

# **Update Downsview: Secondary Plan, Zoning By-law, Urban Design Guidelines and Master Environmental Servicing Plan - Final Report**

Date: April 23, 2024

To: Planning and Housing Committee

From: Interim Chief Planner and Executive Director, City Planning and General Manager, Transportation Services

Wards: Ward 6 - York Centre

**IBMS Number:** 21 166685 NPS 00 OZ

## **SUMMARY**

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This report provides the recommended comprehensive planning framework for the Downsview area over the next 30 years to guide development of resilient, sustainable and equitable complete communities. Included in this report are four recommended deliverables:

- Downsview Secondary Plan (“Plan”);
- Zoning By-law for Meanwhile Uses (“Meanwhile ZBL”);
- Downsview Urban Design Guidelines (“UDGs”); and
- Master Environmental Servicing Plan (“MESP”).

A fifth deliverable, the Downsview Community Development Plan (“CDP”), is proceeding through the Economic and Community Development Committee in the same Council cycle.

Over an anticipated 30 year build-out, the Downsview Secondary Plan Area (“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. The Secondary Plan facilitates a significant amount of new housing – including affordable housing – that contributes to achieving the City’s housing targets, as well as employment growth that contributes to the local and regional economy. This is a transformative opportunity to leverage the area’s important past and to connect existing and new communities in accordance with two overarching goals: climate resilience and environmental sustainability, and achieving equitable outcomes for Indigenous, Black and equity-deserving groups. All deliverables align with these goals to provide an integrated approach for future private and public investment.

The recommended deliverables are the outcome of the Update Downsview Study ("Study"), initiated by the City in September 2021 following City Council's approval of Site and Area Specific Policy ("SASP") 596 in February 2021. The Study was informed by a comprehensive engagement program, interdivisional and inter-agency working groups, concurrent review of aligned initiatives, and analysis and preparation of a number of studies informed by the provincial policy and legislative context as well as the City's Official Plan.

Staff have reported twice to City Council on the Study, most recently in May of 2023 with updates on the draft deliverables. This report brings forward the final recommended deliverables, and describes the implementation process and next steps, including District Plans and associated development applications, CDP implementation, further studies required to advance major infrastructure projects, and activating permissions for the lands in the years before future development proceeds.

## **RECOMMENDATIONS**

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The Interim Chief Planner and Executive Director, City Planning, and General Manager, Transportation Services, recommend that:

1. City Council adopt Official Plan Amendment 716, Downsview Secondary Plan, included as Attachment 1 to this report.
2. City Council amend Zoning By-law 569-2013 for certain lands within the Downsview Secondary Plan Area, substantially in accordance with the recommended Zoning By-law Amendment, included as Attachment 2 to this report.
3. City Council adopt the Downsview Urban Design Guidelines, included as Attachment 3 to this report, and direct the Chief Planner and Executive Director, City Planning, to use the Downsview Urban Design Guidelines in the evaluation of all current and new development applications within the Secondary Plan Area.
4. City Council authorize the City Solicitor to make such stylistic and technical changes to the Official Plan Amendment and Zoning By-law Amendment in Recommendations 1 and 2 above, as may be required.
5. City Council direct the Chief Planner and Executive Director, City Planning to use the Downsview Secondary Plan in Recommendation 1 above, in the evaluation of all current and new development applications within the Secondary Plan Area.
6. City Council adopt the Downsview Master Environmental Servicing Plan as described in this report and Attachment 4.
7. City Council authorize the General Manager, Transportation Services, to issue a Notice of Completion and put the Master Environmental Servicing Plan in the public record in accordance with the requirements of the Municipal Class Environmental Assessment Process.

8. City Council direct the General Manager, Transportation Services, to initiate Phases 3 and 4 of the Municipal Class Environmental Assessment process or appropriate major infrastructure studies if an Environmental Assessment is no longer required, which will be City-led, and completed in collaboration with the property owners, to advance the recommended public infrastructure detailed in this report.

9. City Council direct the Chief Planner and Executive Director, City Planning, and the Executive Director, Transit Expansion Office, to engage with Metrolinx on advancing higher order transit within the Secondary Plan Area, including the potential westerly Sheppard Rapid Transit Extension and the proposed new GO Rail Station, subject to further study as directed in the Master Environmental Servicing Plan.

10. City Council direct the Chief Planner and Executive Director, City Planning, to have regard for the Downsview Public Art Strategy, included as Attachment 5, in the evaluation of all current and future Public Art Plans within the portion of the Secondary Plan Area identified as Downsview Centre.

11. City Council direct the Executive Director, Housing Secretariat, in collaboration with the Chief Planner and Executive Director, City Planning and the Executive Director, Social Development, Finance and Administration, to engage property owners in the Secondary Plan Area to explore opportunities to create new rent-g geared-to-income, supportive housing and affordable home ownership units in advance of District Plans and development applications.

12. City Council authorize the General Manager, Parks, Forestry and Recreation, in consultation with the Chief Planner and Executive Director, City Planning, to negotiate and enter into a Master Parks Agreement in accordance with the principles outlined in Attachment 12, and upon such other terms and conditions acceptable to the General Manager, Parks, Forestry and Recreation, and the Chief Planner and Executive Director, City Planning, in a form satisfactory to the City Solicitor.

13. City Council authorize the Chief Planner and Executive Director, City Planning, to enter into any necessary agreements with the property owners in the Secondary Plan Area, including a Restrictive Covenant Agreement, to restrict the permitted uses along the Runway segment within the Downsview Secondary Plan Area, in contemplation of a public access easement to be delivered over phases, for these lands, in a form satisfactory to the City Solicitor.

14. City Council authorize the City Solicitor and appropriate City staff to take such necessary steps, as required, to implement City Council's decision.

15. City Council require the property owners in the Secondary Plan Area to register, to the satisfaction of the City Solicitor, a section 118 restriction under the *Land Titles Act*, agreeing not to transfer or charge any part of the lands without the written consent of the Chief Planner and Executive Director, City Planning or General Manager, Parks, Forestry and Recreation, as the case may be.

16. City Council authorize the General Manager, Transportation Services to negotiate, enter into and execute a funding agreement with property owners to fully-fund the City of Toronto to complete Phases 3 and 4 of the Municipal Class Environmental Assessment process or appropriate major infrastructure studies if an Environmental Assessment is no longer required, on terms and conditions satisfactory to the General Manager, Transportation Services, including a term that any funding shall not predetermine, impact or influence any development approvals or applications made to the City of Toronto, and in a form satisfactory to the City Solicitor.

17. City Council deem that the funding agreement authorized by Recommendation 16 above is not subject to the Donations to the City of Toronto For Community Benefits Policy on the basis that the study is in the public interest of the City and advancing the Municipal Class Environmental Assessment or appropriate major infrastructure studies will allow for the design of the transportation infrastructure to be coordinated effectively with private development in a manner consistent with the Council-approved Downsview Secondary Plan.

## **EQUITY IMPACT STATEMENT**

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Achieving equitable outcomes for Indigenous, Black and equity-deserving groups is one of two overarching goals in the recommended Downsview Secondary Plan. This equity lens is embedded across multiple policy areas to comprehensively support the development of inclusive, complete communities through:

- Providing a range and mix of housing options by type, size, tenure and affordability to serve a variety of household types and those in all stages of life;
- 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;
- Acknowledging the Indigenous presence, past, present and future, by integrating Indigenous ways of knowing, stories and cultures in development of the Plan Area;
- Achieving an extensive, safe, accessible and integrated public transit and active mobility network through infrastructure investments and compact development at transit-appropriate densities;
- Creating an integrated public realm network that enhances and restores connections to nature, provides equitable access to parks and open spaces, offers ample opportunities for active and passive recreation, and supports biodiversity;
- Providing new and expanded services and amenities, including community service facilities, that contribute to social, economic and cultural development and health; and
- Celebrating and supporting the cultural diversity of the local communities.

The companion CDP supports and enhances the planning framework by identifying priorities and subsequent actions that can comprehensively advance equity and build strong, inclusive communities. The CDP draws on engagement and partnerships with the private and non-profit sector, the City's policy levers and other levels of government

to secure resources and address community priorities, in particular for Indigenous and Black communities. Through routine updates, the CDP will continue to reflect the changing needs of the community.

The impetus behind prioritizing Indigenous and Black communities stems from two distinct realities. The first is that Indigenous communities have been deeply and negatively impacted by colonialism. The second is that Black communities experience ongoing negative impacts from the history and ongoing legacy of slavery. The impacts of colonialism and slavery can only be reversed or repaired through intentional and strategic approaches and prioritization of these communities. The Study presents an opportunity to address fundamental and systemic oppression by building communities that are inclusive and accessible to Indigenous and Black communities.

The Study's interdivisional and participatory approach has been informed by comprehensive engagement with diverse groups, including Indigenous, Black and specific equity-deserving groups. The deliverables 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, Housing TO 2020-2030 Action Plan, and the Economic Development and Culture Divisional Strategy.

## **FINANCIAL IMPACT**

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The hard infrastructure required to support the growth expected in the Plan Area, including new streets, active mobility routes, rail crossings, and servicing infrastructure, will be secured through the development review process. This includes infrastructure needs outside the Plan Area boundaries to support growth within the Plan Area. Beyond that, infrastructure timing and funding will need to be determined and prioritized against other city-wide capital projects and operating impacts, both funded and unfunded, through the capital budget plan and operating budget processes.

Community service facilities needed to support the estimated growth are anticipated to be provided, in part, as in-kind Community Benefits Charge 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.

Beyond the infrastructure to be secured through the development review process, the capital costs anticipated for implementing the preferred transportation solution identified in the MESP, based on preliminary estimates, is approximately \$38.72 million over a 20-year timeframe, in 2023 dollars. These shared capital costs are required to advance infrastructure projects in the Plan Area outside of lands with current development applications. Table 1 itemizes the costs and implementation timelines associated with the preferred solutions. Refer to Attachment 10 for the location of these improvements.

