

Downsview Community Development Plan

Date: April 16, 2024

To: Economic and Community Development Committee

From: Executive Director, Social Development Finance and Administration and
General Manager, Economic Development and Culture

Wards: Ward 6 - York Centre

SUMMARY

The Downsview lands present a unique opportunity for the public and private sector to collaborate closely with community partners to build Canada's largest development project. Over 30+ years and at full build-out, it is estimated that the Downsview Secondary Plan Area will accommodate approximately 115,000 new residents (63,000 units) and 52,000 workers, representing one of the largest city-building efforts in the history of Toronto. This is a transformative opportunity to stitch existing and new communities together, enabling the development of more resilient, equitable and connected communities. As an outcome of the Update Downsview Study, a comprehensive planning framework for the Downsview Area will be brought forward for Council approval. The Update Downsview Study deliverables include:

- Downsview Secondary Plan;
- Downsview Community Development Plan;
- Downsview Urban Design Guidelines;
- Zoning By-law for Meanwhile Uses; and
- Master Environmental Servicing Plan.

With the exception of the Community Development Plan, the Study deliverables are proceeding through Planning and Housing Committee during the same Council cycle as the Community Development Plan.

Growing evidence suggests that without focused investments in reconciliation, equity and systems-wide strategies and supports, neighbourhoods undergoing intensified development and new investments may undermine broader City commitments to promoting a more just and equitable Toronto. For new investments to positively impact current and future Downsview residents, workers and visitors, holistic supports and policy frameworks must be put in place that reflect the rich engagement with various groups, such as First Nations Rights Holders with rights in Canada under s. 35 of the Constitution ("First Nations Rights Holders"), residents, grassroots groups, not-for-profit organizations, artists, and businesses who may be potentially impacted and/or demonstrate interest for greater presence in the Downsview area. New policies,

programs and partnerships must focus where the need is greatest and address the inequities that shape the lives of residents, with priority given to Indigenous and Black residents and communities of Toronto. Downsview's Secondary Plan undergoing an update triggered the need for a Community Development Plan to support this focused and targeted approach to investing in reconciliation, equity, and systems-wide change. The authority of the Community Development Plan is derived from the Secondary Plan's enforcement and City Council's approval.

The purpose of this report is to present the Downsview Community Development Plan for approval, outlining an outcome-driven action plan that is rooted in collaboration between property owners, City divisions, and the community. This report lays out the implementation of the Community Development Plan.

The Downsview Community Development Plan 2024-2029 seizes the opportunity presented by the anticipation of significant growth to centre equity as the basis for Downsview's redevelopment, reflects in-depth engagement and outlines clear commitments to meet the needs of Indigenous, Black and equity-deserving communities. This process was convened by Social Development, Finance and Administration and Economic Development and Culture in close partnership with City Planning. This has been a unique process and can serve as a model for future Community Development Plans. The Community Development Plan is a 30+ year plan that will be renewed every five years with the first iteration beginning in 2024 and ending in 2029. The Downsview Community Development Plan accompanies the Downsview Secondary Plan, with both aiming to ensure that future residents, visitors, and workers as well as community groups, not-for-profit organizations and businesses are supported as the area is developed over time. To this end, the Downsview Community Development Plan sets out a 5-year implementation plan, as well as direction for the next 30+ years through an Action Plan (subject to future updates).

While the Downsview Secondary Plan, Zoning By-law for Meanwhile Uses, and Urban Design Guidelines will provide direction for interim and future development, the Community Development Plan is focused on Indigenous and Black place-keeping and establishing communities that serve and benefit Indigenous, Black, and equity-deserving communities. Actions to support existing and future Downsview communities under these priorities will continue to evolve through ongoing partnerships and discussions between multiple parties including the City of Toronto, property owners, the local Community Resource Group, First Nations Rights Holders and Indigenous communities, Black communities, and other equity-deserving groups, including residents, artists, community groups, not-for-profit organizations, foundations, as well as, business interest associations, and other private sector partners.

The focus and content of the Community Development Plan are the result of a 2-year community engagement process led by the City through the Update Downsview Study and intensive collaboration between participating City Divisions and Agencies (including CreateTO), and property owners with active development applications (i.e. Northcrest Developments, Canada Lands Company). The Community Development Plan engagement built upon the comprehensive "id8 Downsview" engagement process undertaken by Northcrest Developments and Canada Lands Company in the three years prior to the Update Downsview Study to inform and raise awareness about their

Official Plan Amendment Application. Through the engagement process, the Downsview Community Development Plan has identified the following eight priority areas:

- Access to Housing
- Access to Healthy and Affordable Food
- Arts, Heritage and Education
- Access to Recreation and Community Spaces
- Access to Employment Opportunities
- Establishing an Inclusive Economy
- Community Safety, Health, and Wellbeing
- Environment and Climate

The Community Development Plan will advance actions across the eight priority areas. The actions will be guided by principles that reflect the City of Toronto's commitments to Indigenous, Black, and equity-deserving groups through the City's Reconciliation Action Plan, Action Plan to Confront Anti-Black Racism and broader equity-driven strategies, initiatives, and programs. In so doing, it is an important demonstration of the City's approach to inclusive economic development.

In the process of developing the Downsview Community Development Plan, the City has established a strong interdivisional collaboration and community partnership approach that will serve as a strong foundation to support successful implementation. The lessons learned through the engagement and development process and through interdivisional collaboration will continue to inform ongoing monitoring and implementation.

RECOMMENDATIONS

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

1. City Council adopt the Downsview Community Development Plan and the Downsview Community Development Action Plan, included as Attachment A and B.
2. City Council request the Chief Planner and Executive Director, City Planning to consider the response to the Downsview Community Development Plan, Attachment A – Downsview Community Development Plan, in the evaluation of District Plans and associated development applications within the Secondary Plan Area.
3. City Council request that the Executive Director, Social Development, Finance and Administration and the General Manager, Economic Development and Culture work with the relevant City Divisions and Agencies, including City Planning, Parks, Forestry and Recreation, Children's Services, Transportation Services, Toronto Employment and Social Services, Environment and Climate and the Housing Secretariat to form an interdivisional team to ensure ongoing

collaboration, for the implementation of the Downsview Community Development Plan (Attachment A - Downsview Community Development Plan).

