Secondary Plan") and land use modifications respond to feedback from public consultation and engagement and establish a framework for the development of a complete community around the future subway station at Steeles Avenue and provides a framework for differing levels of intensification surrounding Cummer and Drewry Avenues, which is dependent on whether a future subway station is delivered at that intersection. The proposed Official Plan Amendment (OPA) 615 is appended as Attachment 1 to this report.

The proposed OPA responds to and advances the policy objectives of A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan"), which includes policies and definitions for complete communities, Major Transit Station Areas (MTSAs), affordable housing, a high-quality and vibrant public realm, the efficient use of land, mitigating the impacts of climate change, integrating green infrastructure and low impact development, social equity and quality of life, and a well-connected network of walkable neighbourhoods and destinations that encourage active transportation. The OPA conforms with the Growth Plan and is consistent with the Provincial Policy Statement (2020).

## RECOMMENDATIONS

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The City Planning Division recommends that:

1. City Council adopt Official Plan Amendment 615, Yonge Street North Secondary Plan, substantially in accordance with Attachment 1 to the June 27, 2022 report from the Director, Community Planning, North York District.
2. City Council direct staff to use the Yonge Street North Secondary Plan in the evaluation of all current and new development proposals falling within its boundaries.
3. City Council authorizes the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment, as may be required.
4. City Council authorizes the Chief Planner and Executive Director, City Planning and the City Solicitor to make any stylistic and/or technical changes to OPA 615 as may be required as a result of the Minister's decision with regards to Official Plan Amendment 570 respecting 57 Protected Major Transit Stations Areas at various lands across the City.
5. City Council direct the Chief Planner and Executive Director, City Planning, and the Executive Director, Transit Expansion Office to engage with Metrolinx and the owner of Centerpoint Mall regarding the possible location of a bus terminal on the Centerpoint Mall lands, to address appropriate integration of a bus terminal and the subway station with the City's vision of development of these lands articulated in the Secondary Plan.
6. City Council endorse the Yonge Street North Transportation Master Plan, included as Attachment 3, to the June 27, 2022 report from the Director, Community Planning, North York District, and direct staff to use the Yonge Street North Transportation Master Plan to advance mobility initiatives in the Secondary Plan area.
7. City Council directs the Chief Planner and Executive Director, City Planning to bring forward Urban Design Guidelines for the Yonge Street North Secondary Plan Area.
8. City Council direct the Chief Planner and Executive Director, City Planning and the General Manager, Transportation Services to undertake an implementation strategy and explore the feasibility for the proposed street network, active transportation network, and traffic safety improvements identified in the Yonge Street North Transportation Master Plan and Yonge Street North Secondary Plan for inclusion into the Capital Program, and report back to Council with an update by Q3 2023.
9. City Council direct the Executive Director, Transit Expansion Office, General Manager, Transportation Services, and the Chief Planner and Executive Director, City Planning, to engage with Metrolinx to initiate planning work for bus rapid transit along the Steeles Avenue corridor, in coordination with any City-led initiatives on the corridor.

## **FINANCIAL IMPACT**

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The recommendations in this report have no immediate financial impact. The financial implications to the City will be determined as development proceeds and City capital projects are advanced within the Secondary Plan area. Due to the long-term nature of the Secondary Plan and unpredictability of development applications, monitoring of the area as part of the development review process will be required.

Much of the infrastructure, such as the identified local streets, laneways, and other connections, required to provide a more fine-grained street network and to provide access and address for developments in the Secondary Plan area will be secured through the development application review process. This includes zoning by-law amendments, Plans of Subdivision, Consent and Site Plan Control applications which will be realized as the area redevelops.

Growth-related City infrastructure to support the area's transformation includes improvements to existing major streets, such as Yonge Street and Steeles Avenue, new and/or extended capacity streets, improvements to existing parks and above base park conditions for new parks. Such matters will be reviewed in accordance with applicable legislation. No municipal servicing upgrades have been identified at this time. Functional Servicing Reports will continue to be required as part of complete applications to ensure adequate servicing. Growth-related City infrastructure identified in the Secondary Plan area will be subject to prioritization against other City-wide capital priorities and operating impacts both funded and unfunded. The City's financial and resource capacity to deliver additional infrastructure works will inform and guide the future Capital and Operating Budget processes and the delivery of infrastructure in the Secondary Plan area.

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

## **EQUITY IMPACT STATEMENT**

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Toronto is a great city and has evolved into a special place that people care about deeply. It is a City offering a diversity and richness of urban life that nurtures creativity, entrepreneurial spirit and a concern for each other and for future generations. Together, these characteristics have shaped a city that attracts people from around the world.

The Official Plan provides a vision for the City grounded in principles that assure a successful and healthy future. A founding principle of the Official Plan is that Toronto's future must be diverse, inclusive and equitable.

The provision of adequate and affordable housing is a cornerstone of building inclusive and equitable communities. This is recognized in various plans, policies and guidelines, including but not limited to the HousingTO 2020-2030 Action Plan, a blueprint for action across the full housing spectrum – from homelessness to rental and ownership housing to long-term care for seniors – and the approved Inclusionary Zoning policy framework

that enables the provision of mixed-income housing by requiring certain new residential developments to include affordable housing units.

The City plans for parks on a system-wide level for all Torontonians, including equity-deserving communities. The Parkland Strategy's Guiding Principles of Expand, Improve, Connect and Include prioritize equity considerations by requiring the Strategy's implementation to ensure that parks and open spaces are inclusive and inviting spaces accessible to people of all ages, cultures, genders and abilities. As one of the six lenses used in identifying parkland need, the City considers equity across the entire parks system, including park supply, distribution and access, as well as area income level. Access to parkland is critical to supporting improved public health outcomes. Parkland also serves an important community and climate resilience function with regard to its role in reducing the urban heat island effect and regulating temperature, among other benefits. New parks and public spaces also present valuable opportunities to reflect and recognize local histories and identities through landscape design, public art, naming of streets and public spaces, and other interpretive features.

The recommended OPA includes policy provisions for the inclusion of affordable housing, a range of employment opportunities, community services and facilities, and parks and open spaces in order to contribute to the creation of a complete and equitable community.

The Official Plan Amendments also enable opportunities to invest in the public realm, including parks and open spaces, community service facilities, and other community facilities to improve quality of life.

## **DECISION HISTORY**

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In February 2009, notice of the completion of the Environmental Project Report ("EPR") was provided under the Provincial Transit Project Assessment Process, for the northerly extension of the Yonge subway line (TTC Line 1) into York Region. On April 27, 2022 the Minister of Environment, Conservation and Parks approved an addendum to the EPR. The latest information with regards to the subway extension project is available on the Metrolinx website: <https://www.metrolinx.com/en/greaterregion/projects/yonge-subway-extension.aspx>.

On June 22, 2011 North York Community Council received a report from the Director of Community Planning, North York District, summarizing and initiating the Yonge Street North Planning Study "in the context of increasing development pressures and the appropriateness of current and potential future amendments to Official Plan policies and designations". The staff report and Community Council's direction may be found on the City's website: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.NY8.28>.

At its meeting of June 18, 2013, North York Community Council considered a Final Report from the Director, Community Planning which summarized the consultant's work on the study and sought direction on the next steps to take. Community Council deferred consideration of the report and at its meeting of October 17, 2013 it received the consultant's report for information and directed staff to conduct further consultation.

Community Council (and City Council's) decision and the staff report may be found here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.NY27.28>.

## **STUDY AREA AND STUDY OVERVIEW**

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The extension of the Toronto Transit Commission's Line 1 into York Region and the resulting development pressures provided an opportunity and need to study Yonge Street North and the surrounding area to ensure future growth occurs in a well-planned and coordinated manner. The extension, including a subway station and associated bus infrastructure at Yonge Street and Steeles Avenue, will attract new residents to the area, where growth and the provision of hard and soft public infrastructure and services will need to be balanced, in order to create a complete community that is supportive of higher order transit.

The Secondary Plan area, also referred to as Yonge Street North, is generally bounded by Steeles Avenue to the north, Cummer and Drewry Avenues to the south, Willowdale Avenue to the east, and Lariviere Road to the west.

Initially launched in 2011, the Yonge Street North Planning Study was a land use planning study, prepared in consultation with the community, that was intended to provide guidance on both active and anticipated development applications and set the stage for managing growth. In November of 2013, City Council received the consultant's report which was to be used as a guide for drafting Official Plan policies and other appropriate planning tools to address the appropriate mix of residential and non-residential uses, the extent and character of building types, community services and facilities needed to support growth, and phasing of growth with transportation improvements. City Council directed that the report from the consultant be used for information only and directed staff to conduct further consultation.

The study was re-launched in 2019 and the study process included a consultation program, the commencement and completion of the Yonge Street North Transportation Master Plan (the "TMP"), built form and public realm modeling, assessment of expanded Secondary Plan boundaries, and analysis of existing land use designations. The study re-launch has resulted in the proposed Official Plan Amendment, which establishes a new Secondary Plan for the area and includes policies to guide growth and a complete community, including but not limited to policies related to the area structure, public realm, parks and open spaces, transportation and mobility, housing, community services and facilities, built form, and implementation.