**Table 1: Preliminary Cost Estimates for Preferred Transportation Solution**

	<b>Recommended Infrastructure</b>	<b>Cost (in 2023 dollars)</b>	<b>Implementation Timeline</b>
1.	Existing Dufferin Street from Beffort Road to Highway 401	\$11.35M	10 to 20 years
2.	Transit Road Realignment	\$26.92M	5 to 10 years

Given the implementation timeline, no provision has been made for these projects in Transportation Services' 2024-2033 Capital Plan. Subject to Council's approval of this report, staff will develop a funding strategy to identify potential funding sources to implement the preferred transportation solution in the MESP. Any potential City funding requirements would be considered as part of future year capital budget processes.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

## **DECISION HISTORY**

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### **April 2023: Update Downsview: Draft Secondary Plan and Draft Community Development Priorities - Status Report**

This report brought forward the draft Secondary Plan, draft CDP priorities, an outline of the UDGs, and an update on the MESP. The report identified the policy directions and major structuring elements for the Secondary Plan Area, including the major streets, transit stations, rail crossings, land uses, densities, Major Parks, and public realm elements including the Runway, Taxiway and Green Spine. The report concluded Phase 2 of the Study, and identified ongoing streams of work and further engagement planned to inform the final deliverables.

The report can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2023.PH3.17>

### **May 2022: Update Downsview: Status Update and 123 Garratt Boulevard and 70 Canuck Avenue - Official Plan Amendment Application - Status Report**

This report provided a status update on the Study and review of the Official Plan Amendment (“OPA”) application submitted by Canada Lands Company Ltd. and Northcrest Developments (“Applicants”) for the lands at 123 Garratt Boulevard and 70 Canuck Avenue, which includes the Bombardier Downsview Airport. The report set out 17 Emerging Directions to support the establishment of liveable, complete, resilient and transit-oriented neighbourhoods by prioritizing equity and reconciliation, climate action,

health and well-being. The Emerging Directions guided and informed the preparation of the Study deliverables, including an updated vision and policy framework.

The report can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2022.PH34.11>

Additional reports on the process that led to the Update Downsview Study, including the 2011 Downsview Secondary Plan and associated SASP 596, can be found within the Decision History of the reports linked above.

## **BACKGROUND**

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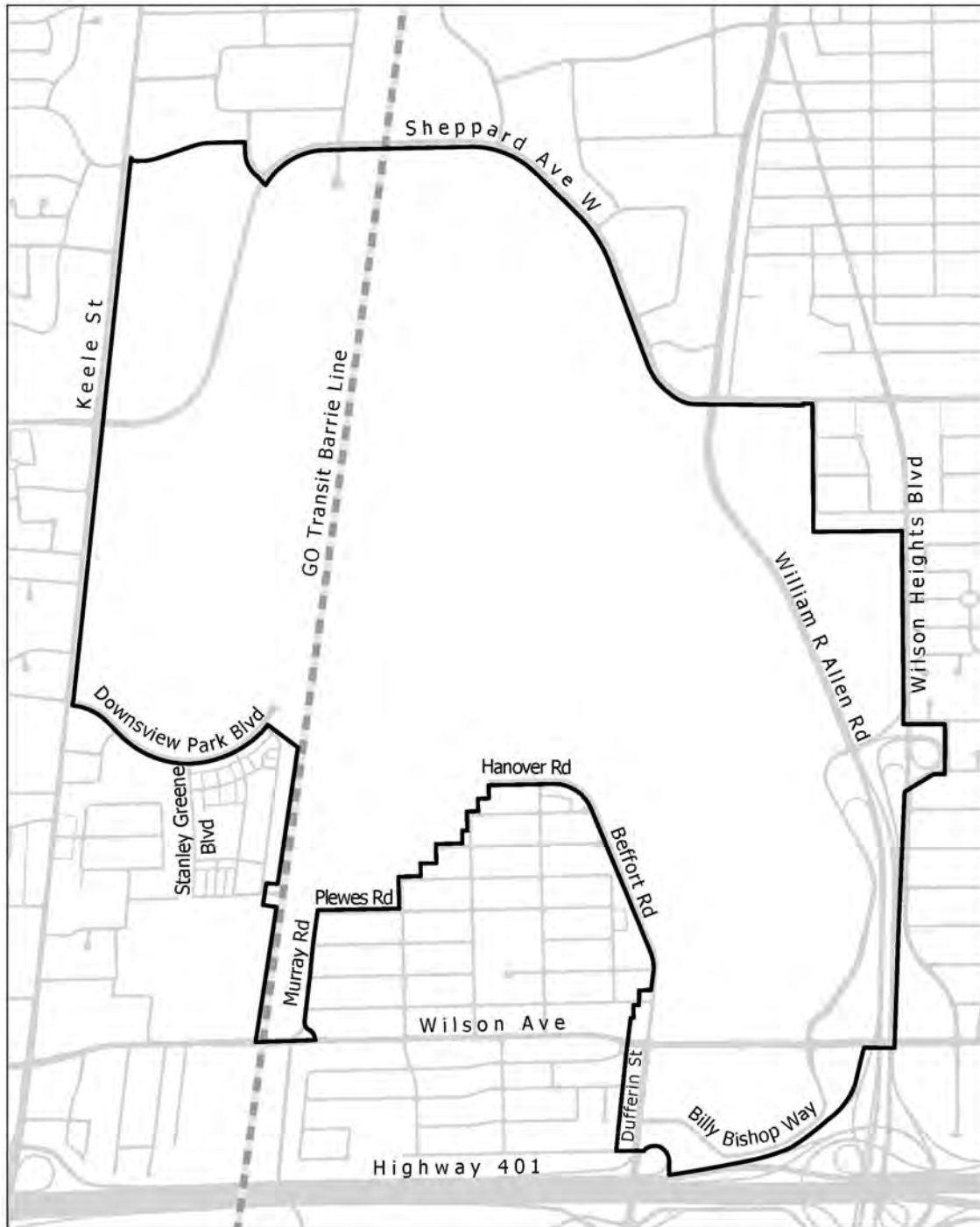
### **Secondary Plan Area**

The Plan Area comprises 540 hectares (5.4 square kilometres) 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. Broader study areas were used to complete analysis for matters such as community service facilities, servicing infrastructure, and the Transportation Master Plan (“TMP”), which forms part of the MESP.

The Plan Area is geographically located on a high point in the City along the divide between the Don and Humber River watersheds, and is part of the territory that has been occupied by Indigenous communities since time immemorial. In particular, the Downsview area is thought to have played a role in the lives of First Nations for activities such as hunting and ceremonial purposes. More recently, the Plan Area has been an important site for Canada’s aerospace industry and Department of National Defence. Beginning in the late 1920s, the aerospace industry and military have played a fundamental role in shaping and defining the immediate Plan Area and the surrounding urban fabric.

The lands surrounding the Plan Area are generally characterized by low-density residential neighbourhoods, with *Mixed Use Areas* and *Apartment Neighbourhoods* designations along the Sheppard Avenue West, Wilson Avenue, Keele Street and Bathurst Street corridors. A range of employment uses are located within the large *Employment Area* immediately north of the Plan Area (known as DUKE Heights), including heavy industrial uses and fuel storage facilities.

Figure 1: Downsview Secondary Plan Area



Downsview Secondary Plan  
Map 7-1 Secondary Plan Area

□ Plan Area





Existing uses and conditions within the Plan Area include:

- A 2.1-kilometre-long airport runway and its accompanying taxiways, surface parking and hangar facilities (see Figure 2), which most recently have included airplane manufacturing, assembly, and office space;
- Three Toronto Transit Commission (“TTC”) subway stations (Wilson Station, Sheppard West Station and Downsview Park Station) and the Downsview Park GO Station on the GO Barrie Rail Line;
- Downsview Park and associated recreation and institutional facilities, including the Centennial College Bombardier Centre for Aerospace and Aviation;
- Two woodlots, identified as natural heritage features, one located in Downsview Park and the other in the William Baker District;
- Wilson Yard Complex, a 24-hectare TTC subway and bus maintenance facility and garage;
- Federally-owned Department of National Defence (“DND”) lands;
- An automobile-oriented street network with limited connectivity to existing arterial streets (Keele Street, Wilson Avenue, Sheppard Avenue West and William Allen Road) due to multiple physical barriers, including the Downsview Airport, DND lands and GO Barrie Rail Line;
- Poor connectivity for pedestrians, cyclists and transit users, including a limited cycling network; and
- The 81,000 square metre, single-storey Depot building, a former military warehouse currently occupied by commercial and light industrial uses including the Downsview Park Film Studio and Merchants Market.

The Plan Area is a mix of private and public property ownership, including City-owned lands in Allen East District.

**Figure 1: Downsview Airport Facing South towards Lake Ontario**



## Process

In September 2021, City Planning initiated the Update Downsview Study following approval of SASP 596. SASP 596 established the requirements 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 Study was undertaken in three phases, as outlined in Figure 3, each with a comprehensive round of public engagement:

**Figure 2: Study Process**



In October 2021, the Applicants submitted an OPA application for 210 hectares of the Plan Area, including the Runway, hangar buildings, and the lands around Downsview Park Station and the Depot building. The materials submitted with the OPA application formed a major input into the Study.

Six inter-divisional and inter-agency working groups were established at the onset of the Study and met regularly throughout the process to foster collaboration and coordination on a thematic basis across the deliverables.

The five Study deliverables are as follows (refer to summary chart in Attachment 6), with the recommended OPA implementing the Secondary Plan (Attachment 1) and the recommended Zoning By-law Amendment (Attachment 2) being statutory documents under the *Planning Act*:

- 1. Secondary Plan:** Provides the overall vision and policies for the Plan Area;
- 2. Zoning By-law:** Contains the permitted meanwhile uses for a portion of the Plan Area to activate the lands prior to future development;
- 3. Urban Design Guidelines:** Provides guidance on the design of the public realm and built form to support the Secondary Plan;
- 4. Master Environmental Servicing Plan:** Identifies transportation and servicing infrastructure required to support the Secondary Plan; and
- 5. Community Development Plan:** Provides a concrete plan to realize/achieve the equity objectives of the Secondary Plan.

## **Municipal Class Environmental Assessment**

The Municipal Class Environmental Assessment process (“Class EA”), which was undertaken through a co-proponency with the Applicants, aligns with the overall Study and meets the requirements for a Master Plan in accordance with the *Environmental Assessment Act*. The MESP is a comprehensive technical document that, once completed, satisfies Phases 1 and 2 of the Class EA process.