4. City Council request that the Executive Director, Social Development, Finance and Administration and the General Manager, Economic Development and Culture and other relevant City Divisions and Agencies, in partnership with property owners, local Community Resource Group, First Nations Rights Holders and Indigenous communities, Black communities, and other equity-deserving groups, including residents, artists, community groups, not-for-profit organizations, foundations, as well as, business interest associations, and other private sector partners, implement and monitor the Downsview Community Development Plan, commencing with a comprehensive implementation structure to be developed within Year 1 to support the 5-year action plan:
 - a) Design and implement an Engagement and Communication Strategy to ensure ongoing city-wide engagement with the Indigenous and Black communities and local engagement with other equity-deserving communities.
 - b) Develop an integrated Community Advisory Structure – leveraging and realigning the existing Community Resource Group, establishing the community ambassador program, as well as maintaining regular community meetings, Indigenous Sharing Circles and Rights Holders meetings to support the ongoing implementation of the Community Development Plan actions.
 - c) Develop a results-based monitoring and evaluation system to track outcomes of the Community Development Plan, support the implementation and produce reports for the Downsview community and City Council.
 - d) Develop a Community Impact Table in collaboration with property owners, foundations, funders, City Divisions and Agencies, business partners and other institutional partners to support the resourcing of actions identified in the Community Development Plan.
5. City Council request the General Manager of Children's Services in collaboration with the Chief Planner and Executive Director, City Planning and the Executive Director, Social Development, Finance and Administration to work with Indigenous not-for-profit organizations to establish an Indigenous childcare centre within Phase 1 (as defined by phasing policy of the Downsview Secondary Plan).
6. City Council request the Executive Director, Social Development, Finance and Administration, the General Manager, Economic Development and Culture the Chief Planner and the Executive Director, City Planning and the General Manager of the Corporate Real Estate Management to collaborate on delivering City-owned community space under the Community Space Tenancy Policy for not-for-profit organizations delivering health, food, social and arts-based programs, and other services to the community.

7. City Council request the Executive Director, Social Development, Finance and Administration, and the General Manager, Economic Development and Culture to work with City Divisions and Agencies, property owners, the local Community Resource Group, First Nations Rights Holders and Indigenous communities, Black communities, and other equity-deserving groups, including residents, artists, community groups, not-for-profit organizations, foundations, as well as, business interest associations, and other private sector partners to update the Downsview Community Development Plan every 5 years through in-depth engagement with the aforementioned groups, and to report back to City Council on progress made towards implementing actions as outlined in Attachment B.

FINANCIAL IMPACT

This report recommends the adoption of the proposed Downsview Community Development Plan by City Council and outlines the community led and inter-divisional approach taken to prepare the proposed plan.

Contingent on City Council's approval of the Downsview Community Development Plan, the implementation structure to support the action plan will be developed in year 1 following Council approval, including the formalization of the community advisory structure, the Community Impact Table, an Engagement and Communications Strategy and a results-based monitoring and evaluation system. Funding of \$25,000 (gross and net) has been included within 2024 Operating Budget for Social Development, Finance and Administration, to fund resident engagement actions for the implementation of this Downsview Community Development Plan. There are no additional resources included in the 2024 Operating Budget for Economic Development and Culture for this initiative. Should any other immediate costs arise from implementation of the Plan, they would be accommodated by Social Development, Finance and Administration and Economic Development and Culture within their 2024 Operating Budgets.

For 2025, if necessary, additional resources for Economic Development and Culture and for Social Development, Finance and Administration, will be included in the 2025 Budget Process for consideration, subject to the City's financial and resources capacity.

The Downsview Community Development Plan is a 30+ year plan and will have significant future year financial implications. Therefore, the full implementation of the plan will require longer-term reviews, more strategic planning among City Divisions and Agencies, public and stakeholder engagement, and collaborative efforts with other orders of government for inter-governmental funding opportunities. Alongside City Divisions and Agencies, the Community Development Plan currently has clear commitments for the property owners (with active or prospective development applications).

As it relates to community services and facilities that are needed to support the estimated growth, it is anticipated to be provided, in part, as in-kind Community Benefits Charge (CBC) contributions. Additional funding for community service facilities is

planned to be provided through the City's capital budget, federal and provincial funding opportunities, and partnerships and philanthropy.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial implications as presented in the Financial Impact section.

EQUITY IMPACT STATEMENT

The Downsview lands present a unique opportunity to create a community that fully reflects the City of Toronto's commitments to advancing reconciliation, confronting anti-Black racism, and overall equitable outcomes for residents in neighbourhoods undergoing neighbourhood change and new investments.

The Secondary Plan is centred on two goals – climate resilience and sustainability and achieving equitable outcomes for Indigenous, Black and equity-deserving groups. The Community Development Plan serves as the primary mechanism to realize the Secondary Plan's overarching objective to achieve equitable outcomes for Indigenous and Black communities. The Downsview Community Development Plan is a living document that responds to local community needs and priorities as the area evolves. The Downsview Community Development Plan prioritizes Indigenous place-keeping and placemaking through engagement with Indigenous communities and Rights Holders as an acknowledgement of historical relationships with land and the way the legacy of colonialism must be addressed through present day policy and new investments.

Black communities, organizations, and institutions have also been prioritized in acknowledgement of the ways that the specific histories of enslavement and persisting systemic anti-Black racism continue to shape the life outcomes of Black residents. The prioritization of Black communities is approached through a targeted universalism framework. Targeted universalism is the removal of systemic barriers experienced by the most disadvantaged communities, which ultimately can create benefits for all residents, visitors, and workers. It is anticipated that the Community Development Plan through this approach will have a broader impact on equity-deserving groups including women, persons with low income, newcomers, refugees, 2SLGBTQIA+, seniors, persons with disabilities, racialized communities, and vulnerable youth.

The Community Development Plan draws on engagement and partnerships with the private and not-for-profit sectors, the City's policy levers and other levels of government to secure resources and address community priorities for Indigenous and Black communities. These priorities include housing, food access, community services and facilities, recreation, environment, inclusive economy, workforce development, social procurement, community safety, health and well-being, and arts, heritage, and education. In complement, the Downsview Secondary Plan focuses on creating complete, equitable communities which prioritize social, cultural, and economic development opportunities, and provide the facilities, places and spaces needed to meet diverse needs and create a welcoming environment. The Secondary Plan will also support mitigating the displacement of existing local businesses, recognizing the ongoing presence of Indigenous and Black communities in the public realm, and identifying of new and existing partnerships, policy levers, and supports to implement its

vision, including ensuring that Indigenous, Black, and equity-deserving groups are able to grow in place.

As the focus of this report is the Community Development Plan, its implementation offers the potential to recognize and enhance what residents, visitors and workers value in their community over time as Downsview develops, and to address the existing economic and social disparities that shape surroundings areas and the rest of the city through impactful programs and services for Indigenous and Black communities. The Community Development Plan can also draw on the City's policy levers, partnerships and advocacy/influence with other orders of government where necessary in order to further advance the Community Development Plan's equity goals and commitments. The Community Development Plan can additionally support enhanced access to community spaces and facilities over time, and collaborative community partnerships.

The Downsview Community Development Plan's interdivisional and participatory approach has resulted in the development of priority areas and actions that advance a number of the City of Toronto's equity strategies and commitments including the Reconciliation Action Plan, Toronto Action Plan to Confront Anti-Black Racism, Toronto Community Benefits Framework, Toronto Poverty Reduction Strategy, Toronto Seniors Strategy, Toronto Strong Neighbourhoods Strategy, and HousingTO 2020-2030 Action Plan.