The TMP, completed concurrently with the Yonge Street North Planning Study, sets the vision and planning principles for the study area's transportation system. The TMP identifies policies, programs, and infrastructure initiatives that meets the needs of the existing community and supports the anticipated employment and residential growth. The TMP provides a framework and implementation plan for a transportation network that serves pedestrians, cyclists, transit, and automobile users. In order to support the mix of uses, building types, heights, and intensification contemplated in the Secondary Plan, development will be required to contribute to the implementation of the TMP vision.

In order to achieve a complete community, the Secondary Plan directs:

- Prioritizing the creation of an integrated, enhanced, expanded, vibrant, and attractive public realm network, focused on the Yonge Street Promenade;
- Encouraging a diverse mix of land uses;
- Supporting higher order transit and active transportation, provision of community service facilities, and an improved overall quality of life;
- Providing a diverse range and mix of housing options;
- Having a high quality and compact built form;
- Designing for climate adaptation and resilience to extreme weather; and
- Responding to climate change by applying an innovative approach to sustainable design that reduces greenhouse gas emissions in building operations and materials.

The Secondary Plan directs that the stability of *Neighbourhoods* be maintained, while introducing opportunities for compatible intensification to contribute to a range of building and housing types. The redesignation of some *Neighbourhoods* land to *Mixed Use Areas* is proposed in order to facilitate contextually appropriate intensification in key areas of the Secondary Plan.

### Development Applications in the Study and Surrounding Area

As a result of the completed Environmental Assessment for the subway extension into York region, the study area has seen significant development pressure over the last few years. Below is a list of applications currently under review or recently approved:

Address	Application Type	Proposal	Status	Character Area
6464 Yonge St (Centerpoint Mall)	OPA	OPA for a long-term vision for the site	Under Review	Steeles Transit Station Area
6200 Yonge St & 11-15 Moore Park Ave	Official Plan & Zoning By-law Amendment	25 storey residential building	Under Review	Yonge Main Street & Mid-Rise West
6167 Yonge St, 10 Newton Dr & 9 Madawaska	Official Plan & Zoning By-law Amendment	Two 14-storey mixed-use buildings	Under Review	Yonge Main Street & Mid-Rise East
6150 & 6160 Yonge St, 9-11 Pleasant Ave & 18 Goulding Ave	Official Plan & Zoning By-law Amendment	13-storey mixed-use building	City Council Approved	Yonge Main Street & Mid-Rise West

Address	Application Type	Proposal	Status	Character Area
6125 Yonge St	Official Plan & Zoning By-law Amendment	26-storey mixed-use building	Under Review	Yonge Main Street
16-20 Centre Ave	Official Plan & Zoning By-law Amendment	10-storey residential building	Under Review	Mid-rise East
33-43 Centre Ave	Official Plan & Zoning By-law Amendment	Five multi-unit residential buildings	Under Appeal	Mid-rise East
6080 Yonge St & 11 Homewood	Official Plan & Zoning By-law Amendment	14-storey mixed-use building	OLT Approved	Yonge Main Street & Mid-Rise West
5995-5997 Yonge St	Zoning By-law Amendment	38-storey residential building	OLT Approved	Yonge Crewry/Cummer Node
5945 & 5959 Yonge St, 44-54 Cummer Ave and 2-8 and 12 Doverwood Crt	Official Plan & Zoning By-law Amendment	Four mixed-use buildings of 32, 32, 44 & 42 storeys and one 14-storey building	OLT Approved	Yonge Crewry/Cummer Node

The City of Vaughan recently adopted the Yonge-Steeles Corridor Secondary Plan which applies to lands on the north side of Steeles Avenue West and other lands within the City of Vaughan. That Secondary Plan is currently under appeal at the Ontario Land Tribunal (OLT Case No. [OLT-21-001787](#)) and the City is a party to the hearing. The Yonge-Steeles Corridor Secondary Plan area has also recently experienced the submission of a large volume of development applications, likely in response to the future subway station at Yonge Street and Steeles Avenue.

## **POLICY CONSIDERATIONS**

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Relevant and applicable policies of the Provincial Policy Statement, Growth Plan, and Official Plan were consulted and used to inform the drafting of the Secondary Plan policies. In addition, numerous design guidelines were consulted, and in some instances, direction of various guidelines was incorporated as policy. For an overview of policy considerations, refer to Attachment 4: Policy Considerations.

## **AGENCY AND PUBLIC CONSULTATION**

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### **Agency Consultation Outcomes**

The Secondary Plan is the result of a collaborative effort between many City divisions and agencies. Comments from these divisions and agencies, including the school boards, Transportation Services and Parks, Forestry and Recreation have been used to inform the vision of the Secondary Plan and to inform the policies it contains.

A Technical Advisory Committee (TAC) was assembled for the Transportation Master Plan to ensure that input was provided consistently from various stakeholders and agencies such as in the development of the vision and evaluation of transportation concepts and alternatives. The agencies that comprised the TAC included Metrolinx, Toronto Transit Commission, Toronto Parking Authority, Toronto Hydro, and neighbouring municipalities. City divisions represented in the TAC included Parks, Forestry & Recreation, and various sections within Transportation Services (e.g. Vision Zero, Pedestrian & Cycling Projects, Major Projects, Development Planning & Review).

### **Community Consultation**

Following the Study's re-launch in 2019, staff held a number of community consultation meetings, with one meeting held in-person and three meetings hosted virtually as a result of the COVID-19 pandemic. The local community, including residents, landowners, business owners, community members, and ratepayers associations participated in the consultation process and provided substantial input and feedback throughout the study process which was used to inform the drafting of the policies.

Throughout the course of the study's consultation program, approximately 700 participants participated over four community consultation meetings.

A complete summary of the community consultation can be found in Attachment 2 to this report.

Further, the draft Official Plan amendment, including the Secondary Plan policies, was posted on the Study's [webpage](#) prior to finalization in order to receive feedback from the public. Comments received were used to inform the final form of the policies.

### **Design Review Panel**

The Study was also taken to the City's Design Review Panel (DRP), following the Study's re-launch in 2019 and again in July 2021. The DRP is an advisory body comprised of design professionals that provide independent and objective advice to City staff on studies and development applications. Members provided commentary on how the Study had the potential to be transformational, as well as providing specific suggestions regarding the public realm, pedestrian and cycling infrastructure, parks and open space, and built form. Where possible, suggestions were integrated into the final policy, including the provision of increased setbacks to create enhanced pedestrian routes to link existing parks to the Yonge Street Promenade. Additional suggestions and comments regarding mid-block connections and more detailed built form guidance will be further incorporated into future urban design guidelines.



## Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have been given an opportunity to view the oral submissions made at the statutory public meeting held by the North York Community Council *for this application, as these* submissions are broadcast live over the internet and recorded for review.

## COMMENTS

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### Provincial Policy

Provincial policy documents guide growth to built up areas, with intensification directed to areas surrounding higher order transit stations. The Secondary Plan policies respond to this objective by directing the tallest and most dense development to the Steeles Transit Station Area and the Yonge and Cummer/Drewry Node. While the Secondary Plan boundaries do not match those of the draft Protected Major Transit Station Area (PMTSA) boundary, the expected population will exceed the draft minimum densities contemplated in OPA 570 respecting 57 Protected Major Transit Stations Areas at various lands across the City (300 jobs and people per hectare). No one site is expected, or required, to achieve this level of intensification but the draft policies will allow development to exceed the draft minimum densities for the area. This will be achieved, in part, by redesignating some lands from Neighbourhoods to Mixed Use Areas to allow for greater intensification than what is currently contemplated in the Official Plan.

By directing the growth towards the Steeles Transit Station Area, the Plan prioritizes intensification to make efficient use of the land in a way that supports transit investment, infrastructure and viability. The proposed OPA protects for a wider Steeles Avenue to ensure sufficient width for a future bus rapid transit (BRT) within the corridor.

The Secondary Plan will create a complete community along the Yonge Street Promenade that is designed to support healthy and active living. The Secondary Plan contains policies to ensure a range of housing options are provided, including affordable housing through future Inclusionary Zoning. Active modes of transportation are encouraged including planning for cycling connections and multi-use trails. Through the Public Realm policies regarding sustainability and climate resilience, a more resilient community will be able to address climate change over the lifespan of the Plan.

A wide range of uses are permitted in the *Mixed Use Areas* designation to meet the daily needs of area residents and provide for employment opportunities. The public realm and Built Form policies will ensure that development occurs in a manner that is climate resilient and supportive of active forms of transportation, including walking.

OPA 615 is consistent with the PPS and conforms with the Growth Plan.

### Land Use

The proposed changes to the land use designations within the Secondary Plan area is limited to the redesignation of some *Neighbourhoods* lands to *Mixed Use Areas*, largely where the *Neighbourhoods* designation currently abuts land that fronts Yonge Street

and Steeles Avenue East, and the identification of some parks through the redesignation of land to *Parks*.

These land use designation changes are required to permit the built form contemplated by the proposed Secondary Plan policies in order to facilitate appropriate levels of intensification within lands currently designated *Neighbourhoods* which are in close proximity to higher order transit and to advance the Secondary Plan's objectives of creating a complete community with a range of housing types. The proposed changes to the land use designations would also secure some of parks contemplated in the Secondary Plan, particularly within Centerpoint Mall (6464 Yonge Street) and the park secured as part of the development application at 5925-5997 Yonge Street, 11-25 Wedgewood, 1-8 Doverwood Court and 42-54 Cummer Avenue (File No. 16 121334 NNY 24 OZ).