Phase 1 of the Class EA process investigated problems and opportunities for transportation and servicing infrastructure related to the proposed redevelopment of the Plan Area, focusing on existing conditions, challenges related to these existing conditions, and future opportunities. A comprehensive Problem & Opportunity Statement was completed to guide the MESP work.

Phase 2 of the Class EA process identified alternative solutions to address the problems and opportunities. Alternative solutions were first developed at a high level, known as a 'long list'. The initial screening criteria considered how well the solution addressed the Problem & Opportunity Statement, whether the solution aligned with the City’s strategic objectives and policy goals, and preliminary technical feasibility. Solutions from the 'long list' were either carried forward as 'short list' solutions requiring further detailed evaluation or were screened out where they failed to meet the initial screening criteria. The detailed evaluation criteria considered: connectivity and technical viability, socio-economic environment, natural environment, cultural environment, environmental sustainability and resilience, and economic sustainability.

The MESP study work will advance to Phases 3 and 4 of the Class EA or an appropriate major infrastructure study, if an EA is no longer required (as per anticipated changes to provincial legislation). Through this process, preferred solutions will be further examined and evaluated for alternative methods of implementation based upon the existing environment, public and review agency input, anticipated environmental effects and methods of minimizing negative effects while maximizing positive outcomes. Future work includes further documentation of the rationale, planning, design and consultation process of the Class EA or major infrastructure study process, also subject to public review. Proceeding with Phases 3 and 4 of the Class EA process or major infrastructure study is recommended as part of this staff report to support the planning approvals, preliminary design and future implementation of the major transportation and servicing infrastructure.

## **Aligned Initiatives**

There are several applications and initiatives both within and adjacent to the Plan Area which were reviewed concurrently with development of the Study deliverables. These include:

- OPA application by Northcrest Developments and Canada Lands Company Ltd. (123 Garratt Boulevard);
- Downsview Community Recreation Centre;
- Allen East District Plan;
- 1377 Sheppard Avenue West Draft Plan of Subdivision application;

- William Baker District Phase 1 Draft Plan of Subdivision application;
- Taxiway District Draft Plan of Subdivision and Rezoning applications;
- 3501 Dufferin Street Official Plan and Rezoning application; and
- Major Transit Station Area (“MTSA”) delineations for the Downsview Park, Sheppard West and Wilson TTC stations.

Details on the OPA application and Downsview Community Recreation Centre are described in this report, while details on the other aligned initiatives are described in Attachment 8.

## **POLICY CONSIDERATIONS**

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All recommended deliverables are guided by Provincial and City Official Plan policies. The Plan is consistent with the Provincial Policy Statement, 2020 (“PPS”), conforms with A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020 (“Growth Plan”) and has been developed within the framework of the City Official Plan.

### **Provincial Policies**

The PPS provides policy direction on matters of provincial interest related to land use planning and development. The Growth Plan builds upon the policy foundation of the PPS and provides a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part.

The Study’s integrated planning framework prioritizes intensification, transit-appropriate densities, and a compact built form, making efficient use of land and infrastructure within an existing settlement area, while protecting environmentally sensitive areas. The recommended densities in the Plan contribute to achieving the population and employment targets in the Growth Plan, supported by the presence of three subway stations and a GO Transit station. Additional policy directions from the PPS and Growth Plan addressed in the recommended Plan and deliverables include:

- Supporting complete communities with a diverse mix of land uses and a vibrant public realm, including an equitable distribution of parks;
- Providing for a range and mix of housing options, including affordable housing, to serve all household sizes, incomes and ages;
- Improving social equity and overall quality of life for people of all ages, abilities and incomes;
- Retaining employment areas, while protecting for land use compatibility, and ensuring redevelopment of lands outside of employment areas retain space for jobs, including institutional development, retail and office uses;
- Integrating land use planning with infrastructure and community service facility planning and investment;
- Expanding access to existing and future transit, as well as safe, convenient and comfortable active transportation, while minimizing parking provisions;

- Protecting and enhancing natural heritage features and functions, including the woodlots in Downsview Park and William Baker;
- Integrating climate change considerations through environmentally sustainable development and stormwater management planning that incorporates green infrastructure; and
- Conserving and enhancing cultural heritage resources that represent the Indigenous, aerospace and military history of the area.

Minimum density targets for MTSAs on priority transit corridors are provided in conformity with the Growth Plan through OPA 575 (see Attachment 8), as part of the City's municipal comprehensive review. OPA 575 is currently waiting for a Ministerial decision.

## **Official Plan**

Toronto's Official Plan is a comprehensive policy document that guides development in the city, providing direction for managing the size, location, and built form compatibility of different land uses, and the provision of municipal services and facilities. The Official Plan provides for the integration of land use and transportation when creating new neighbourhoods centred on public focal points, including parks, open spaces, public streets and community facilities.

The recommended Downsview Secondary Plan update is shown in Attachment 1 and reflects the SASP 596 requirements, provincial policy framework, Official Plan and direction from the overall Study. The OPA includes the removal of most Site and Area Specific Policies within the existing Plan Area (SASPs 58, 596 and 789), while incorporating any policies which are still applicable into the recommended Secondary Plan.

Recommended mapping changes to the Official Plan are included within the OPA to:

- Reflect changes to land use designations within the Plan Area;
- Identify four new major streets;
- Identify potential future regional transit improvements;
- Remove the Downsview Park view to the Downtown/Financial District Skyline; (views are now identified in the Downsview Urban Design Guidelines, and localized views will be identified through District Plans and associated development applications); and
- Identify the additional planned parks in the Plan Area, including eight Major Parks.

## **PUBLIC, STAKEHOLDER AND INDIGENOUS ENGAGEMENT**

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### **Overview**

The City undertook a comprehensive engagement process aligned with the Study's three phases. Engagement activities were organized on a thematic basis and sought

input on the deliverables concurrently. Nearly 2,200 people were engaged in-person and/or virtually through the engagement process, including numerous stakeholders, agencies, First Nations Rights Holders with rights in Canada under s. 35 of the Constitution (“First Nations Rights Holders”), urban Indigenous communities, area residents, and property owners, as shown in Figure 4.

Nbisiing Consulting was retained jointly by the City and Applicants to facilitate engagement for the Study with First Nations Rights Holders and urban Indigenous communities. They supported relationship-building and coordinated and facilitated meetings to ensure representation and consideration of Indigenous perspectives, interests and rights in a supportive environment.

The Jane Finch Community & Family Centre, a United Way support agency, was retained to provide supporting services to coordinate and facilitate the first round of focus groups in Fall/Winter 2022. These focus groups were centered around businesses, seniors, resident grassroots groups, disability inclusion, youth, arts and culture. In addition, Third Party Public, a facilitator consultancy, provided supporting services to coordinate the Deep Dialogues in Fall/Winter 2023, which informed the CDP priorities and actions as well as the other deliverables.

Study milestones, updates and engagement activities were promoted through e-updates, newspapers, mail-outs and City Planning social media accounts. 54,000 to 65,000 flyers were mailed out five times throughout the Study, which included notice for community consultation meetings. Consultation and engagement have been coordinated wherever possible to reduce the number of meetings and ensure that communications regarding the Study, active development applications, and aligned initiatives are presented in a coordinated manner. Where appropriate, this included coordination with the Applicants as MESP co-proponents.

An overview of engagement activities throughout the Study is provided in Attachment 7. Presentations, information boards, and detailed engagement summaries for all phases of the Study, can be found on the Update Downsview webpage under ‘Meetings & Events’: [www.toronto.ca/UpdateDownsview](http://www.toronto.ca/UpdateDownsview).



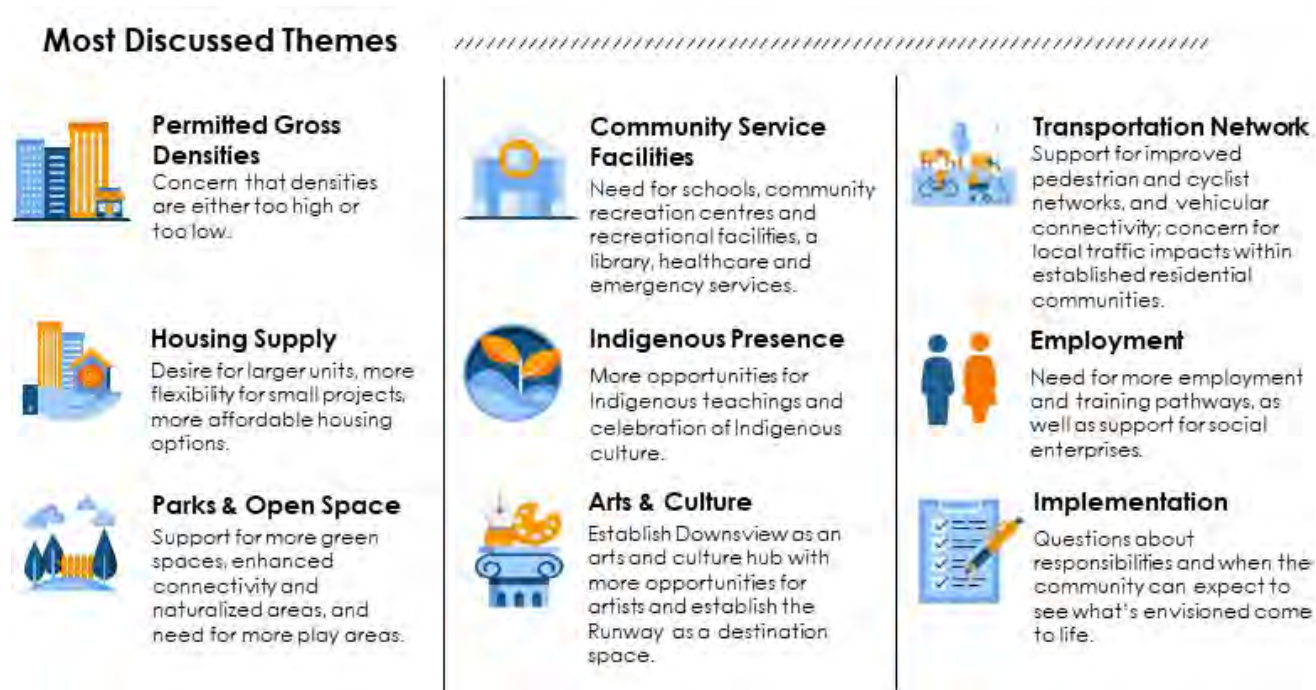
**Figure 3: People and Groups Engaged Throughout the Study**