DECISION HISTORY

At its meeting on May 10, 2023, City Council adopted item PH3.17, Update Downsview - Draft Secondary Plan and Community Development Plan Priorities - Status Report Decision Type, and directed the Executive Director, Social Development, Finance and Administration and the General Manager, Economic Development and Culture to bring forward a proposed Downsview Community Development Plan and associated resource requirements for City Council to recommend for the Mayor to consider in preparing the 2025 budget, guided by the Community Development Framework and results of community engagement. <https://secure.toronto.ca/council/agenda-item.do?item=2023.PH3.17>

At its meeting on May 31, 2022, Planning and Housing Committee adopted the Update Downsview Study and 123 Garrett Boulevard and 70 Canuck Avenue - Official Plan Amendment Application - Status Report, and requested the Executive Director, Social Development Finance and Administration, in consultation with the General Manager, Economic Development and Culture, the Chief Planner and Executive Director, City Planning, and other involved City divisions, to bring forward a framework for a Community Development Plan in the first quarter of 2023, in the same Council cycle as the draft Secondary Plan, Urban Design Guidelines outline, and Zoning By-law for Meanwhile Uses outline. <https://secure.toronto.ca/council/agenda-item.do?item=2022.PH34.11>

BACKGROUND

Update Downsview Study

Update Downsview is an interdivisional Study that was initiated by the City in September 2021 following City Council's March 2021 approval of Site and Area Specific Policy 596. The Site and Area Specific Policy 596 established the base policy parameters for updating the 2011 Downsview Area Secondary Plan in light of Bombardier's announced departure from the Downsview airport and associated conversion of lands from employment areas. These requirements have been incorporated as appropriate into the recommended deliverables. The Downsview Secondary Plan Area comprises 540 hectares generally located east of Keele Street, south of Sheppard Avenue West, west of Wilson Heights Boulevard, and north of Highway 401, as shown on Figure 1.

In Fall 2021, Northcrest Developments and Canada Lands Company jointly submitted an Official Plan Amendment application to the City for 210 hectares of the Secondary Plan Area, including the Downsview Airport. These two property owners comprise a large portion of the Secondary Plan Area, however, others are anticipated to become increasingly engaged as development applications come forward in the future. The Secondary Plan Area is a mix of private and public property ownership, including City-owned lands in Allen East District.

As development unfolds over the next 30 years, the Update Downsview Study deliverables support the opportunity to stitch the Secondary Plan Area back into its surrounding context, leveraging existing transit infrastructure, and creating mixed-use, mixed-income communities that are established based on the City's equity obligations to reconciliation and anti-Black racism. By prioritizing Indigenous and Black communities, the Downsview Community Development Plan is working to advance the creation of equitable communities from the outset (see Attachment A: Downsview Community Development Plan).

Downsview provides a unique opportunity for the City and the property owners with active development applications to work alongside these communities to envision a future that is inclusive, barrier-free, and complete with an affordable housing spectrum, the social infrastructure to facilitate daily needs and supports for communities to thrive, as well as establish a prominent location within Toronto hub for arts and culture and inclusive economic development. Inclusive economic development in Downsview will adhere to the City's framework on inclusive economic development (expected to be approved in 2024).

The Secondary Plan and the Community Development Plan are a long-term partnership, with the Secondary Plan shaping the vision for the overall growth and development of the area and the Community Development Plan executing on that vision using a dynamic approach where priorities and actions will evolve to remain responsive to the community's needs. It will also reflect the depth and breadth of partnerships and strategies needed to guide and accompany neighbourhood change to ensure that the City fulfills its commitment to promoting an equitable and just Toronto.

The three guiding principles for the Downsview Community Development Plan are as follows:

Table 1: Downsview Community Development Plan Guiding Principles

Indigenous Reconciliation	Ongoing engagement and relationship with First Nations Rights Holders, residents, and organizations is an essential step towards Reconciliation, honouring Indigenous sovereignty and addressing the prevailing impacts of colonialism and anti-Indigenous racism. The City of Toronto through the Indigenous Affairs Office established the Reconciliation Action Plan to guide the City's commitments to truth, justice, and reconciliation. The Downsview Community Development Plan embeds Indigenous placemaking and place-keeping to achieve Indigenous outcomes including Indigenous housing, community services facilities for Indigenous not-for-profits and residents, re-indigenizing the public realm, elevating Indigenous ways of knowing, and bringing the presence of Indigenous histories and futures into focus.
Confronting Systemic Anti-Black Racism	The impacts of systemic anti-Black racism continue to shape the lives of African, Caribbean, and Black residents across Toronto. The City of Toronto through the Action Plan to Confront Anti-Black Racism led by the Confronting Anti-Black Racism Unit in Social Development, Finance and Administration Division has established a guiding policy framework aimed at advancing the interests of Black communities while also leading efforts to dismantle the systemic barriers that continue to negatively impact the life outcomes of Black residents. The Downsview Community Development Plan will support transformative approaches grounded in Black place-keeping to create safe, welcoming, and Black-affirming public spaces that address affordable housing, promote Black food sovereignty, support Black arts, and celebrate Black histories, experiences, and futures.
Broad Ownership	The Community Development Plan is a tool designed for collaboration to drive public and private investments to achieve outcomes. The Community Development Plan is not owned by any one entity and its success relies on the participation of the property owners, City Divisions and Agencies, community groups, residents, not-for-profit organizations, and businesses. It is a community plan that will evolve over the 30+ years and will include priorities and actions necessitating ongoing community engagement and participation and identification of resource partners to support the implementation of the plan.

Community Engagement Process

The Downsview Community Development Plan was informed by a community engagement process that included two streams of engagement: 1) Indigenous communities including First Nations Rights Holders and 2) Black and equity-deserving groups. Engagement was facilitated by Jane/Finch Centre, North York Arts, Nbisiing Consulting Inc., Third Party Public, and City staff (see Attachment C 2022: Downsview Summary Engagement Report Phase 2 and Attachment C 2023: Downsview Summary Engagement Report Phase 3). The local Community Resource Group comprised of members reflecting a wide array of representation – residents, not-for-profits, First Nations Rights Holders and Indigenous peoples, businesses and business interest associations anchored the engagement process.

City Planning, in collaboration with Parks, Forestry and Recreation, Transportation Services, Housing Secretariat, Toronto Water, Children's Services, Environment and

Climate, Social Development, Finance and Administration, Economic Development and Culture and Engineering and Construction Services met regularly with City Agencies, Toronto Public Library and CreateTO and the two largest property owners, Northcrest and Canada Lands Company to develop Update Downsview's Study deliverables. As part of this interdivisional collaboration, divisional policy conversations and workshops with the two largest property owners, were set up following every engagement milestone to confirm/refine the actions in the action plan (see Attachment B: Community Development Action Plan). The Community Development Plan has significantly informed the planning framework. Once adopted by Council, this holistic planning framework can advance equity and economic inclusion while guiding growth and development in the area over the next 30+ years.