### **Character Areas**

The Secondary Plan area is currently comprised of areas of varying character and development history, including predominantly commercial uses that front Yonge Street, the spine of Yonge Street North, the low-scale *Neighbourhoods* to the east and west of Yonge Street, Centerpoint Mall at Yonge Street and Steeles Avenue West, and Cummer and Drewry Avenues, where the Secondary Plan meets the North York Centre.

In recognition of the varying characteristics of the Secondary Plan area, five character areas were established to address area-specific considerations, including location and proximity to existing and future higher order transit, public realm features, contextually appropriate built form, and development expectations. While each character area has its own unique set of policies to guide growth, together, each character area will support and contribute to a complete community within the Secondary Plan area.

### **Steeles Transit Station Area**

Located at the northern limit of the Secondary Plan area, the Steeles Transit Station Area encompasses almost all of Centerpoint Mall, extending south to Moore Park Avenue, lands east of Yonge Street to Athabaska Avenue, and along Steeles Avenue East to the Secondary Plan's eastern boundary.

This character area is the Secondary Plan's primary area for intensification and is planned to have the greatest heights and most intense built form in order to support the future Yonge-Steeles station and to create an urban node. This portion of the Secondary Plan will deliver the highest concentration of non-residential uses in the Secondary Plan area, with office and institutional uses providing employment opportunities in close proximity to transit. The policies require that large development sites, capable of accommodating multiple buildings, will replace 100 percent of any existing office gross floor area. The Plan directs the provision of a mix of building types that step down as development moves further away from the Yonge Street and Steeles Avenue intersection.

The permissions established by the Secondary Plan, coupled with existing development in the Steeles Transit Station Area, will collectively achieve, or exceed, a minimum population and employment target of 300 combined residents and jobs per hectare, satisfying Growth Plan targets.

### **Yonge Drewry/Cummer Node**

Located at the southern limit of the Secondary Plan area, the Yonge Drewry/Cummer Node extends to Secondary Plan's eastern and western boundaries, south of Connaught Avenue.

Given the character area's adjacency to the North York Centre, development is to be integrated and coordinated with the existing and planned context to ensure a seamless transition in scale and fit of built form and the public realm.

The level of intensification within this character area is dependent on the delivery of the future transit station. Despite the uncertainty surrounding the delivery of the transit station, the Secondary Plan directs the provision of a mix of building types with the highest heights in this character area located at the intersection of Yonge Street and Cummer and Drewry Avenues. Should Cummer Station be constructed as part of the Yonge North Subway Extension project, the permissions for tall buildings, located just east and west of Yonge Street, is provided for in the policies. It is intended that those heights and the intensity of development will step down as development moves further away from the intersection. As detailed earlier in this report, the east side of this Node has recently been the subject of two applications which consist of five tall buildings and a mid-rise building. This portion of the Node is already planned for significant intensification through these site-specific applications.

### **Yonge Main Street**

Located along the spine of the Secondary Plan area, Yonge Main Street encompasses lands that directly front Yonge Street, between Athabaska Avenue and Connaught Avenue.

This character area will function as the primary mid-rise and mixed-use main street framing the Yonge Street promenade which will be an enhanced streetscape that consists of a generous and accessible pedestrian clearway. In order to connect Yonge Street to nearby Goulding and Centre Parks, mid-rise development is directed to deliver enhanced connections, including POPS.

### **Mid-Rise East and West**

Located to the east and west of Yonge Main Street, the Mid-rise East and West areas directly abut lands designated *Neighbourhoods*, both within and outside the Secondary Plan area.

This character area will function primarily as a transition area between the more intense areas within the Secondary Plan and lands designated *Neighbourhoods*. The lands that encompass this character area are currently designated *Neighbourhoods* and are

proposed to be redesignated to *Mixed Use Areas* in order to permit the envisioned built form of contextually appropriate low- and mid-rise buildings. Contextually appropriate mid-rise buildings are coincident with the adjacent right-of-way.

In order to achieve sizeable development parcels to support below-grade parking and the desired built form, lot consolidation is encouraged.

## **Neighbourhoods**

Located east of Dumont Street, to the eastern boundary of the Secondary Plan, and south of Nipigon Avenue, the Neighbourhoods character area encompasses land that will remain designated *Neighbourhoods*.

This character area directs that the area's existing low-rise character be maintained and a variety of low-rise building types, mainly multiplex buildings may be provided to allow for range of housing options and limited intensification of these areas. Lot consolidation is not encouraged by the policies of the Secondary Plan.

## **Centerpoint Mall**

Centerpoint Mall, located at the southwest intersection of Yonge Street and Steeles Avenue West, filed an application to amend the Official Plan in December 2021 (Application No. 21 246686 NNY 18 OZ). This application, for the largest site within the Secondary Plan area, was filed in order to establish a site-specific policy framework for the long-term redevelopment of the site. The application proposes a street network, a large public park central to the site and a mix of building types. The proposed maximum height of 50-storeys would comply with the Secondary Plan policies for maximum height and would generally step down in height away from the intersection as contemplated in the policies. The proposed road network and parkland location is similar to that identified on Maps 4 and 7 of the Secondary Plan.

Staff will continue to work with the applicant to develop policies which provide more detailed direction for the site. These policies will be in accordance with the principles of the Secondary Plan and will be secured through a Site and Area Specific Policy (SASP).

## **Public Realm**

The public realm network envisioned for Yonge Street North is designed as a connected network of spaces providing places for residents, workers, and visitors to gather, interact, and enjoy active and passive recreational opportunities, but also improving mobility and access to and from the surrounding neighbourhoods.

The public realm includes all public and private spaces to which the public has access. It includes, but is not limited to, streets, sidewalks and pedestrian connections, parks, open spaces, privately-owned and publicly accessible spaces (POPS), lanes and the public portion of civic buildings.

The Yonge Street Promenade is the central spine of the Secondary Plan with an enhanced streetscape which is conceptually an extension of REimagining Yonge from the North York Centre Yonge Street Promenade. A new street network provides an opportunity to further link the community and support the creation of a fine grain network of streets and blocks as a basis for development.

Most streets have a minimum three metre setback requirement. Streets where greater pedestrian volumes are anticipated, including Yonge Street, Steeles Avenue, and the enhanced pedestrian routes to parks or where retail uses will be required at-grade, have an approximately four to six metre setback requirement in order to achieve an overall ten metre wide pedestrian boulevard from the curb to the face of the building. These setbacks will provide for a consistent streetwall along the new and existing street network and will ensure there is adequate space for landscaping, tree growth, wide sidewalks, and patios. All streets will include generous landscaping, street furniture, trees, and opportunities for public art. New and reconstructed streets will take a green streets approach and these elements will ensure that streets are comfortable for pedestrians and have a sustainable design approach.

Publicly accessible open spaces include, but are not limited to, open spaces, urban plazas, mid-block connections, and forecourts and will be designed for a wide range of potential uses and amenity for the enjoyment of all users. POPS should be located on Yonge Street to create direct, accessible, and visible pedestrian entrances to higher order transit at major intersections and also to provide direct pedestrian connections between the Yonge Street Promenade and the existing and new parks located to the east and west of Yonge Street. To enhance permeability of new development blocks east and west of Yonge Street, mid-block connections are required, which will generally include a minimum five metre wide landscape space on both sides of the multi-use trails or walkways to accommodate tree planting and garden space. This landscape area will allow for appropriate building separation distances between the buildings on either side of the mid-block connection. The mid-block connection between the Yonge-Steeles subway station and the future park at Centerpoint Mall, should be generally ten meters wide and provide direct pedestrian connections between the subway station or the corner of Yonge Street and Steeles Avenue West and the future park.

On Yonge Street, Steeles Avenue, Cummer and Drewry Avenues all buildings are encouraged to have retail and other active uses on the ground floor with entrances at-grade and windows allowing for views to and from the street. Street-related retail will front at least 75 percent of the building's street frontage.

Public art is to be provided at a value of one percent of the capital budget of major municipal buildings and structures and is to be located on City-owned lands, such as parks and streets. Public art is also encouraged on privately owned lands as part of redevelopment with an associated one percent of gross construction costs to be allocated to public art.

## **Parks and Open Spaces**

Toronto's park system plays an essential role in supporting a healthy, equitable, and livable City. Parks are critical pieces of social infrastructure, promoting physical and mental health, social cohesion, and a sense of local identity. These spaces also serve as green infrastructure by creating habitats, mitigating stormwater impacts, sequestering carbon, and reducing the urban heat island among other ecosystem services. Parkland provision in areas of growth is vital to the creation of complete and healthy communities.

The City's Parkland Strategy guides long-term parks planning, prioritization, and investment throughout the City to ensure the expansion and enhancement of the parks system. The Strategy establishes four Guiding Principles to direct this work: Expand, Improve, Connect and Include. The Parkland Strategy assesses parkland provision City-wide, measuring the amount of parkland available to residents by census area. According to the 2019 assessment, the majority of the Secondary Plan area falls slightly below the City-wide average parkland provision level. The north end of the Secondary Plan area has the lowest parkland provision. This area, along with pockets in the south end, also fall within walkability gaps, where residents do not have access to parkland within a five to ten minute walk of their homes.