### Phase 3 Engagement

The public engagement undertaken as part of Phase 3 of the Study (Spring 2023 – Spring 2024) focused on obtaining feedback on the draft deliverables and whether they reflected the vision and objectives established in Phase 2. The main areas of feedback received throughout Phase 3 are illustrated in Figure 5 below:

**Figure 4: Most Discussed Themes During Phase 3 Engagement**



In response to feedback received through the Phase 3 engagement, as well as ongoing analysis and inter-divisional and inter-agency review, the following substantive changes have been made to the recommended deliverables:

- **Land Use / Employment:** Redesignated *Regeneration Areas* as *Mixed Use Areas* with location-specific policies to guide future development, introduced the *Institutional Areas* designation in the southern portion of Taxiway West District to recognize a broader range of uses that support job growth, and added policies to protect for the TTC Wilson Yard Complex as a major employment use;
- **Densities:** Updated policies to clarify that Plan densities are maximums, and refined density map to recognize existing approvals;
- **Housing:** Increased affordable housing requirements for Allen East District to reflect additional density permissions, City priorities, and public input; added clarity that other affordable housing policies are minimums; added a provision that bedroom unit requirements are for developments with more than 80 new residential units; and added a policy encouraging community land trusts and cooperative models;
- **Community Service Facilities:** Updated the community service needs for the anticipated population, including minimum requirements per District; added the need for one net new district library branch (in addition to potential renovations to the existing Downsview branch) and one Indigenous-run child care centre;
- **Parks and Open Space:** Revised policies related to the timing and delivery of parkland dedication, including an enabling policy for a Master Parks Agreement;
- **Indigenous Presence:** Refined policies, UDGs and the Meanwhile ZBL to encourage spaces that support Indigenous recreation and cultural practices (e.g. sacred fires, ceremonies, sweat lodges, water elements), and included references to historical water courses and water features in the public realm;



- **Built Form:** Added further detail to the UDGs regarding alternative built form approaches, within the outlined conditions/constraints;
- **Transportation:** Added requirement for a temporary Green Spine to create an active mobility route from Wilson Avenue to Sheppard Avenue West, prior to completion of the final Green Spine; added analysis and consideration of alternative Dufferin Street Extension alignment to the future Phases 3 and 4 EA process; and added Plan policy that new local streets connecting to or adjacent to existing local streets incorporate traffic calming design measures to limit automobile traffic infiltration and discourage speeding; and
- **Implementation:** Aligned the delivery of parks and community service facilities with population phasing.

## UPDATE DOWNSVIEW – VISION AND OVERVIEW

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### Vision

Initiated by the closure of the Downsview Airport and combined with other redevelopment opportunities, it is estimated that the Plan Area will accommodate 115,000 new residents and 52,000 workers over the next 30 years. This represents one of the largest and most transformative city-building efforts in the history of Toronto. It is an opportunity to reconnect the Plan Area with its surroundings, leverage existing transit infrastructure and cultural heritage resources, create compact, mixed use communities, and deliver new community service facilities. These opportunities will support diverse and inclusive employment and deliver a significant amount of new housing, enabling the development of resilient, sustainable and equitable complete communities.

Responding to the climate change emergency, the Plan prioritizes climate resilience and environmental sustainability in the design and operation of buildings, infrastructure and the public realm. Development will support the reintegration and co-existence of the natural and built environments and recognize shared responsibilities to the land and water. This includes ensuring public access to green space, supporting natural functions and reducing greenhouse gas emissions. Enhancing human integration with nature will also help define the sense of place, which will be further influenced by the area's history and informed by Indigenous perspectives. Underpinning this vision is the recognition that some communities experience disproportionate impacts from climate change, highlighting the need to embed equity in the Plan.

Through this transformation, the Plan Area will emerge as a series of complete communities that prioritize inclusive social and economic development opportunities and strive to remove and reduce barriers faced by Indigenous, Black and equity-deserving groups. The 5.4 square kilometre Plan Area provides a generational opportunity for the intentional development of communities of inclusion from the ground up, contributing to the City's efforts to address reconciliation and anti-Black racism. This will be achieved with early engagement and integration of the facilities, places and spaces needed to meet diverse needs and create a welcoming environment. New communities will be further supported by a regionally significant concentration of

employment, local services and amenities, arts and culture, and a range and mix of housing options, ensuring everyone has an equal opportunity to thrive.

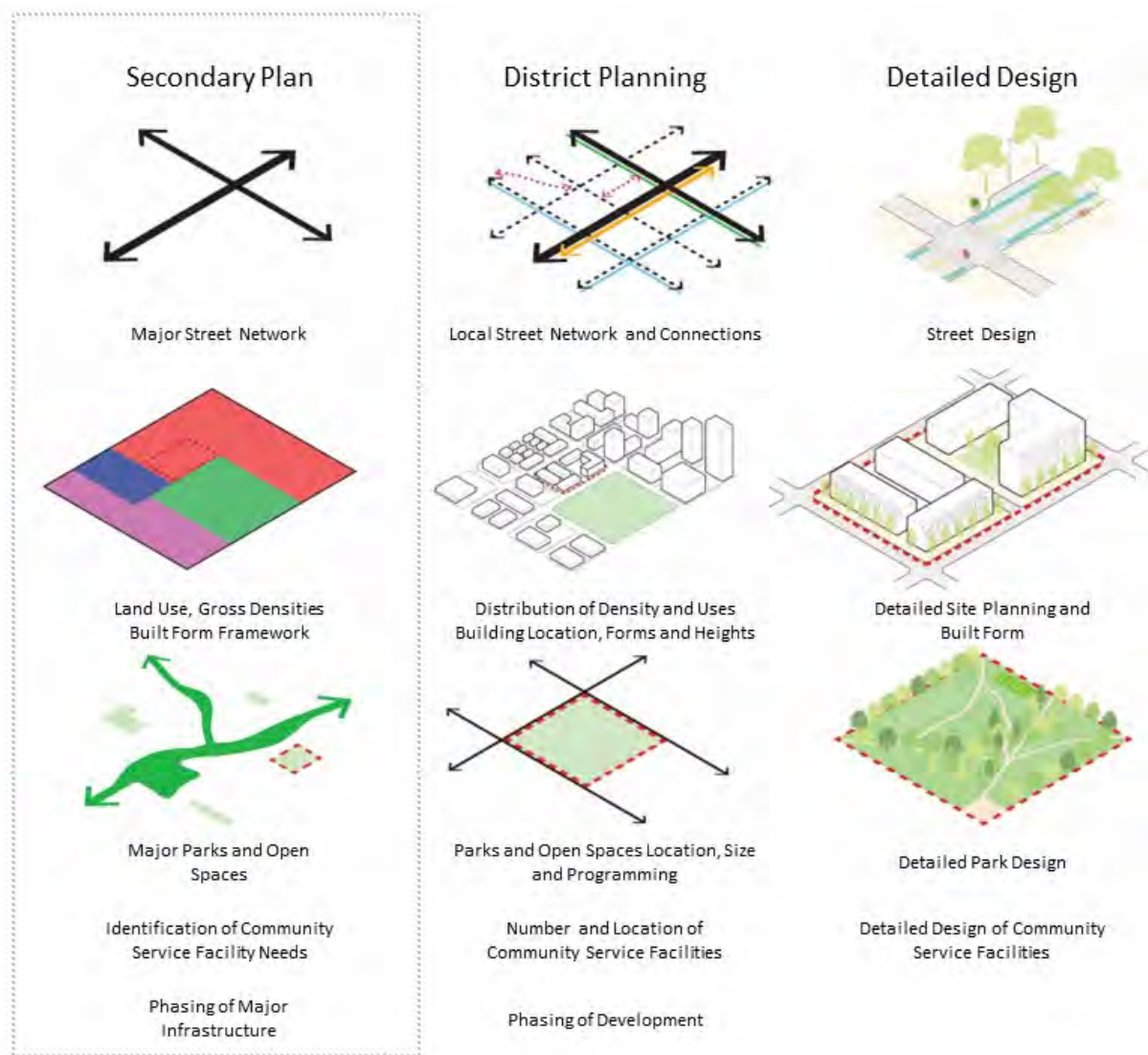
These new communities will be vibrant and attractive places to live, work, play, visit and gather. Three existing transit stations together with a new mobility network will focus on moving people and providing attractive choices for getting around by transit and active modes. The Plan Area will be structured around a high quality and integrated public realm network – anchored by Downsview Park, the Runway and Taxiway, the Green Spine, and new parks and open spaces – building connections within and beyond the Plan Area.

## **Planning Framework**

The Secondary Plan is a high-level framework plan which lays out the overarching goals and objectives, policies and major structuring elements of the Plan Area. These include the major streets, Major Parks, public realm, land uses, permitted gross densities, built form framework, the location and type of rail crossings, potential regional transit improvements and community service facility needs. The policy framework enables flexibility and new ideas to be implemented over time through detailed District Plans and development applications. The relationship between the contents for the Plan and the District Plans is shown in Figure 6.

The planning framework also addresses that activating and making efficient use of portions of the Plan Area during the long-anticipated build-out, or meanwhile years, will contribute to creating a sense of place and recognizing the Plan's vision. This is enabled through the Meanwhile ZBL, described later in this report and provided in Attachment 2.

**Figure 5: Planning Policy and Design Hierarchy**



## District Plans

The Plan Area comprises 15 Districts, as shown on Figure 7. The District Plan process and associated development applications will implement the Secondary Plan in finer detail, including the local street network and connections; number, location and size of 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. Securing affordable housing and development and infrastructure phasing will also be part of District Plans and associated development applications.