The Community Development Plan was undertaken in three phases, each with a comprehensive round of public engagement (summarized below with additional detail provided in the next section):

- **Phase 1 – Identifying the Need for a Downsview Community Development Plan (January 2022-May 2022):** In the first phase of the Study, a virtual Public Launch Event was held to raise awareness of the City-led Update Downsview Study as well as sought public feedback on the Study and the Official Plan Amendment application. The need for a Community Development Plan was identified during this phase to help guide the redevelopment's equity lens. A comprehensive and thorough review of the outreach and consultation previously done by Northcrest Developments and Canada Lands Company was undertaken to take stock of the community's interests identified to date, gaps in the consultations and avoid duplication.
- **Phase 2 – Developing the Community Development Plan Framework Priorities (May 2022- April 2023):** In the second phase of the Study, seven priority areas for the Community Development Plan were identified through engagement with community members and stakeholders including Indigenous, Black, and equity-deserving groups, including persons with disabilities, youth, newcomers, refugees, 2SLGBTQIA+, seniors, and racialized communities, through various approaches, including meetings, workshops, and surveys. The seven priorities were: 1. Access to Healthy and Affordable Food 2. Access to Housing 3. Access to Employment Opportunities 4. Establishing an Inclusive Economy 5. Access to Recreation and Below Market Rent Spaces for Not-for-profit Agencies 6. Arts, Heritage, and Education 7. Community Safety and Wellbeing.
- **Phase 3 – Developing the Implementation Structure (May 2023- April 2024):** The Study's third phase kicked off with City Council's adoption and public release of the seven priorities. Staff continued to engage with the community including Indigenous, Black, and equity-deserving groups, including persons with disabilities, youth, newcomers, refugees, 2SLGBTQIA+, seniors, and racialized communities – to identify short, medium, and long- terms actions to help achieve the Community Development Plan priorities and to inform the Update Downsview Study as a whole. An eighth priority on Environment and Climate was added based on engagement with the Indigenous communities. The list of actions is an

outcome of conversations to reimagine the future of Downsview with the local Community Resource Group, First Nations Rights Holders and Indigenous communities, Black communities, and other equity-deserving groups, including residents, artists, community groups, businesses, business interest associations, and not-for-profit organizations.

Public meeting summaries and presentations can be found on the Update Downsview webpage (www.toronto.ca/updatedownsview), which was developed by City staff to ensure public access to all information and events related the Study. The engagement summaries for Phases 2 and 3 can be found in Attachment C 2022: Downsview Summary Engagement Report Phase 2 and Attachment C 2023: Downsview Summary Engagement Report Phase 3.

Phase 1 and 2 engagement activities took place virtually and in-person and reached approximately 1,550 participants. In Phase 3, engagement activities reached approximately 650 participants for a total of 2,200 participants.

Community Development Plan and the Secondary Plan Area Boundary

The Secondary Plan Area (see Figure 1) comprises 540 hectares located east of Keele Street, south of Sheppard Avenue West, west of Wilson Heights Boulevard, and north of Highway 401.

Figure 1:



Secondary Plan Area - 540 hectares

Estimated Population: 115,000

Estimated Units: 63,000

Estimated Jobs: 52,000

Full build-out over approximately 30 years.

The Secondary Plan Area is largely uninhabited and does not contain a rich mix of uses. Engagement on the planning framework and the Community Development Plan went beyond the Secondary Plan Area to include Downsview-Roding and York University Heights on the west side of the site and Bathurst Manor and Clanton Park on the east side of the site.

The Community Development Plan actions will be implemented in the lands confined to the Secondary Plan Area. However, engagement on Downsview's Community Development Plan and the planning framework will engage residents, resident groups and businesses that are within the extended boundaries on the west and east sides of the site until there is sufficient density within Downsview and engagement with the Indigenous and Black communities will continue to be city-wide.

COMMENTS

Why a Downsview Community Development Plan is Needed

As part of the Update Downsview Study, Council directed Social Development, Finance and Administration Division and Economic Development and Culture to present a framework for the Community Development Plan in May 2022 to guide one of the largest city-building efforts in the history of Toronto. Over the next 30 years, it is anticipated that the Secondary Plan Area will accommodate up to 115,000 new residents (63,000 units) and 52,000 workers spread out across 15 districts. This is a transformative opportunity to leverage the area's transit infrastructure, its concentration of employment uses, and unlock a vast amount of land to build equitable, climate resilient and thriving communities.

To achieve the Secondary Plan's overarching goal of equity, City Planning, Economic Development and Culture, and Social Development, Finance and Administration developed an integrated approach to pilot a Community Development Plan as a tool to enhance land use planning and address systemic oppression. By employing a targeted universalism approach and embedding community priorities into the policies of the Downsview Secondary Plan, the Urban Design Guidelines, and the Zoning By-law for Meanwhile Uses, Downsview's intensification will prioritize investments in reconciliation and equity to promote a more just and equitable Toronto. The Community Development Plan and the planning framework are meant to work in tandem to advance social equity and economic inclusion for current and future residents, manage future growth and development, and guide investment in infrastructure and services.

The Community Development Plan uses engagement to drive equitable outcomes through identifying and leveraging private and public investments. The actions in the plan are designed to implement the vision and policies of the Secondary Plan as well as impact divisional policy areas that have city-wide implications. Social Development, Finance and Administration, Economic Development and Culture and City Planning have worked collaboratively over three years to advance the Community Development Plan, engaging additional divisions in the process. Through an extensive phased engagement process in collaboration with Jane/Finch Centre, Third Party Public and Nbsiing Consulting Inc., residents, resident groups, not-for-profits, business interest

associations, and businesses (with special emphasis on Indigenous and Black communities) actively worked to shape the principles, priorities, and actions of the plan.

The Downsview Community Development Plan is a 30+ year plan with a 5-year renewal cycle because the City of Toronto recognizes that systemic change and intentionally aligned community resourcing require long term commitment and relationship with existing and new Downsview residents, local businesses, community groups, and artists, not-for-profit organizations, artists and artist collectives and business owners.

An overview of an initial framing for Community Development Plans can be found in Attachment D - What is a Community Development Plan?

How the Community Development Plan will interact with the Planning Approvals Process

Due to Downsview's size and unique context, the Secondary Plan proposes 15 Districts within the Secondary Plan Area, setting out a District Planning process to inform development review within each District. The District Plan process will serve to implement the Downsview Secondary Plan and supporting framework, such as the Urban Design Guidelines and the Master Environmental Servicing Plan, in finer detail and will develop and secure the local street network and connections; local parks and other open spaces; building locations, forms, and heights; distribution of density and uses; and the type and location of community service facilities. Delivery of affordable housing and development and infrastructure phasing will also be part of District Plans and associated development applications. Many of the actions of the Community Development Plan must be determined at the district level.

All district plans and development applications within the Secondary Plan Area will be required to respond to the Community Development Plan per the Secondary Plan policy 1.8. The planning approvals process will also serve as an opportunity for Community Council to receive updates on the status of Downsview's Community Development Plan actions related to the subject development application and offer feedback to staff on the implementation. Given that the Community Development Plan's actions are aligned with the Downsview Secondary Plan, Urban Design Guidelines, and the Zoning By-law for Meanwhile Uses, it is necessary that the Community Development Plan continues to remain in a constant partnership for the duration of the redevelopment of the Secondary Plan Area.

The Downsview Community Development Plan

Downsview's Community Development Plan is defined by a series of principles, community priorities, and actions that reflect in-depth engagement with the local Community Resource Group, First Nations Rights Holders and Indigenous communities, Black communities, and other equity-deserving groups, including residents, artists, community groups, businesses, business interest associations, and not-for-profit organizations that will guide investments and the redevelopment of Downsview.