Existing conditions and analysis of current trends indicate that additional parkland will be needed throughout the Secondary Plan area as development and growth increases. One of the most important tools that the City has for securing new parks is parkland dedication, as authorized by Section 42 of the *Planning Act*. The use of this tool, securing new parkland as a condition of development, is critical to ensuring the delivery of new parks in areas of high growth and achieving a complete community. In addition to parkland dedication, the City may also strategically acquire land to supplement existing or new parkland, where appropriate. A number of new parks have been secured through the development application review process in and around the Secondary Plan area. While this will improve parkland provision, additional parkland will be required to support the level of anticipated growth.

The Secondary Plan introduces a Long-Term Parks Plan that identifies existing assets, future opportunities, and prioritizes the provision of new parkland through the development application review process. The Plan intentionally locates new parkland in each quadrant of the Secondary Plan area to best serve existing needs and future growth. This includes future parks in the southwest and northwest of the Secondary Plan area, as well as priority areas for parkland expansion, particularly to the northeast. Some of the future parkland identified are currently part of active development applications, while others represent areas of interest to be pursued through future opportunities.

## **Transportation Master Plan and Mobility**

A Transportation Master Plan was developed in conjunction with the Yonge Street North Planning Study to provide a mobility framework for the study area and to inform the policies of the Secondary Plan. The TMP fulfills the requirements of Phases 1 and 2 of

the Municipal Class Environmental Assessment under the *Environmental Assessment Act*.

Key objectives of the TMP include supporting growth in a manner that:

- Increases travel by sustainable travel modes, including transit, walking, and cycling, while reducing reliance on automobile travel;
- Improves traffic safety with a focus on vulnerable road users; and
- Manages the need for increased travel through a shared mobility network and a new parking supply reflective of transit-supportive development.

The TMP undertook an extensive review of existing conditions to identify characteristics of the study area and transportation issues to be addressed. It also anticipates planned transportation infrastructure, such as the future Yonge North Subway Extension from TTC's Finch Station into York Region.

Public consultation was undertaken largely in conjunction with the Yonge Street North Planning Study, with additional transportation-specific consultation components such as a survey of transportation priorities, and a Social Pinpoint mapping tool, which allowed respondents to view and respond to infrastructure options. Feedback was incorporated throughout the TMP process, informing the evaluation process and ultimately the preferred solution. Additional information on the public consultation process is provided in Attachment 2: Public Consultation Summary.

In step with the land use scenarios developed through the Planning Study, the TMP evaluated various scenarios representing different levels of change to transportation components, including the street network, pedestrian infrastructure, cycling infrastructure, and parking policy. The evaluation was based on criteria such as increasing travel mode choice, improving travel safety, encouraging sustainable growth, and enhancing healthy neighbourhoods.

The transportation components that best satisfied the evaluation criteria were combined into a preferred solution. Various components of the TMP preferred solution are reflected in the proposed policies of the Secondary Plan, including:

- A network of public and secondary streets that improve connectivity and support highly walkable and transit-supportive development;
- Pedestrian and cycling infrastructure on new streets and retrofitted existing streets, as well as multi-use trail connections;
- Traffic calming measures and priority pedestrian locations to enhance safety and to discourage speeding;
- Sustainable shared mobility and transportation demand management measures such as bikeshare, carshare, and public electric vehicle charging to be secured through development; and
- Integration of future transportation infrastructure, including the Yonge North Subway Expansion and rapid transit on Steeles Avenue, into the recommended transportation network and public realm structure.

The recommended street network in the Secondary Plan is planned to be implemented over time, with new streets to mostly be constructed incrementally through redevelopment. By increasing connectivity and providing a fine-grained network suitable for transit-supportive growth, the recommended street network addresses the existing discontinuous street network, large block lengths, and deficiencies in pedestrian and cycling infrastructure. Concerns were identified through public consultation about increased vehicular travel on existing roads and safety implications as further development occurs within the Secondary Plan. As a result, one of the objectives of the proposed Secondary Plan street network is to limit traffic impact to neighbourhood areas and implement physical traffic calming measures on local streets such as curb extensions and bumpouts that will be designed and implemented as redevelopment occurs.

Additional safety considerations include proposed traffic signals to reduce the distance between existing pedestrian crossings on key corridors like Yonge Street and Steeles Avenue, responding to the need for more infrastructure to support the anticipated increased pedestrian volumes as growth occurs. The incorporation of protected intersections, particularly where proposed cycling routes intersect, reflect the latest bikeway design guidance to include physical separation between bikes and turning vehicles.

The TMP identified a target mode share for 2041, which would see the proportion of trips being made by automobile reduced to below 30 percent in the peak hours. This is consistent with other growth areas within the City that are supported by high order transit. This shift in mode share is a necessary objective to ensure acceptable operation of the transportation network as a whole. An important component to achieving this is the requirement for new development to demonstrate their alignment with this objective in terms of proposed vehicular parking supply.

Several existing streets, including Yonge Street, Steeles Avenue, Dumont Street and Lariviere Road (and its extension to Beecroft Road), are recommended to adopt updated designs to accommodate enhanced pedestrian, cycling and/or transit infrastructure using a Complete Street design approach. The segment of Yonge Street from Finch Avenue to Steeles Avenue is recommended to be transformed in a similar manner to REimagining Yonge (Phase 1), which entailed widened pedestrian facilities and streetscaping and the inclusion of separated cycling facilities. Implementation of street network changes may require further design studies and feasibility review, in consultation with Transportation Services, including analysis of functional alignments and further property impacts, to move toward inclusion into the capital program. The required right-of-way widths to be protected, as identified by the TMP, are included as proposed amendments to Map 3 - Right-of-Way Widths Associated with Existing Major Streets, and Schedule 1 - Existing Minor Streets with Rights-of-Way Greater than 20 Metres of the Official Plan.

The transportation implementation plan in the Secondary Plan delineates several development areas within the Secondary Plan area and the required transportation infrastructure, including new and modified existing streets, required to enable full redevelopment of the study area. Recognizing that infrastructure development will take place incrementally and in phases, the proposed implementation plan ensures that



streets implemented through redevelopment considers the transportation network holistically in each development area rather than on a site-by-site basis, and requires the demonstration that the transportation network, as a whole, operates acceptably with each additional phase or proposal.

Future transportation demand from planned growth and the impact on transportation capacity was analyzed in the TMP in order to determine the appropriate interventions needed to support intensification. The expansion of the multi-modal street network and the establishment of a network of shared mobility and transportation demand management measures, implemented through redevelopment, are key to reducing automobile reliance and supporting travel.

As redevelopment within the Secondary Plan area continues, transportation monitoring will be undertaken by staff to assess progression in accordance with the objectives of the TMP and Secondary Plan, and to inform adjustments to their approach.

The recommendations in this report would direct staff to use the TMP as the basis of advancing mobility initiatives within the Secondary Plan area and to undertake an implementation strategy to explore feasibility of including recommended projects into the Transportation Services capital program. Staff are also seeking direction to engage with Metrolinx and municipal partners on the continued planning of rapid transit infrastructure, including the Yonge North Subway Extension and bus rapid transit on Steeles Avenue.

## **Housing**

Through staff analysis and consultation with the public and other stakeholders, concerns related to affordability emerged in relation to access and equity within the Secondary Plan and surrounding area. Providing housing that is affordable to a wide range of residents and located to meet the needs of people throughout their life cycle is essential to the goal of an inclusive City.

Through the City's work related to Growth Plan conformity and the MCR, PMTSAs have been identified where the Council-approved Inclusionary Zoning policy framework can be implemented to secure affordable housing as part of future development applications.

On March 25, 2022, Planning and Housing Committee authorized the proposed Official Plan Amendment which delineated 57 PMTSAs and 40 MTSAs to be used for the basis of public consultation. This Official Plan Amendment identified the future Yonge-Steeles subway station, located at the north end of the Secondary Plan area, and the potential Yonge-Cummer subway station, located at the south end of the Secondary Plan area, as PMTSAs, which would enable the City to implement Inclusionary Zoning within the draft delineated area when such a framework is in effect. The draft delineation of these two PMTSAs captures almost of all the Secondary Plan area.

In advance of the implementation of the Inclusionary Zoning framework, the Secondary Plan policies encourage the provision of affordable housing through the use of all

available Official Plan policies and municipal programs and tools to maximize the provision of affordable rental housing on large sites as they are redeveloped.

In order to ensure housing is provided for a range of family types and sizes, the Secondary Plan requires developments that contain more than 80 new residential units to provide a minimum of 40 percent of the total number of new units as a combination of two- and three-bedrooms units, including: a minimum of 15 percent of the total number of units as two-bedroom units; a minimum of 10 percent of the total number of units as three-bedroom units; and an additional 15 per cent of the total number of units being a combination of 2- and 3-bedroom units.

### **Community Services and Facilities**

Community Services and Facilities (CS and F) are an essential part of vibrant, strong and complete communities. CS and F contribute to the social, economic and cultural development of the city and are vital in supporting liveable communities. CS and F are publically accessible, non-profit facilities and places where City divisions, agencies and boards deliver programs and services. These include child care centres, libraries, recreation facilities, and community space for human services and education.