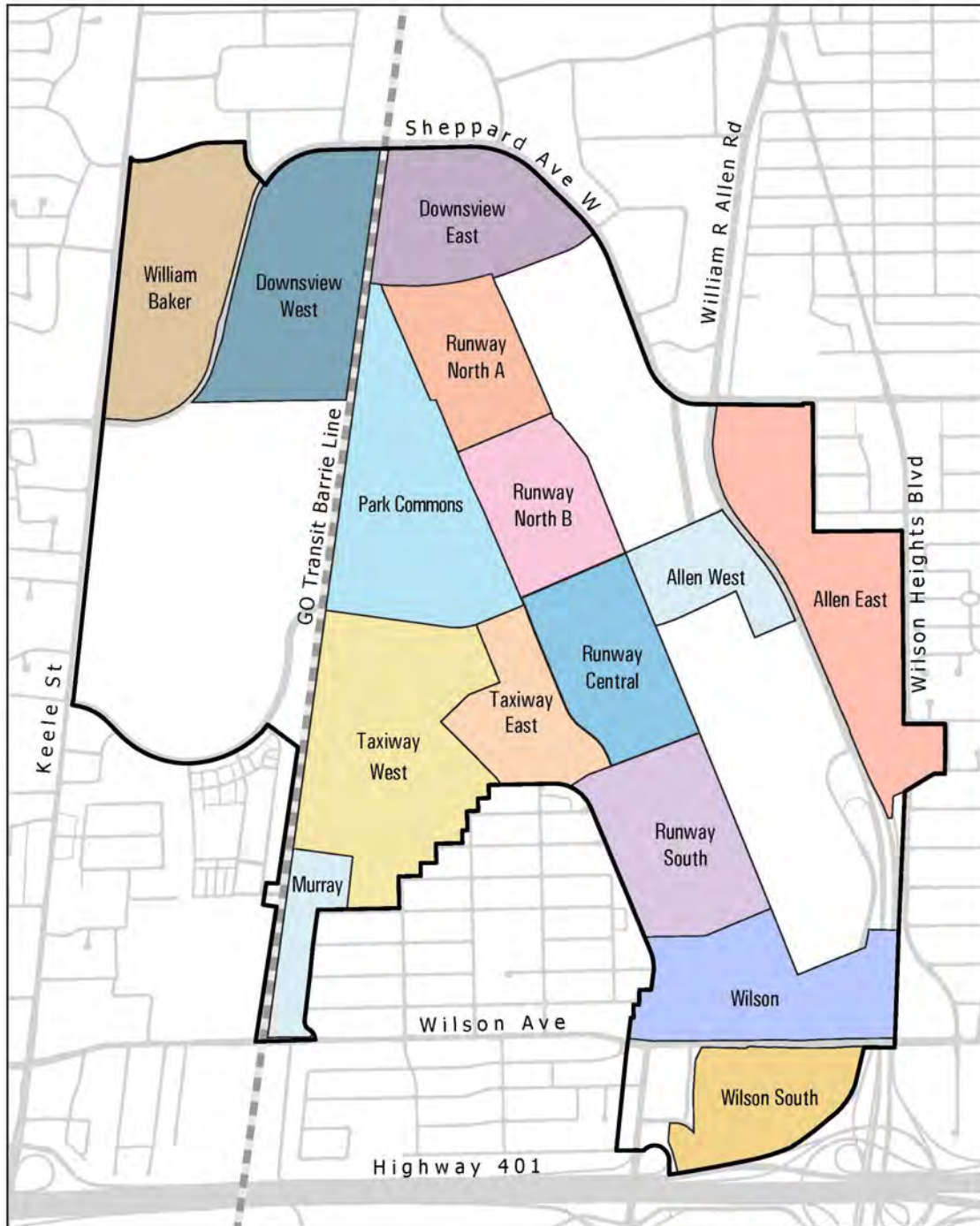
## Location-Specific Policies

The Plan includes location-specific policies to carry forward SASP requirements, recognize existing approvals and/or identify policy requirements that apply to specific lands within the Plan Area, as follows:

- **Downsview Centre** (covers ten districts, generally including the lands subject to the OPA application by the Applicants): Requirements for non-residential uses and affordable housing (carried forward from SASP 596), as well as parkland and open space policies;
- **Downsview Park**: Recognition of the role of Downsview Park as a federally-managed national urban park that supports a range of institutional, cultural, educational and park-related uses, with the provision that the total area of the Downsview Park lands may not be reduced;
- **Allen East**: Recognition of Council-endorsed District Plan;
- **Wilson South**: Requirements for parks, open space and local streets;
- **Dufferin Wilson Regeneration Area**: Recognition of the Dufferin Wilson Regeneration Area Plan (SASP 388), which applies to these lands;
- **Wilson and Allen Road**: Requirements for affordable housing and non-residential uses carried forward from OPA 591;
- **William Baker**: Inclusion of District-specific policies from the 2011 Downsview Secondary Plan; and
- **Murray**: Requirements for future development to address the Proposed New GO Rail Station and complete a Community Services/Facilities Study.

For the Allen East District, changes to the Council-endorsed District Plan include additional densities allocated through the recommended Secondary Plan and updated affordable housing requirements (further described in the housing section of this report). The recommended densities address the airport closure and lifting of associated height restrictions, and align with densities that are appropriate adjacent to TTC subway stations. Appropriate building heights and built form transition to the adjacent low-rise neighbourhoods will be addressed through subsequent development applications, including Zoning By-law Amendment applications.

Figure 6: Districts



Downsview Secondary Plan  
Map 7-5 Districts

□ Plan Area



Not to Scale

## MAJOR STRUCTURING ELEMENTS

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The following section provides a thematic overview of the major structuring elements across all of the deliverables, addressing their integration and combined contributions to achieve the vision and overarching goals for the Plan Area. The major structuring elements are as follows:

1. Public Realm
2. Housing
3. Land Use
4. Density
5. Built Form
6. Heritage
7. Mobility and Servicing Infrastructure
8. Environment and Energy
9. Community Service Facilities
10. Economic, Cultural and Social Development

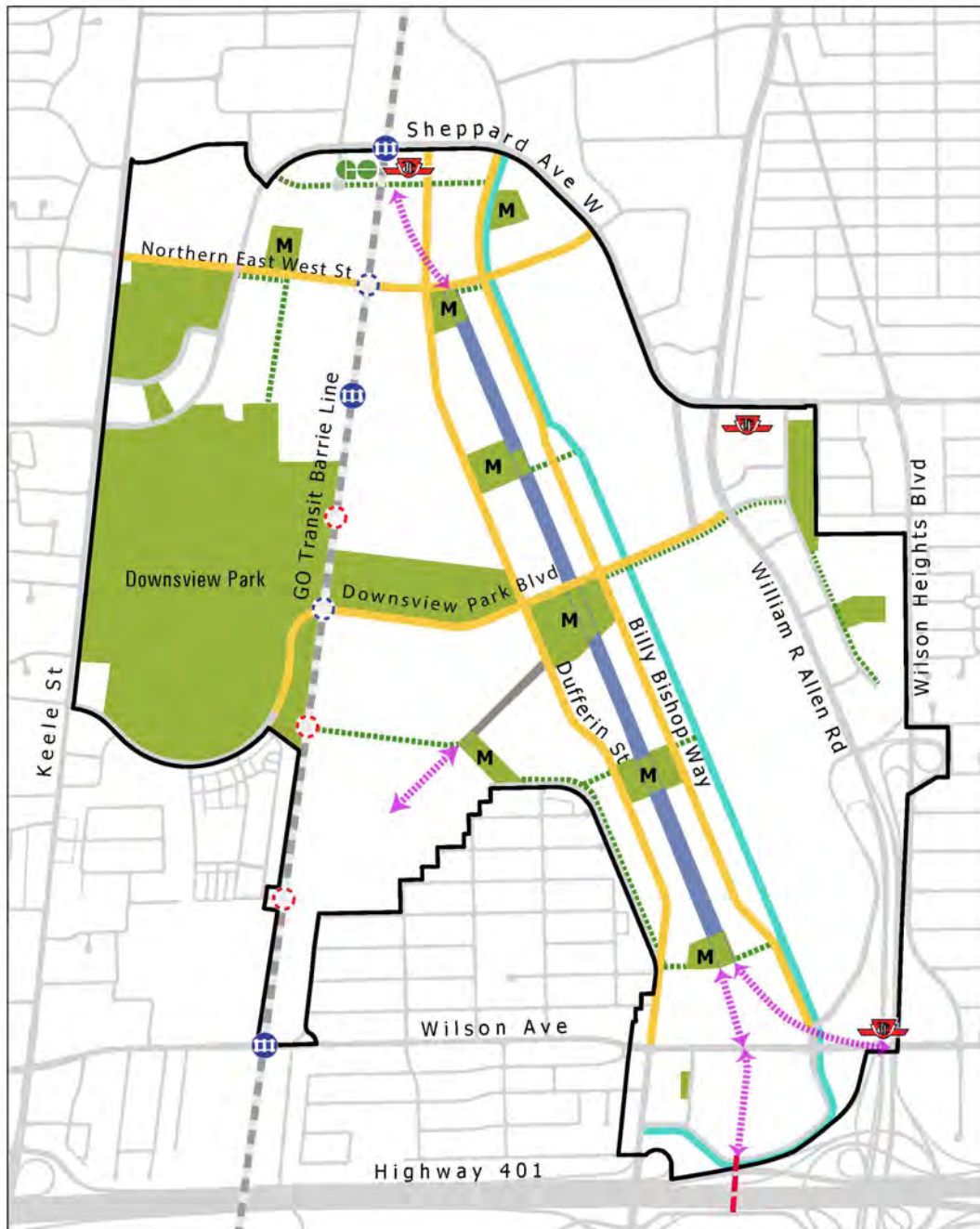
### 1. Public Realm

The Plan Area is structured around a high quality and integrated public realm network shown on Figure 8 – anchored by the existing Downsview Park, the reimagined Runway and Taxiway, Green Spine, and eight new Major Parks. Publicly-Accessible Private Spaces (“POPS”), mid-block connections and greenways will be located to integrate with the rest of the public realm network. They will incorporate consistent features to ensure that they are clearly interpreted as components of the public realm.