Community Development Plan Engagement (Phase 3: May 2023 – April 2024)

Downsview's Community Development Plan is the result of community-based engagement that occurred across three phases beginning in January 2022 and ending in April 2024. Under each of the eight priorities, City staff have taken community suggestions on examples of actions to guide Phase 3 work. In Phase 3, City staff continued to engage diverse communities which includes Indigenous, Black and other equity-deserving communities, including persons with disabilities, youth, newcomers, refugees, 2SLGBTQIA+, seniors, and racialized communities to delve deeper into concerns and prioritize short, medium, and long terms actions. City staff will continue to work closely with stakeholders, including the property owners, to evaluate levers and partnerships to achieve the eight priorities and associated actions. In addition, the City worked closely with Northcrest Developments, Canada Lands Company and CreateTO, due to their active and/or planned applications, in order to refine actions and timing, as well as determine feasibility. The draft priorities are summarized below in Table 2: Summary of Community Priorities and Alignment with Secondary Plan Policies.

In partnership with the Official Plan Amendment Applicants, Northcrest and Canada Lands Company, the City engaged the [Jane/Finch Centre](#) and [Third Party Public](#), to facilitate community engagement of Black and equity-deserving groups for Downsview's Community Development Plan. For Indigenous engagement, the City, and Official Plan Amendment Applicants engaged Bob Goulais of Nbisiing Consulting Inc. to support Indigenous focus groups and sharing meetings as well as Rights Holders meetings. These partnerships allowed for comprehensive engagement in Phases 2 and 3 of the Community Development Plan.

Given that the Secondary Plan Area is transitioning from airport uses to mixed use (including residential uses), 'local' engagement for the planning framework and the Community Development Plan extended to include Downsview-Roding and York University Heights on the west side of the site and Bathurst Manor and Clanton Park on the east side of the site (including William Baker and the adjacent communities: Ancaster and Stanley Green). Engagement is foreseen to continue within these communities and more broadly until there is sufficient density within Downsview. Considering the City's reconciliation and anti-Black racism commitments, the Community Development Plan will continue to engage these communities city-wide.

Engagement happened through a multitude of ways, including regular meetings with the Community Resource Group, Indigenous sharing meetings, public community meetings, focus groups, specialized youth engagement events, open houses, pop-up events in busy public spaces, use of asynchronous online engagement tools, and targeted engagement for the Update Downsview Study deliverables, including the Community Development Plan. The engagement process involved significant planning and investments from the outset, with an emphasis on community input. In partnership with North York Arts, the City worked with a group of youth on a series of interactive workshops to better understand their priorities for Downsview. Overall, approximately 2,200 people actively participated in the Update Downsview Study process and contributed feedback on the Community Development Plan priorities, actions, and implementation structure. A full overview of Community Development Plan engagement for Phases 2 and 3 can be found in Attachment C 2022: Downsview Summary

Engagement Report Phase 2 and Attachment C 2023: Downsview Summary Engagement Report Phase 3.

The City worked very closely with the Official Plan Amendment Applicants to establish a new cohort for the Community Resource Group, to assist with the design of the Community Development Plan including the actions and the implementation structure. The Community Resource Group, selected through an application process overseen by Third Party Public, played a crucial role in providing oversight, accountability, and diverse perspectives. Members actively participated in regular meetings, offering valuable feedback on the Update Downsview Study deliverables including the Community Development Plan. The inclusive and responsive approach fostered open dialogue and understanding, making the Community Resource Group a vital platform for communication between community members, property owners, City staff, and other stakeholders. The commitment to inclusivity and community representation is evident in the Community Resource Group's dedication to ensuring the voices of Downsview are heard and considered in shaping the future of the area.

Further engagement activities were undertaken during Phase 3 of the project (May 2023-April 2024), to prepare a range of actions to help support the achievement of the eight priorities. The list of actions represents the variety of ideas proposed by with the local Community Resource Group, First Nations Rights Holders and Indigenous communities, Black communities, and other equity-deserving groups, including residents, artists, community groups, businesses, business interest associations, and not-for-profit organizations, arising through conversations centred on reimagining the future of Downsview. Overall, approximately 650 people actively participated in the process and contributed feedback on the Community Development Plan actions.

After each round of engagement, there were policy-related conversations to vet and refine actions that are within the purview of the City or its agencies, including CreateTO followed by conversations with Northcrest Developments, Canada Lands Company for actions that remained within their jurisdiction to confirm feasibility and refine the actions. This cyclical process resulted in a Community Development Plan Action Plan that has defined actions, responsibilities, and a timeframe (see Attachment B: Community Development Action Plan).

Community Development Plan and Secondary Plan Alignment

The Update Downsview Study represents a comprehensive approach to long-term community planning that draws on tools and partnerships beyond what can be achieved through the tools of the planning framework alone. The Study deliverables being brought forward by staff are guided by a shared future vision for Downsview that is centered on equity with a specific focus on opportunities and impacts for the Indigenous and Black communities followed by equity-deserving groups – identified through engagement with stakeholders – that builds on the area's extensive community assets.

The primary objective of the Community Development Plan is to engage Indigenous, Black and equity-deserving communities, convene policy conversations with City Divisions and Agencies, and work with property owners with active development applications to contribute to and inform the implementation of an equity lens throughout

the Secondary Plan Area. The Community Development Plan's priorities and actions are reflected across policy areas within the Secondary Plan to comprehensively support the development of inclusive and equitable communities across Downsview from the very beginning and in line with the City's obligations towards reconciliation and confronting anti-Black racism. The Secondary Plan's scope and powers are defined through Provincial legislation and therefore can more specifically address some of these community-specific obligations through contextual statements rather than policy, whereas the Community Development Plan's actions can name communities directly. The Community Development Plan supports a vision for a complete, equitable and inclusive community and there is significant alignment between the two documents as follows:

Table 2: Summary of Community Priorities and Alignment with Secondary Plan Policies	
Community Development Plan Priority	Secondary Plan Policies
Access to Housing (Priority 1)	Policies that require affordable housing on a location-specific basis and minimum requirements for multi-bedroom units
	Policies that encourage rent-geared-to-income housing, supportive housing and increasing the tenure of affordable rental housing.
	Policies that encourage affordable home ownership.
	Policies that encourage community land trusts and cooperative models for affordable housing.
Access to Health and Affordable Food (Priority 2)	<p>Providing new and expanded community services facilities and amenities, which contribute to food resilience, social and cultural development, and health, foster community building, promote stronger relationships between residents and help create a strong sense of place.</p> <p>Support for food-related activities in the public realm.</p>
Arts, Heritage, and Education (Priority 3)	Acknowledging the Indigenous presence, past, present, and future, by integrating Indigenous ways of knowing, stories, and cultures in the public realm.
	Policies on the provision of opportunities for integrating public facilities and/or infrastructure that can be used by the community for arts and culture programming and activities.
Access to Recreation and Community Spaces (Priority 4)	POPs and Public art policies that encourage Indigenous place-keeping, expression of local cultures and histories and interpretation of cultural heritage resources related to the historic aerospace industry, and other themes that contribute to community identity and a sense of place.