A CS and F study was undertaken to evaluate the capacity of the existing CS and F networks serving the broader North York Centre and Yonge Street North areas. This work was undertaken in collaboration with City divisions, agencies, and boards to identify community service facility improvements needed to support the anticipated growth and to inform future capital planning processes. The study findings support the need to maintain, improve, and expand existing CS and F in the North York Centre and Yonge Street North areas to keep pace with anticipated growth. Demographic trends, capital and service plans, and review of the existing conditions of CS and F identified a number of existing needs and emerging priorities for the provision of CS and F to support current and future growth.

Findings of the CS and F study identified local priorities including new non-profit childcare facilities, new and enhanced park amenities, enhancements to existing library branches, advancement of the new Newtonbrook Community Recreation Centre, and space for non-profit community-based organizations that are eligible for the City's Community Space Tenancy Policy. The proposed Secondary Plan policies address these service gaps by encouraging the provision of new, and the expansion of, existing CS and F. These services and facilities will be funded or delivered through capital budgets and/or in-kind contributions secured in conformity with the Community Benefits Charge.

School sites and school facilities play an important role as learning institutions and are also an integral community resource providing space, play spaces and green and open spaces that support the community. Both the Toronto District School Board (the "TDSB") and the Toronto Catholic District School Board (the "TCDSB") undertake ongoing evaluation and monitoring to inform program and accommodation planning.

The proposed Secondary Plan policies acknowledge the importance schools play in communities and direct that schools be planned to keep pace with changing needs through the monitoring of growth to evaluate the school boards' ability to accommodate future growth based on enrolment projections and utilization rates. The policies also direct the school boards to consider potential partnership opportunities, should there be a need to address future accommodation concerns. It is recognized however, that the funding and delivery of new schools is a provincial responsibility.

## **Built Form**

The Secondary Plan builds on the Built Form policies of the Official Plan to provide policies for the plan area that directs built form to ensure a well-proportioned and pedestrian-scaled streetscapes and comfortable public realm spaces, while allowing for a wide variety of building types and heights.

The Secondary Plan provides built form direction for a mix of building types, a variation of building heights, and provides for a transition in scale from the highest heights and intensity at the future Yonge-Steeles subway station and in the Drewry/Cummer Node, down to different heights and intensity in the Plan area and to the boundaries of the Plan. In addition to the consistent building setbacks mentioned in the Public Realm section, a well defined and consistent base building height for both tall and mid-rise buildings will frame the street and provide a comfortable pedestrian realm, with both of these being no higher than 80 percent of the adjacent right of way width. In addition, appropriate building stepbacks will set the taller portions of buildings away from the streets and parks to ensure that the scale of the base building height is legible from a pedestrian perspective and to maximize the sunlight and skyview on the adjacent streets and parks. A standard minimum stepback of three metres is required for all streets and parks. Mid-rise buildings will ensure that a minimum of five hours of continuous sunlight onto the adjacent street boulevards in the spring and autumn equinoxes is provided. Tall buildings (either for residential or non-residential uses) will provide a minimum separation distance of 25 metres.

The Steeles Transit Station Area will redevelop with tall, mid-rise, and low-rise buildings, with the greatest heights and densities at the intersection of Yonge Street and Steeles Avenue. Heights will generally step down as development moves further away from the intersection and transition in scale to areas of different heights and intensity in the Plan area. Heights along the furthest edges of the Plan area will be compatible with the heights outside the Plan area. The maximum tall building height at Steeles Transit Station Area will be 50-storeys, located at the Yonge Street and Steeles Avenue intersection. Tall buildings will provide visible transition down in height of approximately five-storeys between tall buildings away from the highest height at the intersection. In addition, tall buildings fronting onto Yonge Street and Steeles Avenue within the Steeles Transit Station Area will have a minimum ten metre stepback requirement from the base building on Yonge Street and a minimum five metre stepback requirement from the base building on Steeles Avenue to allow for better sunlight access, reduce wind impact, and provide thermal comfort onto the adjacent public realm spaces along Yonge Street and Steeles Avenue. Mid-rise buildings will abut the east side of Yonge Street within the Steeles Transit Station Area due to significant infrastructure within the existing lane which limits the potential for tall building development. Tall buildings will be

permitted east of the public lane. Mid-rise and low-rise buildings will also be located along the southern and eastern edges of the Steeles Transit Station area to provide transition in scale to the boundaries of the plan area.

The Yonge Drewry/Cummer Node will redevelop with tall, mid-rise, and low-rise buildings, with the greatest heights and densities at the Yonge Street and Drewry/Cummer Avenues intersection. Heights and densities will generally step down as development moves further away from the intersection and transition in scale to areas of different heights and intensity in the Plan area and to the boundaries of the Plan. The policies of the Secondary Plan permit tall buildings further from Yonge Street (behind tall buildings on Yonge Street) should a subway station be constructed at the intersection, reflecting provincial policy of directing intensification towards higher order transit. The maximum tall building height at Yonge Drewry/Cummer Node will be 45-storeys, located at Yonge Street and Drewry/Cummer Avenue intersection. Tall buildings will provide visible transition down in height of approximately five-storeys between tall buildings away from the highest height at intersections. Tall buildings fronting onto Yonge Street within the Yonge Cummer/Drewry Node will be set back minimum five metres from the Yonge Street building façade with staggered tower placement to allow for better sunlight access, reduce wind impact, and provide thermal comfort onto the adjacent public realm spaces along Yonge Street.

Yonge Street, south of the Steeles Transit Station Area and north of the Yonge Drewry/Cummer Node, will function as the primary mid-rise, mixed-use main street framing the Yonge Street Promenade. These mid-rise buildings in the Yonge Main Street area will fit within a 45-degree angular plane taken from a height equivalent to 80 percent of the abutting right-of-way at the property line to ensure a minimum of five hours of continuous sunlight onto the adjacent street boulevards in the spring and autumn equinoxes. With the unique alignment of Yonge Street, slightly angled from the north south grid, the policies specifically reference the minimum five hour sunlight to be from 10:30 am to 3:30 pm which should be met.

To the east and west of the Yonge Main Street, the built form and level of intensification will provide a transition in height and built form between the more intense areas within the Secondary Plan Area and lands designated *Neighbourhoods*, both within and outside of the Secondary Plan Area. Development will have mid- and low-rise buildings. The mid-rise buildings within the Mid-rise East and West areas will fit within a 45-degree angular plane taken from a height equivalent to 80 percent of the abutting right-of-way at the property line to ensure a minimum of five hours of continuous sunlight onto the adjacent street boulevards in the spring and autumn equinoxes.

Neighbourhoods within the Secondary Plan Area will retain their existing low-rise character and will provide for a variety of low-rise building types, such as duplex, triplex and other multi-unit buildings. The maximum building height in *Neighbourhoods* will be four-storeys and lot consolidation is not encouraged by the policies of the Secondary Plan. This will allow for a greater range of housing options with the area while retaining the existing character of the low-rise area.

## **Environment and Climate Resilience**

In order to respond to climate change, the Secondary Plan policies direct that development be more resilient to climate change through measures integrating green infrastructure, increasing the tree canopy, promoting landscapes with native species and pollinators, and protecting and enhancing open space features that increases biodiversity. In addition, development is to incorporate low-carbon and renewable thermal energy technologies such as geo-exchange and solar thermal systems, as well as heat recovery from sources such as sewers, data centres, and industry to reduce greenhouse gas emissions. The policies of the Plan recognize that designing for climate adaptation and resilience to extreme weather can be accomplished creating new buildings, landscapes, the public realm, and parks and open spaces that reduce heat exposure, impervious surfaces and flooding through provision of green infrastructure, expanding the tree canopy, and enhancing biodiversity.

The Secondary Plan recognizes the role an improved and expanded public realm plays in contributing to a sustainable and climate resilient community. The Secondary Plan policies direct that streets and lanes be designed with a green streets approach and the design of the public realm minimize environment impacts, reduce greenhouse gas emissions from materials, manage stormwater, and reduce impact of heat exposure.

## **Servicing**

The Secondary Plan does not identify any infrastructure upgrades as part of the policies. Rather, development will be responsible for any required upgrades to support proposed development. In accordance with Schedule 3 - Application Requirements of the Official Plan, engineering reports and drawings which identify any required upgrades will be required as part of complete development application.

## **Implementation**

The implementation policies of the Secondary Plan direct how the Secondary Plan vision will be carried out over time. The policies first direct that the Plan be read as a whole, together with the policies of the Official Plan and in the event of conflict, the Secondary Plan policies will prevail.

The Secondary Plan identifies that a block context plan may be required as part of a complete application in instances where proposed development encompasses a portion of a block. The block context plan will provide a conceptual and comprehensive demonstration of potential future development of properties surrounding a site.

The street network and pedestrian and cycling infrastructure identified in the TMP is necessary to achieve the TMP's objective of improving connectivity and supporting highly walkable and transit-supportive development. As a result, lands that have been identified for streets and lanes in the Secondary Plan area will be acquired through redevelopment and the transportation network improvements, including the location, alignment, and design, will be refined, protected, and implemented through the development application review process.