An equitable distribution of parks, open spaces, amenities and programming in the public realm will provide easy access to space for recreation, placemaking, gathering, commemoration and celebration for all ages and abilities, including opportunities to recognize contributions of Indigenous and Black communities. Indigenous presence and ways of knowing will be recognized and celebrated in the public realm in close collaboration with Indigenous communities. This will be implemented through placemaking, placekeeping, water features, wayfinding, naming, educational signage, spaces for ceremony, medicinal gardens, landscaping, plant species, materiality and/or other initiatives. The UDGs provide further direction on the public realm, and built form, supported by actions in the CDP.



Figure 7: Public Realm Plan



Downsview Secondary Plan

Map 7-2 Public Realm Plan

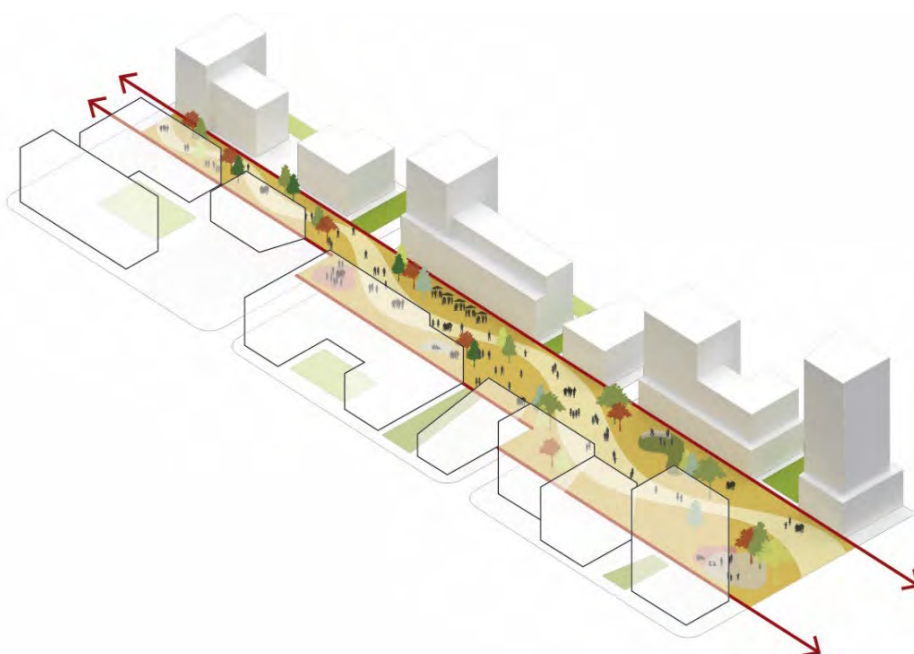
Plan Area	GO Transit Station	Existing and Approved Streets	Future Yorkdale Pedestrian Bridge
Existing Rail Crossings	TTC Station	Greenways	The Runway
Planned Multi-modal Rail Crossings	Rail Corridor	Green Spine	The Taxiway
Planned Active-only Rail Crossings	Planned Major Streets	Public Realm/Mobility Connections	Major Parks
			Parks and Natural Areas

↑  
Not to Scale

## 1.1 The Runway and Taxiway

As one of the defining elements of Downsview's nationally significant aerospace history, the former landing strip of Downsview Airport will be reimagined as the Runway, a continuous, linear, publicly accessible open space spanning over two kilometres (see Figure 9). The Runway is centrally located in the Plan Area and will connect Wilson Avenue and Wilson Station to Downsview Park Station and Sheppard Avenue West. It will be a minimum of 20 metres wide, animated with vibrant uses, including retail, community uses and public amenities, and will expand to its legacy width (generally 60-metres) in strategic locations, creating a series of pedestrian-oriented urban rooms and generous open space. The Runway will be designed for active mobility, with limited automobile access, and is envisioned to become a destination for residents from across Toronto and beyond. As a POPS, the Runway will be developed in segments, with each segment developed with its associated district. The Plan requires the Runway to be owned by a single entity to ensure consistency in programming and design.

**Figure 8: Axonomic View of the Runway**



The former airport taxiway, which runs southwest from the Runway to a Major Park in the Taxiway East District, will be reimagined as a linear open space and active mobility route. Together, the Runway and Taxiway comprise six hectares of open space and will be central organizing elements of the public realm and the primary connecting features of new communities. The Runway and Taxiway will be designed to incorporate public art and creative interpretations to celebrate the past, present and future of the area, including Indigenous place-keeping and the aerospace history.

The UDGs provide additional guidance on the organization and design for the Runway and Taxiway. These include highlighting and maintaining the Runway and Taxiway's legacy, continuity and linearity through design; creating a sequence of urban rooms along the Runway to define activities and spaces; and direction for built form adjacent to the Runway, such as sun-shadow requirements and creating long-spanning views.

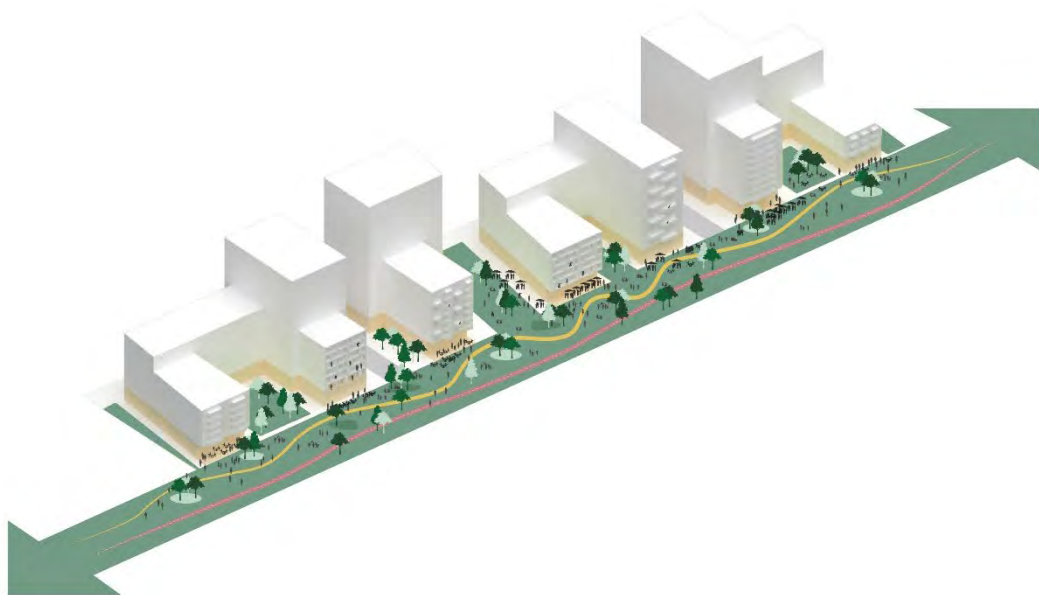


## 1.2 Green Spine

The Green Spine is a publicly accessible active mobility corridor that will generally be 15-18 metres wide and three kilometres long (see Figures 8 and 10). It is a major structuring element of the public realm that will run from Sheppard Avenue West in the north end of the Plan Area, along the western edges of the DND lands and TTC Wilson Yard, connecting to Dufferin Street in the south, as well as a potential future Yorkdale pedestrian bridge over Highway 401 (identified through the Yorkdale Transportation Master Plan).

The Green Spine will provide a continuous, comfortable and convenient cycling and walking route that connects to important community destinations and will contribute to the overall modal split envisioned for Downsview. It will be a landscaped and naturalized corridor that incorporates green infrastructure to support stormwater management. The UDGs provide guidance on the function and design, active mobility, and built form adjacencies of the Green Spine.

**Figure 9: Development along the length of the Green Spine**



The Plan outlines the process for advancing detailed design, ownership and construction of the Green Spine through District Plans and associated development applications. Staff will report at a later date on legal arrangements required regarding ownership and maintenance.

As part of Phase 1, the Plan requires that a temporary Green Spine be provided, at the sole cost of the property owners, to establish an active mobility connection from Wilson Avenue to Sheppard Avenue West. This will support early transition away from automobile use as well as community activation uses enabled through the Meanwhile Zoning By-law.

### **1.3 Parks and Open Space**

The Secondary Plan establishes a vision for future park development to promote healthy, active and green places delivered at pace with growth. Future parks in the Plan Area will support physical and mental well-being by providing opportunities for active and passive recreation, and social gathering. Parks will also contribute to climate resilience by playing a role in stormwater management, and creating new habitat. Distribution of parks and open space will enhance connectivity, including to Downsview Park, which provides federally-owned and operated parkland in addition to the parks and open space requirements in the Plan.

The Plan identifies eight new Major Parks, shown on Figure 8, ranging in size from one to four hectares, and distributed within a five-minute walk from any residential dwelling or place of employment. The UDGs provide additional guidance for the function and design of Major Parks, including green infrastructure where applicable, and built form adjacencies. Local parks will be identified at the District Planning stage, in accordance with parkland dedication requirements pursuant to the *Planning Act* and the development application process. The Plan prioritizes on-site parkland dedication within each District, in order to achieve larger, consolidated parks.

A location-specific policy for Downsview Centre requires a minimum of 40 hectares of parks and open space. Of this, 14 hectares are identified as Major Parks, which must be a minimum of one-hectare in size to support the objective of delivering a range of full-size recreational facilities (which are challenging to accommodate in smaller parks) to serve new and existing residents. The remaining 26 hectares will be made up of other open spaces such as local parks, the Green Spine, and POPS, including the Runway and Taxiway. A Master Parks Agreement (see Attachment 12) is recommended to provide a detailed implementation strategy for timing and delivery of parkland within Downsview Centre.

In Wilson South, a location-specific policy requires a minimum of three hectares of publicly-accessible parks, open spaces and green connections be achieved, including a Major Park.

The Plan aligns with the City's Parkland Strategy, Parks and Recreation Facilities Master Plan as well as on-going updates to these strategies and capital budget planning considerations. Given the phased approach to development, there will be an opportunity to monitor the delivery of park-based facility and programs over the lifespan of the development to assess needs, priorities and changes in trends over time.

The CDP includes actions which encourage the provision and use of parks, open spaces, and POPS that support events, recreation and leisure, public art, Indigenous ceremonies and place-keeping, as well as community food security and sovereignty.