Table 2: Summary of Community Priorities and Alignment with Secondary Plan Policies

	Policies pertaining to a minimum of two Community Recreation Centers to be established on site.
	Policies that create and cluster spaces and businesses for arts and culture sector uses.
	POPs will support the recreation and cultural needs of the local community.
	Policies that support community space for agencies to deliver a wide variety of services (i.e., health, food production and programming, arts-based, etc.).
	Policies that have dictated a minimum of 930 square meters of dedicated community space provided per District, or its equivalent, as well as flexible, multi-purpose spaces that can be permitted/leased by agencies and groups to provide a range of programs and services to tackle many of the Community Development Plan's priorities and deliver a complete, equitable and thriving community (i.e. food production and programming, health, social supports, and arts-based programs and services).
Access to Employment Opportunities (Priority 5)	Protecting for and requiring a broad range of employment and non-residential uses and accommodating a range of jobs across multiple sectors to support a diverse, local economy.
	Policies that encourage supports for a diverse local economy which facilitates workforce development opportunities and social procurement.
Establishing an Inclusive Economy (Priority 6)	Providing space for a full range of business types and local shopping opportunities, including supporting the viability of locally-owned and/or smaller businesses.
	Anti-displacement policies to support existing businesses by encouraging replacement of commercial space, particularly the continuity/viability of small scale, independently owned and locally-serving businesses.
	Policies including opportunities for local and social hiring pathways and training and apprenticeship opportunities, social procurement, provision of space for business incubation and social enterprises.
	Policies to encourage advanced manufacturing.
	Policies to encourage exploration of commercial community land trusts and cooperative models to secure new commercial space.
Community Safety, Health, and	Policies that encourage the engagement of Indigenous communities in expanding the Downsview Park wooded area as well as in identifying locations of ceremonial space and gathering.

Table 2: Summary of Community Priorities and Alignment with Secondary Plan Policies	
Wellbeing (Priority 7)	Policies that recommend that all community services facilities are highly visible and accessible using public transit and surrounded by sufficient pedestrian and cycling pathways.
	Celebrating and supporting the cultural diversity of the local communities.
	Policy to prioritize an Indigenous childcare centre for Phase 1 (as defined by phasing policy of the Downsview Secondary Plan).
	Policies that prioritize renovating the existing Downsview branch and establishing a new district library due to the needs and interest within the community.
Environment (Priority 8)	Creating an integrated public realm network that enhances and restores connections to nature, provides equitable access to parks and open spaces, offers many opportunities for active and passive recreation, and supports biodiversity.

The Downsview Urban Design Guidelines and the Zoning By-law for Meanwhile Uses reflect the Community Development Plan's equity lens and provide further detail on the above policies, as appropriate. The Zoning By-law for Meanwhile Uses supports the Community Development Plan's aim of achieving interim animation, activation, and activation. The Downsview Urban Design Guidelines supports the Community Development Plan's aim of advancing Indigenous place-keeping in the public realm, Indigenous design elements and wayfinding honoring the Indigenous and Black communities and encouraging opportunities for naturalized wildlife spaces, plantings, urban agriculture, habitat creation, species diversity, expansion of the tree canopy. The Downsview Secondary Plan is supported by a Community Services and Facilities strategy that outlines the need for 24-38 child care facilities, two or more community recreation facilities, 11,625 square metres of community space, the potential renovation to the existing Downsview library branch and one net new library. In addition, there will be 8-14 elementary schools and one secondary school. These facilities will serve future residents based on population projections. Investment in these facilities is key to supporting the overall success of the Community Development Plan.

The planning framework with the Community Development Plan create a vision and a plan to create complete, inclusive, and affordable communities prioritizing social, cultural, and economic development opportunities, and provide the facilities, places and spaces needed to meet diverse needs and create a welcoming environment. This will be accomplished by drawing on engagement and partnerships with the private, public, and not-for-profit sectors, along with using the City's policy levers to secure resources and address community priorities, particularly for the Indigenous and Black communities.

Community Development Plan Priorities and Actions

The Downsview Community Development Plan is a 30+ year plan that directly responds to the needs of Community Resource Group, First Nations Rights Holders and Indigenous communities, Black communities, and other equity-deserving residents, business interest associations, not-for-profits, community groups, organizations, foundations, and other private sector partners identified through Phase 2 and Phase 3 of the engagement process. The Plan is framed by 1) guiding principles; 2) community priorities; and 3) specific actions under each community priority. The full scope of Downsview's Community Development Plan principles, priorities, and actions are presented in Attachment A – Downsview Community Development Plan.

Through Phase 2 and Phase 3 of the Update Downsview Study, the City of Toronto developed high level guiding principles for the Community Development Plan in response to the community's experience and feedback as well as being informed by the broader recognition that all strategies must be guided by and rooted in the City's commitments to Truth and Reconciliation, dismantling systemic anti-Black racism, and advancing systems change in the interests of equity-deserving groups and vulnerable populations. Establishing and advancing a principle-driven Community Development Plan for Downsview ensures that all actions outlined in the plan serve as expressions of these commitments both in their impacts and in the way they offer benefits to the broader community through a targeted universalism framework.

Guided by the principles explained above, the Downsview Community Development Plan has eight priority areas that reflect and respond to communities' needs identified through the community engagement process. The eight priority areas are as follows:

1. Access to Housing

The Community Development Plan acknowledges that housing is a top priority especially Indigenous and Black communities. Community members shared that they would like to see rent-geared-to-income housing, supportive/transitional housing, housing that meets the needs of seniors, artist co-op housing and affordable homeownership in Downsview. Community members also noted a need for larger unit sizes to serve intergenerational households. Indigenous communities particularly noted that they would like to build and own the housing on site for their communities.

Actions reflect a need for range of housing and specifically affordable rental and home ownership programs. Extensive engagement has occurred with the Housing Secretariat to work on securing some of the housing benefits to make deeply affordable housing possible on the Downsview site. This is reflected in a recommendation in the Update Downsview: Secondary Plan, Zoning By-law, Urban Design Guidelines and Master Environmental Servicing Plan – Final Report that will complement this report at City Council.

2. Access to Healthy and Affordable Food

The Community Development Plan's commitment to support the expansion of food justice and sovereignty is informed by extensive community engagement and the need for healthy and affordable grocery stores, restaurants, and urban agriculture including

culturally relevant food, community gardens and kitchens, sacred medicines that will enhance the lives of the Indigenous, Black, and equity-deserving residents. Through community-led initiatives and innovative land ownership approaches, the Community Development Plan aims to contribute to local food systems transformation. For Indigenous, Black, and equity-deserving groups, this is not just about improving access to affordable, nutritious, culturally relevant foods but also to create more opportunities for active engagement with and ownership of local food production.

Actions to support and promote food justice and food sovereignty include establishing spaces for food and gathering including community kitchens and community gardens, the inclusion of technologies to support urban agriculture, affordable commercial spaces for restaurants and grocery stores, improving access to space and lowering permitting barriers for Indigenous and Black residents engaged in food production, and supporting the retention and or replacement of existing supermarkets that residents rely on.

3. Arts, Heritage, and Education

The Community Development Plan aims to promote Downsview as an arts and culture hub and home to an engaged and passionate artistic community that includes Indigenous, Black, and equity-deserving visual artists, musicians, performers, and event organizers that range from grassroots to the more established. Further, the Community Development Plan aims to ensure that: artists and organizations have access to local space to practice their art form, and create, exhibit, and operate organizations; funding is available to support projects and operating expenses for organizations; and the community is alive with art, including murals, public art and festivals that highlight and celebrate local artists and creatives.