The reliance on redevelopment to secure and deliver many transportation network improvements means these improvements and the expansion of the street network will occur incrementally overtime. Through the development application review process, it must be demonstrated that each phase of the Transportation Implementation Plan, in relation to the proposed street network, will be fully functional as part of the overall road network, prior to the implementation of subsequent phases. Staff will also undertake a further implementation strategy and feasibility analysis for including network improvements as appropriate into the Transportation Services capital program.

In instances where the delivery of transportation network improvements involves numerous landowners, the Secondary Plan encourages landowners to enter into landowner agreements with each other, and potentially the City, to identify respective responsibilities regarding the coordination, provision, financing, cost-sharing, front ending and/or phasing of infrastructures required to support development in the Secondary Plan area.

The Secondary Plan also permits the use of Holding provisions to require transportation improvements identified in the Transportation Implementation Plan prior to new residential development being permitted.

Lastly, the implementation policies of the Secondary Plan direct the development of urban design guidelines to ensure that further guidance is provided in relation to public realm features as well as specific built form guidelines to support a variety of built forms and pedestrian-supportive streetscapes.

## **Modifications**

City staff posted a draft version of OPA 615 on the Study's website for the public's feedback prior to finalizing the policies. Refinements have been made to the policy language to either clarify the intent or objectives of the policy. None of these changes were substantial or had any impact to the overall vision or intent of the Secondary Plan.

## **Conclusion**

The Official Plan Amendment contained in Attachment 1 of this report reflects the outcome of community consultation to provide a transformative planning framework that achieves critical city-building objectives and contributes to a transit-supportive complete community. The OPA is consistent with the policies and intent of the Provincial Policy Statement (2020) and conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020).

This report recommends that Council adopt the attached OPA, endorse the TMP contained in Attachment 3 of this report, direct staff to undertake an implementation strategy and explore the feasibility of the proposed street network, active transportation network, and traffic safety improvements outlined in the TMP. This report also recommends City Council to direct staff to engage with Metrolinx to initiate planning work for bus rapid transit along the Steeles Avenue corridor in coordination with any City-led initiatives on the corridor, to engage with Metrolinx and the owner of Centerpoint Mall related to the possible location of a bus terminal on the Centerpoint

Mall lands, to address appropriate integration of a bus terminal and the subway station and to bring forward Urban Design Guidelines for the Yonge Street North Secondary Plan Area.

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## **SIGNATURE**

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David Sit, MCIP, RPP, Director  
Community Planning, North York District

## **ATTACHMENTS**

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### **City of Toronto Data/Drawings**

- Attachment 1: Draft Official Plan Amendment - Yonge Street North Secondary Plan
- Attachment 2: Public Consultation Summary
- Attachment 3: Yonge Street North Transportation Master Plan
- Attachment 4: Policy Considerations
- Attachment 5: Official Plan Land Use Map 16 (Existing)

**Attachment 1: Draft Official Plan Amendment - Yonge Street North Secondary Plan**



**Attachment 2: Public Consultation Summary**

**Attachment 3: Yonge Street North Transportation Master Plan**

## **Attachment 4: Policy Considerations**

### **Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans**

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

### **The Provincial Policy Statement (2020)**

The Provincial Policy Statement (2020) (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 use and management of land and infrastructure;
- ensuring the sufficient provision of housing to meet changing needs including affordable housing;
- Ensuring opportunities for job creation;
- Ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs; and
- Protecting people, property and community resources by directing development away from natural or human-made hazards.

The provincial policy-led planning system recognizes and addresses the complex interrelationships 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 issued under Section 3 of the *Planning Act* and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

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.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.6 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."

### **A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)**

The Growth Plan came into effect on August 28, 2020. The Growth Plan continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe ("GGH") region, of which the City forms an integral part. The

Growth Plan establishes policies that require implementation through an MCR, which is a requirement pursuant to Section 26 of the *Planning Act*.

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.

### **Planning for Major Transit Station Areas**

The Growth Plan contains policies pertaining to population and employment densities that should be planned for in a MTSA along priority transit corridors or subway lines. MTSA's 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 the City update its Official Plan to individually delineate MTSA boundaries and demonstrate how the MTSA's are planned for the prescribed densities as part of the current MCR.

Protected Major Transit Station Areas (PMTSA) will become a subset of the 180+ MTSA's in the City of Toronto. Under Policy 2.2.4.5 of the Growth Plan, the City may delineate MTSA's before the MCR is completed provided the delineation is for a PMTSA in accordance with Section 16(15) of the *Planning Act*. Section 16(15) of the *Planning Act* calls for Official Plan policies that:

- Identify the minimum number of residents and jobs, collectively, per hectare that are planned to be accommodated in the area;
- Identify the authorized uses of land and of buildings or structures on lands in the area; and
- Identify the minimum densities that are authorized with respect to buildings and structures on lands in the area.
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Appeals of the Minister's decision on PMTSA's to the Ontario Land Tribunal (the "OLT") are limited under existing legislation. If approved by the Minister, matters addressed in the approved PMTSA that will be reflected in the City-initiated Zoning By-law Amendment are likewise subject to very limited appeal rights under Section 34(19.5) of the *Planning Act*. No amendments to a PMTSA are permitted without the approval of the Minister, inclusive of minor variances.

At its meeting of March 25, 2022, Planning and Housing Committee considered a report from the Chief Planner and Executive Director, City Planning regarding draft OPA 570 which identified 57 PMTSA's. Planning and Housing Committee directed that draft OPA 570 be used for the basis of consultation and that staff report back to the July 5, 2022 meeting. The future Yonge-Steeles subway station is identified as a PMTSA in draft OPA 570. Planning and Housing Committee's decision and the staff report may be found here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH32.7>

## **Inclusionary Zoning**

Provincial regulation permits the City to implement an Inclusionary Zoning policy framework in order to secure affordable housing through new development. The implementation of Inclusionary Zoning is limited to PMTSAs (or where a Development Permit System by-law is in place) under Section 16(5) of the *Planning Act*. The identification and delineation of PMTSAs in areas of high growth and strong market conditions has been identified as a priority component of the City's Growth Plan Conformity Exercise.

On November 9, 2021, City Council adopted OPA 557 and Zoning By-law 941-2021, introducing Inclusionary Zoning policies into the Official Plan and City-wide Zoning Bylaw 569-2013. The OPA requires residential developments within PMTSAs to include affordable housing units. The Decision History can be accessed at this link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH28.1>

## **Official Plan**

The Official Plan is the City's primary land use planning document. The Official Plan contains policies which guide where and how the City grows, its housing, commercial and employment areas, ensures the stewardship of the City's green spaces, and directs expansion and improvement of the City's transportation network, among other directions. The proposed secondary plan will build upon, revise and enhance the policy direction in the Official Plan in order to guide future decision making within the plan area.

## **Chapter 2 – Shaping the City**

The entire extent of Yonge Street, within the Secondary Plan area, is identified as an *Avenue* on Map 2 – Urban Structure and as a Transit Corridor expansion element on Map 4 – Higher Order Transit Corridor. Map 3 – Right-of-Way Widths Associated with Existing Major Streets identifies Yonge Street as having a planned right-of-way width of 33 metres and Steeles Avenue as having a planned right-of-way width of 36 metres.

### **Section 2.2 Structuring Growth in the City: Integrating Land Use and Transportation**

Policies of the Official Plan protect the integrity of the City's transportation network and steers future growth to areas that are well served by transit, including the *Avenues*. The integration of transportation and land use planning is critical in achieving the overall aim of increasing accessibility throughout the City. The Official Plan directs growth to the *Avenues*, among other areas, in order to use municipal land, infrastructure and services efficiently; concentrate jobs and people in areas well served by surface transit and rapid transit stations; promote mixed use development to increase opportunities for living close to work and to encourage walking and cycling for local trips; and facilitate social interaction, public safety and cultural and economic activity.

#### **Section 2.2.3 Avenues: Reurbanizing Arterial Corridors**

*Avenues* are "important corridors along *major streets* where reurbanization is anticipated and encouraged to create new housing and job opportunities while

improving the pedestrian environment, the look of the street, shopping opportunities, and transit service for community residents." The Official Plan recognizes that each *Avenue* is different "in terms of lot sizes and configuration, street width, existing uses, neighbouring uses, transit service, and streetscape potential." The *Avenues* policies direct development in *Mixed Use Areas* on an *Avenue* to support and promote the use of transit, contribute to the creation of a range of housing options, contribute to an attractive, safe and comfortable pedestrian environment, provide universal physical access to all publicly accessible spaces and buildings, and be served by adequate hard and soft services.

### **Section 2.3.1 Healthy Neighbourhoods**

The Official Plan contains principles for steering growth and change to some parts of the City, while protecting neighbourhoods and green spaces from development pressures. By focusing most new residential development along the *Avenues*, among other areas, the shape and feel of the neighbourhoods can be preserved. At the boundary points between the neighbourhoods and growth areas, development in growth areas will have to demonstrate a transition in height, scale, and intensity as necessary to ensure that the stability and general amenity of the adjacent neighbourhood areas are not adversely affected.

The Official Plan, through Policy 2.3.1.5, outlines that development in *Mixed Use Areas*, *Regeneration Areas* and *Apartment Neighbourhoods* 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; orient and screen lighting and amenity areas so as to minimize impacts on adjacent land in those *Neighbourhoods*; locate, screen or enclose service areas and any surface parking and access to underground and structured parking so as to minimize impacts on adjacent land in those *Neighbourhoods*; and attenuate resulting traffic and parking impacts on adjacent neighbourhood streets.