### **1.4 Public Art**

The Plan encourages public art to facilitate expression of the area's cultural and natural heritage, including Indigenous place-keeping and cultural expression, the historic aerospace industry, and other themes that contribute to community identity and a sense

of place. Public Art Plans included as part of District Plan submissions are required to demonstrate how public art will contribute to the character of the applicable Districts, and identify appropriate locations for public art as part of the City's Percent for Public Art Program for long-term and permanent installations. Public Art Plans will include opportunities for embedding Truth and Reconciliation with Indigenous communities and championing equity and inclusion, among both artists and audiences, as key principles for public art. The vision is that public art empowers creativity and community everywhere.

The Downsview Public Art Strategy (Attachment 5) provides a comprehensive approach to public art opportunities across the ten districts of Downsview Centre as identified in the location-specific policies of the Plan. This report recommends that the Public Art Strategy be used in evaluation of Public Art Plans with Downsview Centre.

The CDP actions related to arts, heritage and education further support the facilitation of public art opportunities including programming, exhibitions, pavilions and performance spaces as well as collaboration with arts organizations and educational institutions. including prioritization of Indigenous, Black and equity deserving artists.

## **2. Housing**

The Plan Area is anticipated to be home to approximately 115,000 new residents upon full build-out over 30 years and will play a prominent role in achieving the City's housing targets. The Secondary Plan requires that developments will contribute to a range and mix of housing options by type, size, tenure and affordability, to meet the spectrum of needs. This will include providing housing for seniors, multi-generational housing, supportive housing and affordable rental and/or ownership housing, including deeper levels of affordability or rent-geared-to-income where possible.

The housing policies build on the Council-adopted Growing Up Guidelines (2020). The Plan requires a minimum of 40% of 2- and 3-bedroom units be provided within new developments over 80 residential units, consistent with other recently approved Secondary Plans. Securing these unit types will help to ensure there is a diversity of housing stock within this community that can attract and address the needs of a variety of household types and people at all life stages.

The CDP further seeks to encourage housing-related events that provide opportunities for ongoing education and capacity-building, and to provide a range of housing options and tenures that prioritize Indigenous and Black communities, where possible. As informed by the CDP, this report includes a recommendation to engage property owners in the Plan Area to explore opportunities to create new rent-geared-to-income, supportive housing and affordable home ownership units in advance of District Plans and development applications.

### **2.1 Affordable Housing**

Affordable housing requirements vary throughout the Plan Area, due to the history of employment area conversions and Council decisions, and the combination of private and public lands, described below. The City's Official Plan uses an income-based

approach for defining affordable rental and affordable ownership housing. In securing affordable housing, the City will use the in-effect definitions at the time future development applications are made. Should the City's Inclusionary Zoning framework come into effect and have the potential to yield additional affordable housing, the City will designate Protected Major Transit Station Areas in the Plan Area to utilize this tool.

**Downsview Centre:** the affordable housing requirements from SASP 596 have been carried through to the Secondary Plan and require one or more of the following:

- Convey land to the City sufficient to accommodate a minimum of 20% of the residential gross floor area;
- Provide a minimum of 10% of residential gross floor area as purpose-built rental units with affordable rents secured for a period of no less than 20 years; and/or
- Convey to the City a minimum of 5% of the residential gross floor area as purpose-built rental units or affordable ownership units.

For the first District in Downsview Centre – Taxiway West District – Northcrest Developments has committed to extending the minimum affordability period and providing 10% of residential gross floor area as affordable rental units for 99 years. On federally-owned lands, in accordance with their Strategic Plan, Canada Lands Company Ltd. seeks to go above municipal requirements for affordable housing by enabling a minimum 20% of residential units as affordable housing units.

**Wilson and Wilson South Districts:** For lands within these Districts redesignated as *Mixed Use Areas* following an employment conversion as part of OPA 591, the Plan requires a minimum of 7% of new residential gross floor area as affordable ownership housing for a period of 99 years, or a minimum of 5% as affordable rental housing for a period of 99 years.

**Allen East District:** The Allen East District is owned by the City, and the 2021 Council endorsed District Plan required 300 affordable housing units be provided. The recommended Secondary Plan, which permits higher gross densities, now requires a minimum of 20% of residential gross floor area, with a target of 30%, to be affordable rental units for a period of 99 years. The Allen East District has also been identified as a pipeline site for the City's Housing Now initiative.

### 3. Land Use

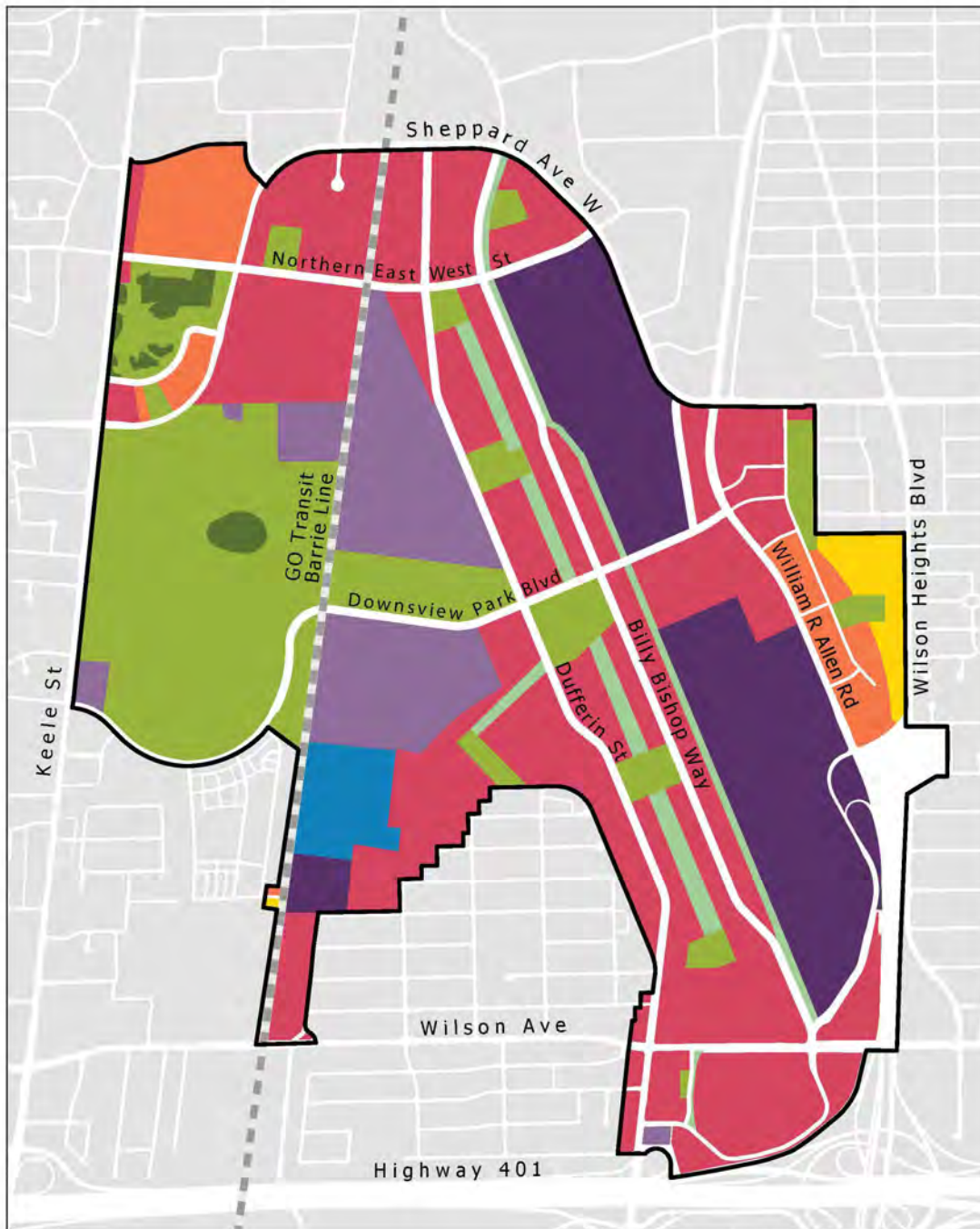
The Land Use Plan (Figure 11) which forms part of the recommended Secondary Plan includes updated land use designations informed by SASP 596, employment area conversions approved through the City's municipal comprehensive review, provincial policies, the Official Plan, and the overall Study and public engagement process. The Land Use Plan enables mixed use, inclusive and complete communities, where the daily needs of residents and workers can be easily accessible by active transportation or public transit. The land use designations may be refined more specifically through the development application process.

The recommended land uses are as follows, and outlined in Figure 11:

- The majority of the Plan Area is designated as *Mixed Use Areas*, which will develop with a broad mix of residential and non-residential uses, including commercial, office, compatible light industrial, institutional, community service, arts, culture, utility, park, open space and recreation uses.
- *General Employment Areas* are for employment uses that support the regional economy and provide for stable, higher-income jobs (e.g. advanced manufacturing, biotech and film sector jobs) that cannot be accommodated in mixed use buildings. The areas designated *General Employment* include the northern hangar buildings in Taxiway West District, as well as portions of Downsview Park, described in the location-specific policies.
- *Institutional Areas*, which include the southern hangar buildings in Taxiway West District, are planned to complement the *General Employment Areas* by accommodating a broad range of uses to support job growth, including major education, health, government and cultural institutions. Sensitive uses and overnight housing associated with institutional uses (e.g. hospitals) are not permitted to ensure compatibility with the adjacent *General Employment Areas* designation.
- The TTC Wilson Yard and DND lands retain their designation as *Core Employment Areas* to recognize the continuation and possible expansion of these uses.
- Lands designated as *Parks* include Downsview Park, eight new Major Parks, and parks identified through the Council endorsed District Plans for Allen East and William Baker. Lands designated as *Other Open Space Areas* include the Runway, Taxiway and Green Spine.
- Lands designated *Neighbourhoods* and *Apartment Neighbourhoods* reflect existing Council endorsed District Plans for Allen East and Phase 1 of William Baker and carry forward the existing designations for Phase 2 of William Baker.