Actions to support arts, culture, and heritage include commemoration of Indigenous and Black histories, cultures, and futures, establishing spaces for the arts including spaces for arts-based organizations, and funding opportunities.

4. Access to Recreation and Community Spaces

The Community Development Plan acknowledges that community spaces are a critical place for residents, community leaders, community groups and not-for-profits providing needed supports to the Downsview community. Affordable community spaces foster community building, promote stronger relationships between residents and help create a strong sense of place. At the same time, Indigenous, Black, and equity-deserving groups, newcomers, +2SLGBTQ residents, and seniors experience benefit from public spaces that are safe, welcoming, and accessible. Informal community spaces are often shaped by intentional holistic planning and design principles that advance Truth and Reconciliation, racial justice, and equity. New investments in the area create a significant opportunity to explore the ways that indoor and outdoor community spaces can be made accessible and equitable. While a Downsview Community Recreation Centre has been identified in 2011 as a need to serve the broad community, the Community Development Plan highlights that a specific focus on Indigenous and Black communities.

Actions are included that support the building and leasing of 11,625 square metres of community space per district (or its equivalent) for not-for-profits to deliver programs and services to community. Other actions include an accessible community centre, with opportunities for not-for-profit sports and recreation groups to permit spaces to support local programming as well as multi-faith spaces.

5. Access to Employment Opportunities

Community members identified a desire for public and private investments that result in quality jobs and training opportunities for local residents. Community members emphasized the impact of a lack of employment opportunities for Indigenous and Black youth (from across Toronto) as well as the need for quality jobs across labour force categories. Community members would like to see plans that outline the local and social hiring opportunities with career pathways in Downsview across a variety of sectors including but not limited to construction. Community members also noted that they would like to see a strategy to prioritize procurement from Indigenous, Black, and other equity-deserving groups (i.e., social procurement) to support entrepreneurs to start and grow their businesses.

Actions include a community benefits plan to be submitted on a district level that outlines measurable community benefits targets (prioritizing Indigenous, Black, and equity-deserving groups) for local and social hiring, training, and social procurement. The community benefits plan also includes approaches for monitoring and reporting on targets, as well as roles for community oversight.

6. Establishing an Inclusive Economy

Community members expressed their interest in Downsview's land use designations, which includes *General Employment Areas*, and were pleased to know a film campus is planned on site in the future. Community members noted that they would like to see a variety of commercial spaces (not just big box retail), collaboration to support emerging technologies and innovation, and a range of services to support business growth.

Actions include institutional collaboration to support emerging technologies, investment, and innovation and exploring possibilities to establish a business incubator with a range of supports, affordable commercial spaces for micro, small and social enterprises with a focus on Indigenous and Black entrepreneurs.

7. Community Safety, Health, and Wellbeing

Community members emphasized the need for physical, mental, emotional, and spiritual wellbeing. The Indigenous community particularly noted the need for Indigenous place-keeping and place-making and ceremonial spaces to support healing, and connection to the land. Community members identified the need for community health care facilities, mental health and vulnerability supports, strengthening, aligning, and expanding capacity of collaborative harm reduction strategies and creating community spaces, as well as advancing safe, affordable, and culturally accessible spaces that support a sense of community and belonging. Improving and enhancing

wayfinding is a critical component of community safety and wellbeing and will serve to enhance resident experience.

Actions include an Indigenous childcare centre, the construction of a new library with a youth hub, enhancing wayfinding, providing space for agencies to provide a range of services including mental and physical health services, harm reduction, intercultural therapy, and family supports.

8. Environment and Climate

The Community Development Plan will align with, support, and magnify climate advocates' efforts to realize place-based climate action in Downsview. The Community Development Plan is guided by a vision of climate action that centres Indigenous, Black, and equity-deserving residents and vulnerable populations as both the leaders and beneficiaries of climate action efforts. The Downsview area is envisioned to be increasingly resilient and able to adapt to the immediate and anticipated future impacts of extreme weather and hazards from climate change. This vision is supported by Indigenous ways of knowing and being.

Actions include creating parks and other green spaces that are designed to support active and passive recreational programming for all ages and abilities, consider urban heat mitigation for recreation and leisure; and supporting biodiversity efforts within the community, green streets and public realm design which includes native species. Capacity building on climate resilience and its impacts on Downsview for residents and community groups to support climate justice and action including Black-led, Black-serving, Black-mandated (B3) organizations and supporting Downsview residents to participate in City-led climate granting schemes.

Short, Medium and Long-Terms for Actions

Actions are phased into short, medium, and long-term (see Attachment B: Community Development Action Plan). Short-term actions are initiated and/or implemented within the first five years, approximately, by property owners, City divisions and/or agencies as well as additional partners to be identified in the future. Implementation of medium-term actions are anticipated to begin at the 10-year mark, following Council approval, as they may be actions relevant for a different phase of the redevelopment and/or require resources, further engagement of partners, and guidance from community members before they are implemented. Implementation of long-term actions are anticipated to begin at the 15-year mark as they may be actions relevant for a different phase of the redevelopment and/or require resources, further engagement of partners, and guidance from community members before they are implemented (see Attachment A: The Downsview Community Development Plan). While phasing has been identified within the Action Plan, this does not preclude medium or long-term actions from potentially being initiated sooner based on feasibility, resourcing, and partnership opportunities.

The actions outlined in the Downsview Community Development Plan will be responsive to ongoing engagement with communities throughout the lifespan of the plan. In this way, the Downsview Community Development Plan will be a 'living' document that is

responsive to the needs of the Downsview community and opportunities presented by the redevelopment, and ongoing internal policy development within Toronto.

Community Development Plan Implementation Process

The actions of the Community Development Plan will be implemented over five years, under each of the Community Development Plan Priorities (see Attachment B: Community Development Action Plan). Year one of the Community Development Plan will focus on laying the foundation for the implementation of the Plan. An Engagement and Communication Strategy will be developed to support city-wide engagement of Indigenous and Black communities and local engagement with equity-deserving communities.

The Action Plan in the Community Development Plan states the actions and defines the corresponding lead responsibility(ies) and supporting partner(s) where relevant, along with the anticipated timeframe. The lead responsibility is the primary entity responsible to implement the action, though this level of responsibility can vary depending on the context of the action, such as property ownership (e.g. public or private lands). Supporting partners play a role in assisting with the implementation of the relevant action, and can work in collaboration with the lead responsible, but are not identified as the 'lead'. To implement this plan, many stakeholders have and/or will be engaged and encouraged to commit to Community Development Plan actions and advancing community development goals. This includes other orders of government and public sector agencies and institutions; property owners with development applications; not-for-profit organizations; foundations, businesses, business interest associations, and others.

The Community Development Plan will be guided through its full implementation phases by engagement with Indigenous, Black and equity-deserving groups and an ongoing partnership between the City, the property owners and community through a Community Advisory Structure supports ongoing engagement and implementation support and a Community Impact Table which is focused on the resourcing of the actions.