## **Chapter 3 – Building a Successful City**

### **Section 3.1.1 The Public Realm**

The Public Realm policies provide guidance on the roles and key relationships between elements of the public realm as well as direction on the expansion, enhancement, and maintenance of the public realm through development review and capital projects.

The Official Plan states that the public realm will provide the organizing framework and setting for development; foster complete, well-connected walkable communities that meet daily needs of people and support a mix of activities; support active transportation and public transit use; provide a comfortable, attractive and vibrant, safe and accessible setting for civic life and social interaction; contribute to the identity and physical character of the City and its neighbourhoods; be functional and fit within a larger network; and contribute to the City's climate resilience.

The Official Plan recognizes that City streets are significant public open spaces which connect people and places and support the development of sustainable, economically

vibrant, and complete communities. New and existing streets are to incorporate a Complete Streets approach and be designed to balance the needs and priorities of the various users and uses; improve the quality and convenience of active transportation options by giving full consideration to the needs of pedestrians, cyclists, and public transit users; reflect the differences in local context and character; provide building access and address, as well as amenities such as view corridors, sky view, and sunlight; and serve as community destinations and public gathering places.

Policy 3.1.1.8 describes the ways in which streets will be designed, which includes promoting a connected network of streets that offers safe and convenient travel options; providing connections with adjacent neighbourhoods; dividing larger sites into smaller development blocks; providing access and address for new development; allowing the public to freely enter without obstruction; and implementing the Complete Streets approach, among other considerations.

Lanes are also recognized for providing an important function as off-street access for vehicles, parking, and servicing. As part of the public realm, lanes are to be public and designed with consideration for safe, accessible, and comfortable pedestrian and cyclist movement.

Interior concourses, plazas, pedestrian mews, and mid-block connections, whether private or publically owned, complement and extend the role of public streets and parks and open spaces. These spaces are to be designed for users of all ages and abilities and be comfortable, safe and integrated into the local network of pedestrian movement with direct access from the public sidewalk and clear way-finding within.

Through policies 3.1.1.13 and 3.1.1.16, the Official Plan directs that sidewalks and boulevards be designed to provide safe, attractive, interesting, and comfortable spaces for uses of all ages and abilities and that development will prioritize the preservation, long-term growth and increase the amount of healthy trees.

Policies 3.1.1.19 and 3.1.1.20 provide direction on the location, design, and accessibility of new parks and open spaces, including privately owned public spaces (POPS), to ensure they are prominent, visible, functional, and accessible; designed for users of a variety of ages and abilities; provide for a range of amenities; and are well integrated into the broader public realm.

### **Section 3.1.2 Built Form**

The Built Form policies provide principles on key relationships of the location and organization of development, its massing and appropriate amenity within the existing and planned context to inform the built form, and ensure that new buildings will promote and achieve the overall objectives of the Official Plan.

The Official Plan directs that development will be located and organized to fit with its existing and planned context and provides guidance on how this is achieved.

Development is expected to frame and support adjacent streets, lanes, parks, and open spaces to promote civic life and the use of the public realm; provide additional setbacks

or open spaces at street intersections; and provide ground floor uses, clear windows, and entrances that allow views from and, where possible, access to adjacent streets, parks, and open spaces. Policy 3.1.2.2 states that development will provide accessible open space, where appropriate, and Policy 3.1.2.3 states that development will protect privacy within adjacent buildings by providing setbacks and separation distances from neighbouring properties and adjacent building walls containing windows.

Through Policy 3.1.2.4, the Official Plan states development will locate and organize vehicle parking, vehicular access and ramps, loading, servicing, storage areas, and utilities to minimize their impact and improve the safety and attractiveness of the public realm, the site and surrounding area by using shared service areas; consolidating and minimizing the width of driveways and curb cuts across the public sidewalk; providing underground parking, where appropriate; and limiting new, and removing existing, surface parking and vehicular access between the front face of a building and the public street or sidewalk. In addition, Policy 3.1.2.5 states that development will be located and massed to fit within the existing and planned context, define and frame the edges of the public realm with good street proportion, fit with the character, and ensure access to direct sunlight and daylight on the public realm by providing streetwall heights and setbacks that fit harmoniously with the existing and/or planned context and stepping back building mass and reducing building footprints above the streetwall height.

New indoor and outdoor shared amenity spaces are to be provided as part of multi-unit residential development that are high quality, well designed, and consider the needs of the residents of all ages and abilities over time and throughout the year.

### **Section 3.1.3 Built Form – Building Types**

This section of the Official Plan provides policy direction for three scales of building types – Townhouse and Low-Rise Apartments, Mid-Rise, and Tall – for residential, office and mixed-use intensification. The Official Plan recognizes tall buildings are an intensive form of growth that comes with both opportunities and challenges that play a role in achieving residential and employment growth objectives in some parts of the City. Tall buildings should only be considered where they can fit into the existing or planned context, and where the site's size, configuration, and context allows for the appropriate design criteria to be met.

The Official Plan encourages a mix of building types on sites that can accommodate more than one building. Where a development includes more than one building, the site will be designed to ensure appropriate site organization and building locations that provide parcels of appropriate size and shape for the mix of building types; define and support existing and proposed streets, lanes, parks and open spaces at appropriate scales; ensure appropriate spacing of buildings; and ensure appropriate transition in scale between buildings of different scales and types and other lower-scaled uses.

Townhouse and low-rise apartment buildings, are generally no taller than four-storeys and provide desirable, grade-related housing in a form that is more intensive than detached and semi-detached houses. Low-rise building types may be designed as infill buildings on small sites or included as part of large sites to increase the range of building types. These building types will provide direct access to and be visible from



public streets, pedestrian mews, and walkways; integrate with existing grades at the property line; and allow for daylight and privacy on occupied ground floor units by providing appropriate facing distances, building heights, angular planes, and step-backs.

Mid-rise development are a transit-supportive form of development with building heights that are contextual and informed by the width of the right-of-way which the building fronts. Mid-rise buildings help establish and reinforce an urban environment through a form that is repeatable, moderate in scale, has predictable street proportion, and allows for access to sunlight and sky views. The design of mid-rise buildings will have heights that are generally reflective of the width of the right-of-way which the building fronts, maintain street proportion and open views of the sky by stepping back building massing, and allow for daylight and privacy on occupied ground floor units by providing appropriate facing distances, building heights, angular planes, and step-backs. Mid-rise buildings on corner sites with different right-of-widths will have building heights along each street edge that relates to the corresponding right-of-way.

Tall buildings are defined as buildings that are generally greater in height than the width of the adjacent right-of-way and designed to consist of three parts: a base, tower, and a top. The base portion should respect and reinforce good street proportion and pedestrian scale and be lined with active, grade-related uses. The tower portion should be designed to reduce the physical and visual impacts of the tower from the public realm; limit shadow impacts on the public realm and surrounding properties; maximize access to sunlight and open views of the sky from the public realm; limit and mitigate pedestrian level wind impacts; and provide access to daylight and protect privacy in interior spaces within the tower. The top portion should be designed to integrate roof top mechanical systems; limit and shape the size of tower floorplates; provide appropriate separation distances; and locate and shape balconies to limit shadow impact.

### **Section 3.1.4 Public Art**

Public art can celebrate the cultural diversity and creativity of communities and contribute to the identity and character of a place by telling a story about the area's history. The Official Plan lists the way in which public art, that reflects the City's cultural diversity and history, will be promoted which includes encouraging the inclusion of public art in all significant private sector development across the City.

### **Section 3.2.1 Housing**

Adequate and affordable housing is a basic requirement. The City's Official Plan calls for a full range of housing, in terms of form, tenure, and affordability across the City. The City's Affordable Housing Open Door Program provides financial contributions including capital funding and incentives such as exemptions from development charges and property taxes, fast-tracks planning approvals through the approvals process for projects that meet the intent of the City's Official Plan.

### **Section 3.2.2 Community Services and Facilities**

Locally-delivered community services form part of the essential support to people living and working in the City and are the building blocks of neighbourhoods. Preserving and improving access to facilities in established neighbourhoods and providing for a full range of community services and facilities in areas experiencing major or incremental physical growth, is a responsibility to be shared by the City, public agencies, and the development community.

The Official Plan directs that adequate and equitable access to community services and local institutions will be encouraged by providing and preserving local community service facilities and improving and expanding local community service facilities and local institutions in established neighbourhoods and ensuring an appropriate range in areas of major or incremental physical growth.

### **Section 3.2.2 Parks and Open Spaces**

The Official Plan includes policies to ensure that Toronto's systems of parks and open spaces are maintained, enhanced and expanded. The Plan sets out a framework for securing new parkland as a condition of development that considers factors such as parkland supply, accessibility, quality, and growth. The Plan identifies rates for parkland dedication based on a measure of existing local parkland supply and type of development. Where on-site parkland dedication is not feasible, the Plan allows for off-site dedication or cash-in-lieu. Further, the Official Plan provides guidance on the location and configuration of land to be conveyed as parkland includes matters of quality, safety, accessibility, utility, and connection.