The Community Development Plan will inform the 30+ year redevelopment. For the plan to remain relevant, it will undergo a comprehensive refresh approximately every five years through extensive engagement and will be submitted to Council for approval. Applicants will be required to respond to the Community Development Action Plan as part of their development submissions, providing an opportunity for City Councillors to receive interim updates through the planning approval process on the status of specific actions addressed through each application.

Indigenous Relationship and Engagement

The Community Development Plan centers Truth and Reconciliation as one of the guiding principles. The City recognizes that building relationships with First Nations Rights Holders, traditional caretakers, Indigenous residents, and Indigenous-serving agencies takes time and requires an intentional and well-defined process. The City along with current and future applicants will continue to engage First Nations Rights Holders and Indigenous communities in the implementation and the evolution of the

Community Development Plan. To this end, City Divisions will look to establish key partnerships and relationships with Indigenous led not-for-profit organizations and networks for further shaping the Community Development Plan around a commitment to Truth and Reconciliation.

Black Relationship and Engagement

The Community Development Plan centers confronting systemic anti-Black racism as one of the guiding principles. The City recognizes that building relationships with Black communities, including residents, community groups, Black-led and Black-serving not-for-profit organizations, and Black businesses takes time and requires an intentional and well-defined process. The City along with current and future applicants will continue to engage Black communities in the implementation and the evolution of the Community Development Plan. To this end, City divisions will look to establish key partnerships and relationships with Black-led and Black-serving not-for-profit organizations and networks for further shaping the Community Development Plan around a commitment to confronting systemic anti-Black racism.

Integrated Community Advisory Structure

Community partnerships, including with the property owners, local Community Resource Group, First Nations Rights Holders and Indigenous communities, Black communities, and other equity-deserving groups, including residents, artists, community groups, businesses, business interest associations, and not-for-profit organizations, are a defining feature of the Downsview process.

As previously noted, the City regularly engaged the Community Resource Group to assist with the design of the Community Development Plan including the actions and the implementation structure. The Community Resource Group actively participated in regular meetings, offering valuable feedback on Downsview's planning framework as well as the Community Development Plan. The inclusive and responsive approach fostered open dialogue and understanding, making the Community Resource Group a vital platform for communication between community members, property owners with active development applications, City staff, and other stakeholders. The commitment to inclusivity and community representation is evident in the Community Resource Group's dedication to ensuring the voices of Downsview residents, businesses and not-for-profits are heard and considered in shaping the future of the area.

The Community Resource Group, or a variation of it, will continue to be critical to the implementation of the Community Development Plan and the new cohort will be inclusive of resident leads, community groups, organizations, institutions, and local businesses. The City will work collaboratively with the Official Plan Amendment Applicants to capacitate the new cohort of the Community Resource Group to help with implementation.

Community Impact Table

A defining feature of the Downsview Community Development Plan implementation will be the creation of a Community Impact Table, otherwise known as a Partnership Table. City staff recognize that in order to meet the desired outcomes, it will be critical to partner with the applicants, United Way Greater Toronto and other stakeholders who have experience in place-based initiatives. Table members will include public, foundation, institutional and private-sector partners who are invested in supporting

community groups, and progress in Downsview. This table will draw on United Way Greater Toronto's expertise in place-based granting, evaluation, and strategic partnerships to leverage resources and support.

The Community Impact Table will coordinate the many intersecting initiatives and investments to improve impact with the Downsview Area as the focal point for change, grounded in the priorities of the Community Development Plan. It will provide an opportunity to align the work and investments of partners to further the impact of City investments, with a particular focus on the first five years of the implementation. Finally, these partnerships will also serve as a learning space for City staff, property owners with active development applications, business interest associations, local businesses, artists, and resourcing partners, sharing best practices around community investments.

Results-based Monitoring and Evaluation System

Through the Downsview Community Development Plan process, the City recognized the importance of collaborative ways to monitor, evaluate, and learn through the implementation process. Deliberate collaboration with partners strengthens City decision-making and planning as well as enhances community partnership and resident engagement.

In the first year of the Community Development Plan implementation, the City will work collaboratively with a range of stakeholders, such as property owners with active development applications, with the local Community Resource Group, First Nations Rights Holders and Indigenous communities, Black communities, and other equity-deserving groups, including residents, artists, community groups, businesses, business interest associations, and not-for-profit organizations to establish a results-based monitoring and evaluation system that is people-centered, evidence-based, transparent, and iterative. The City of Toronto will take primary lead for the development and implementation of the monitoring, evaluation, and learning system but will also look to foster collaboration and partnership with academic, community, and other institutional partners in the advancement of a system that can track and measure collaborative inputs, outputs, and outcomes.

The City will take responsibility for gathering and monitoring the implementation of the Community Development Plan by aggregating data from the property owners with active development applications, city divisions and agencies, not-for-profits, businesses, and other entities implementing actions. Reporting on the inputs will occur bi-annually through Indigenous Sharing Meetings and Community Meetings. Interim reporting may occur through the Community Council approval process for District Plans, Draft Plans of Subdivision, Zoning By-law Amendments, Site Plan Control and other relevant applications. A full comprehensive report will be provided along with the refresh of the Community Development Plan approximately every five years.

NEXT STEPS

As identified in this report, the Downsview Community Development Plan involves a 30+ year commitment with a set of short-term actions to be implemented over the next five years. It is intended to be a living document that is updated over time with the

involvement of multiple partners. However, some immediate suggested next steps are clear and are the focus of this report's recommendations to City Council.

Upon City Council's adoption of this report and associated recommendations, staff have proposed to build on extensive interdivisional collaboration on Update Downsview to date and to form an interdivisional team for the ongoing implementation of the Community Development Plan. In the first year after the Community Development Plan's adoption, staff will continue to collaborate with property owners and other divisions and agencies to advance the implementation of short and medium-term actions related to the land use and built form. Some short-term actions are ready to be implemented within existing resources as part of the interim activation that will be enabled by the Zoning By-law for Meanwhile Uses.

Further, the recommendations of this report call for the establishment of partnership tables and mechanisms within the first year of the Community Development Plan implementation, following Council approval, to ensure ongoing collaboration between the City, property owners with active applications, and community partners. These include updating the Community Resource Group or creating a variation of it; an Engagement and Communication Strategy; a Community Impact Table with foundations, business partners and other funders; and a results-based monitoring and evaluation system.

Building on the establishment and initial operations of these various partnership tables and mechanisms, and the more specific Community Development Plan actions, additional resources, if necessary, for Social Development, Finance and Administration, and Economic Development and Culture, will be included in the 2025 Budget Process for consideration, subject to the City's financial and resources capacity.

Finally, this staff report recommends that planning approvals for Downsview including an Official Plan Amendment, District Plan, Draft Plan of Subdivision, Zoning By-law Amendment, and Site Plan Control application must respond to the Community Development Plan. These applications are expected to occur frequently for the 15 Secondary Plan districts that will undergo significant growth. As a more distant next step, staff recommend that through an interdivisional process, the Community Development Plan is refreshed every five years and new versions are approved by City Council.

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ATTACHMENTS

Attachment A: Downsview Community Development Plan
Attachment B: Downsview Community Development Action Plan
Attachment C 2022: Downsview Engagement Summary Report Phase 2
Attachment C 2023: Downsview Engagement Summary Report Phase 3
Attachment D: What is a Community Development Plan?