## **Chapter 4 – Land Use Designations**

Lands within the Secondary Plan are primarily designated *Mixed Use Areas and Neighbourhoods, with Parks interspersed*, as shown on Map 16 – Land Use Plan, refer to Attachment 5.

### **Section 4.1 Neighbourhoods**

*Neighbourhoods* are considered physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, and townhouses, as well as interspersed walk-up apartments that are no higher than four-stories. Parks, low scale institutions, home occupations, cultural and recreational facilities and small-scale retail, service, and office uses are also provided for in *Neighbourhoods*.

### **Section 4.3 Parks and Open Space Areas**

The *Parks and Open Space Areas* designation generally prohibits development within *Parks and Open Space Areas* except for recreational and cultural facilities, conservation projects, cemetery facilities, public transit, and essential public works and utilities where supported by appropriate assessment. These areas generally include the parks and open spaces, valleys, watercourse and ravines, golf courses and cemeteries that comprise the green open space network within the City.

## **Section 4.5 Mixed Use Areas**

The *Mixed Use Areas* designation permits a broad range of commercial, residential, and institutional uses and includes policies and development criteria to guide development and its transition between areas of different development intensity and scale.

Development criteria for *Mixed Use Areas* include:

- Creating a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- Providing for new jobs and homes for Toronto's growing population on underutilized lands;
- Locating and massing new buildings to provide a transition between areas of different development intensity and scale, through means such as providing appropriate setbacks and/or stepping down of heights, particularly towards lower scale Neighbourhoods;
- Locating and massing new buildings to frame the edges of streets and parks;
- Providing an attractive, comfortable and safe pedestrian environment;
- Providing good site access and circulation and an adequate supply of parking for residents and visitors;
- Locating and screening service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and
- Providing indoor and outdoor recreation space for building residents in every significant multi-residential development.

## **Chapter 5 – Implementation: Making Things Happen**

### **Section 5.2.1 Secondary Plans: Policies for Local Growth Opportunities**

The Official Plan states that Secondary Plans establish local development policies and guide the creation of new neighbourhoods and employment areas while ensuring adequate public infrastructure and environmental protection. Secondary Plan policies adapt and implement the objectives, policies, land use designations, and overall planning approach of the Official Plan to fit local contexts and are adopted as amendments to the Official Plan.

The Official Plan directs that Secondary Plans will set the stage for reurbanization of a defined area; generally be prepared in consultation with the community; promote a desired type and form of physical development; and indicate overall capacity for development in the area, affordable housing objectives, land use policies for redevelopment, urban design objectives and parameters, necessary infrastructure investment with respect to transportation services, community and social facilities, parks and recreation services, or other local or municipal services, among others.

The City of Toronto Official Plan can be found at the following link:

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

## **Policy Documents for Lands Abutting the Secondary Plan Area**

Comprised of lands located along Yonge Street and the northern boundary of the City of Toronto, the Secondary Plan area directly abuts the North York Centre, along Yonge Street, and the Cities of Vaughan and Markham, north of Steeles Avenue and to the east and west of Yonge Street. These areas each have their own existing or emerging vision as outlined in the City of Toronto's North York Centre Secondary Plan, the City of Vaughan's Yonge-Steeles Corridor Secondary Plan, and the City of Markham's Yonge Corridor Land Use and Built Form Study. To ensure a coordinated vision for the Secondary Plan area, staff consulted these policy documents and met with staff of neighbouring municipalities over the course of the Yonge Street North Planning Study.

## **Design Guidelines**

Policy 5.3.2.1 of the Official Plan states that guidelines will be adopted to advance the vision, objectives, and policies of the Official Plan. Urban design guidelines are intended to provide a more detailed framework for built form and public improvements. Numerous design guidelines were consulted through the drafting of the Secondary Plan policies, including guidelines related to building types, streetscape and public spaces, housing, public art, and healthy communities. Despite the advancement of some guideline direction through the Secondary Plan policies, all applicable guidelines are to be consulted and applied during the development application review process.

## **Toronto Green Standards**

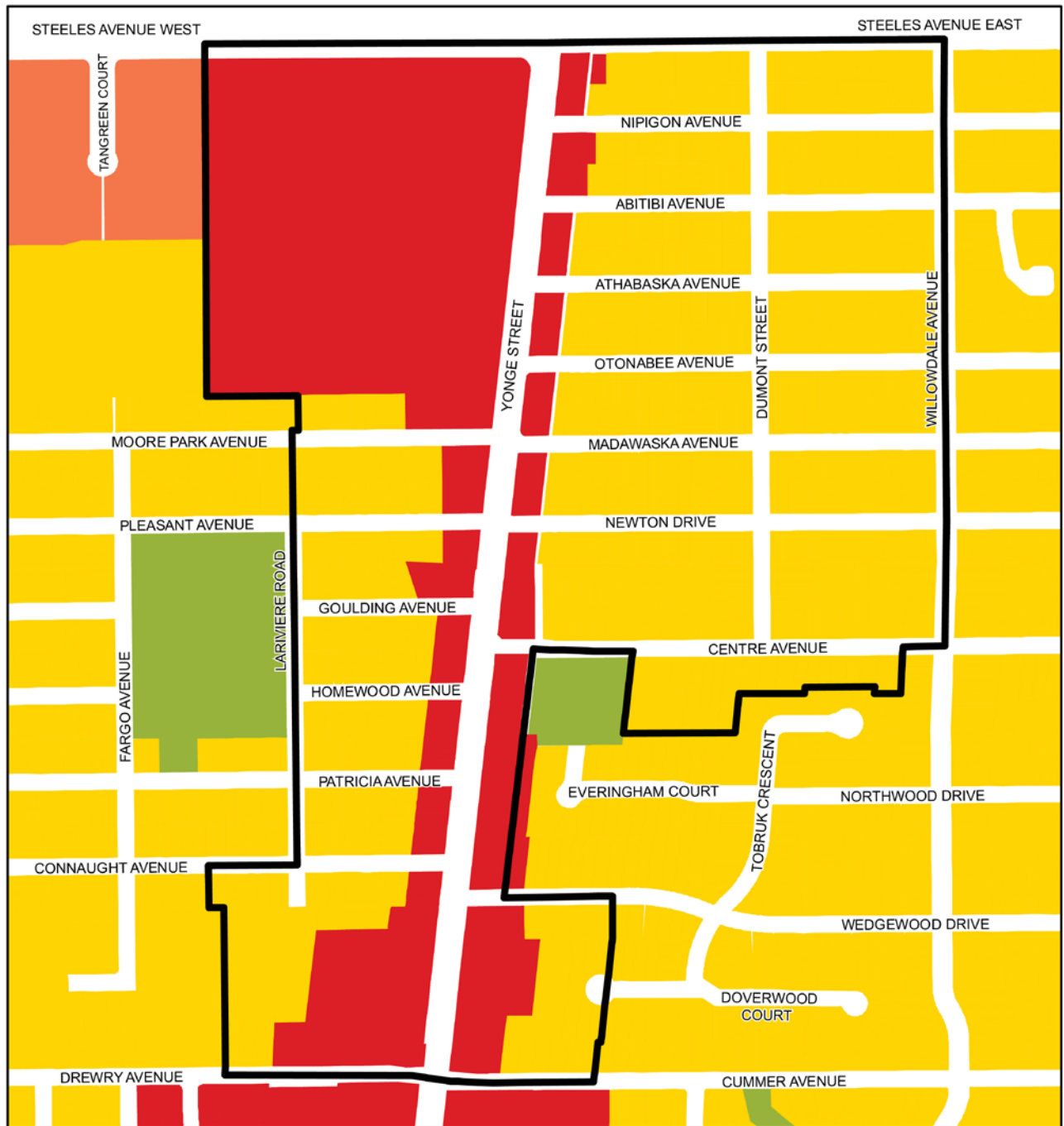
Climate change mitigation and resilience are key concerns of the City. On October 2, 2019, City Council declared a Climate Emergency and set a new goal to achieve net zero greenhouse gas emissions by 2050 or sooner. In 2021, an updated TransformTO Net Zero Strategy was adopted by Council, outlining a pathway to achieve net zero emissions by 2040, including accelerating the TGS implementation dates for GHG emissions limits to 2025 and 2028 so that buildings constructed on or after 2030 are near zero emissions. In June 2019, the Resilience Strategy was published, which set out that new development should be resilient to a changing climate.

The Toronto Green Standard (the "TGS") sets out the key sustainable performance measures new developments are required to meet to address climate mitigation and resilience including the pathway to achieving zero emissions for new development. The updated TGS Version 4 (adopted by Council in July 2021) also includes enhanced performance measures for green infrastructure to manage stormwater, increase tree canopy, improve biodiversity, and reduce urban heat island impacts, and introduces voluntary measures to reduce embodied carbon in building materials. The TGS also supports other City-wide strategies related to environmental sustainability, including the Ravine Strategy and Biodiversity Strategy.

The TGS can be found at the following link:

<https://www.toronto.ca/citygovernment/planningdevelopment/official-plan-guidelines/toronto-green-standard/>.

# Attachment 5: Official Plan Land Use Map 16 (Existing)



## Official Plan Land Use Map #16

## Yonge Street North Secondary Plan

- Yonge Street North Secondary Plan
- Neighbourhoods
- Apartment Neighbourhoods
- Mixed Use Areas
- Parks

Not to Scale
   
 06/27/2022