The location-specific policies for Downsview Centre require a minimum of 1,114,000 square metres (nearly 12,000,000 square feet) of non-residential gross floor area to be developed prior to, or concurrent with residential uses, based on a specified list of uses and ratios. The location-specific policies for Wilson and Allen Road require a minimum non-residential gross floor area of 21% of the total gross floor area. These policies support a broad range of employment opportunities across multiple sectors. It is anticipated that the non-residential requirement will be accommodated through several land use designations described below, with a focus on *Mixed Use Areas*, *General Employment Areas* and *Institutional Areas*.

Figure 10: Land Use Plan



Downsview Secondary Plan

Map 7-3 Land Use Plan

- |                          |                          |                       |
|--------------------------|--------------------------|-----------------------|
| Plan Area                | Natural Areas            | Core Employment Areas |
| Neighbourhoods           | Parks                    | Institutional Areas   |
| Apartment Neighbourhoods | Other Open Space Areas   | Rail Corridor         |
| Mixed Use Areas          | General Employment Areas |                       |



Not to Scale

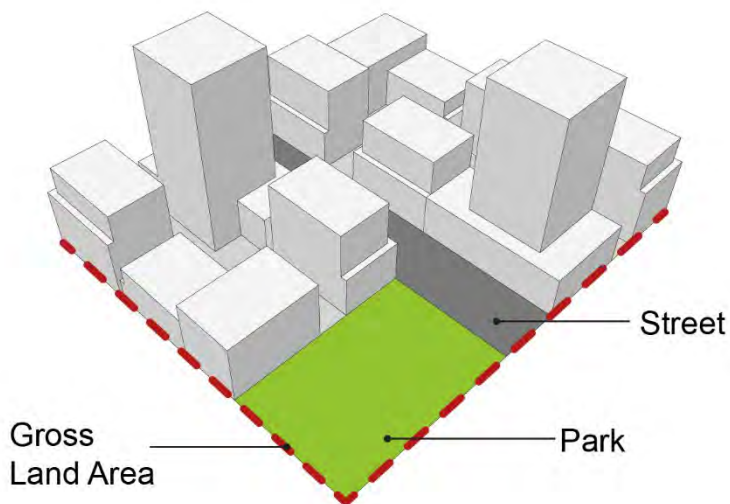


## 4. Density

The Plan identifies maximum gross densities using Floor Space Index (“FSI”). FSI is the ratio of gross floor area of all buildings in an identified area, divided by the total land area of the identified area (inclusive of lands for buildings, streets, parks etc. – see Figure 12). In the Plan Area, the highest density areas, up to 3.5 gross FSI, are located adjacent to existing transit stations, which can support the proposed densities and are designated *Mixed Use Areas*. Density on any individual lot may be lower than or exceed the maximum FSI provided for the identified area in the Plan, provided that the overall density distribution is in accordance with the maximum FSI for the identified area and Plan policies. When streets, parks, etc. are netted out of the density calculation, a 3.5 gross FSI translates into approximately 6.0-6.5 net FSI.

**Figure 11: Floor Space Index**

$$\text{FLOOR SPACE INDEX} = \frac{\text{GROSS FLOOR AREA}}{\text{GROSS LAND AREA}}$$



These densities are comparable to similar large-scale development areas such as the Consumers Next Secondary Plan Area (Sheppard Avenue East and Victoria Park Avenue), the Tippet Road Regeneration Study Area and the Sheppard East Corridor Secondary Plan Area, and are higher than those built in the Railway Lands West.

The recommended densities are appropriate for the Downsview context given the large-scale master planned process. They will exceed the minimum density targets for MTSA's required by the Growth Plan, while supporting the vision for the Plan Area. Districts located along the Runway have been assigned a uniform density of 2.5 FSI (gross) to support the intended built form and amount of open space within these districts, as well as the proximity to higher order transit. For districts where existing buildings are retained for repurposing such as Downsview West (the Depot building) and Taxiway West (the hangar buildings), the Plan allocates lower densities to account for the adaptive re-use of these important buildings, and reflects their distance from higher order transit.

Overall, the density allocation was informed by each area's proximity to the TTC and GO stations, the repurposing of large, historic buildings, and the vision for each of the districts.

## 5. Built Form

Development throughout the Plan Area will be varied and diverse, with a high degree of block permeability to facilitate mobility and comfortable microclimate conditions, and a mix of block configurations, built form typologies and heights. This will create variation at the scale of the block and district, as well as the opportunity to generate interesting skylines throughout the Plan Area. While development will be primarily mid-rise, tall buildings are permitted throughout the Plan Area, with the tallest buildings and most significant clusters of tall buildings located near transit stations. The Plan does not permit low-rise residential buildings, except to support an appropriate transition to existing low-rise *Neighbourhoods*.

In keeping with its overarching sustainability and equity goals, the Plan provides direction to ensure that the built form supports the public realm, including prioritizing sunlight access on the Runway and Major Parks and ensuring comfortable pedestrian-level wind performance on important public realm features. The Plan also promotes efficient, sustainable and low embodied carbon building and site designs. Built form will generally follow the City's policies and guidelines for mid-rise and tall buildings. Contextually appropriate policies and guidelines have been established through the Study's comprehensive master planning process and in coordination with Plan policies which set out maximum gross densities, minimum sunlight access requirements, and District Plan requirements.

Given the policy directions for sustainability and sunlight access on the Runway and Major Parks, the Plan states that mid-rise buildings may include fewer step-backs and minor additional height (compared to the City's Mid-Rise Building Guidelines), where doing so does not compromise the requirement for variety of built form heights at good proportion as well as the provision for sunlight and daylight access to the public realm. The UDGs provide further guidance for considering minor additional height, including:

- Supporting sustainable design;
- Providing more multi-bedroom units;
- Improving sun and wind performance in the broader public realm; and
- Allowing for more block permeability.

Any minor additional heights for mid-rise buildings will be reviewed in the context of the block across the Right-Of-Way ("ROW"), Runway or Taxiway. District Plans will provide details to assess the overall built form, with supporting materials including sun, shadow and wind studies.

Tall buildings in the Plan Area will be clustered to sculpt a varied and expressive skyline. The Plan requires a minimum tower separation of 30 metres between tall buildings which are greater than 20-storeys. This is a greater separation distance than those in the Tall Building Guidelines, to ensure additional access to sunlight on the



public realm, as well as access to sky view. The UDGs provide further context-specific guidelines for tall buildings to support built form variety and environmental sustainability. These include flexibility for one tall building per block to meet the ground directly, without a podium or step back of storeys above a podium, at specific locations within the Plan Area to increase block porosity and support variety in the at-grade pedestrian experience. In addition, the UDGs contemplate one, up to two tall buildings under 20-storeys to have tower floor plates up to a maximum of 850 square metres on a development block, where they apply low carbon building practices, while minimizing adverse impacts to pedestrian comfort, shadow, and wind.

The UDGs also identify that opportunities to integrate Indigenous principles into the location, orientation, design, and massing of buildings, for community service facilities, public buildings and/or other buildings that will serve the Indigenous communities, should be explored in consultation with Indigenous communities through the District Plan process.

Detailed built form, including building heights, location, massing, and orientation, as well as the relationship to the public realm, will be considered and secured through development applications.

## **6. Heritage**

The land within the City of Toronto, including the Plan Area, have been honoured and valued by Indigenous peoples from time immemorial. Important elements of the Plan Area's history are woven into the area's future development through the Secondary Plan, including Indigenous presence.

A Stage 1 Archaeological Assessment was undertaken based on the 2011 Downsview Secondary Plan boundary as part of the OPA application submitted by the Applicants. Based on the results of the Stage 1 Archaeological Assessment and the identification of areas of archaeological potential within the City of Toronto's Archaeological Management Plan, any future development within the Plan Area that incorporates an area of identified archaeological potential must include a Stage 2 Archaeological Assessment, at minimum, as a condition of approval.

Elements of the Plan Area also have a rare and unique legacy of cultural heritage resources, including buildings, structures and landscapes that are associated with Canada's aerospace and military history. Through commemoration, conservation, and adaptive re-use, this legacy will continue to be a defining element of a unique character and sense of place in the Plan Area. The Plan includes specific policy direction to conserve and enhance cultural heritage resources as valuable elements of the Plan Area's past that will be leveraged to enrich its future, including as defining elements of a sense of place. For example, the Runway and Taxiway will be reimagined as central features of the public realm and connecting features of the community.

## 7. Mobility and Servicing Infrastructure

The MESP is a long-range plan that examines and identifies the mobility, water, wastewater and stormwater infrastructure required to support the needs of existing and future residents, workers and visitors in the Plan Area. It forms the technical and planning basis for the major mobility network and municipal servicing improvements to implement the Secondary Plan. The work undertaken for the MESP to date satisfies the integrated *Planning Act* and Class EA Act Phases 1 and 2 Study process. The MESP will serve as a strategic document to support the Secondary Plan and will be utilized as a technical resource for the more detailed composition and review of development proposals in the Plan Area. Further work will advance through the EA process or appropriate major infrastructure study, if an Environmental Assessment is no longer required, to detail and update the recommended mobility network and servicing improvements identified in the MESP.

As part of this report, it is recommended that Council endorse the Downsview MESP and that Staff issue a Notice of Completion and put the MESP in the public record for final public review of the work to date in accordance with the requirements of the Class EA process.

### 7.1 Mobility Network

The Plan Area's vision for complete communities with a mix of land uses is supported by a robust multi-modal mobility network with an emphasis on active transportation and transit use. This integration between land use and mobility will enable a significant shift in travel behaviour. Paired with a strategy to reduce the dependence on automobiles, the mobility focus is on walking, cycling and transit becoming the most convenient and attractive mobility options. This approach will support the development of connected communities, reduce barriers, and create a more equitable people-first network that supports access to daily needs and the broader city and region. This mode share shift is a major theme in the policy framework and has informed many of the decisions leading to the deliverables.

The recommended Mobility Network in Figure 13 focuses on the efficient movement of people within and around the Plan Area with a strong emphasis on walking, cycling and transit use. By 2051, the Plan aspires to achieve a mode share split upon full build-out whereby 75% of trips are by transit and active mobility, with no more than 25% of trips by automobile.

The mobility network is based on the preferred solutions identified in the MESP and summarized in this report. It responds to concerns with the existing area street network, while establishing the future transportation network improvements needed to support growth using an evidence-based assessment approach, and supporting the Plan's vision. The preferred solutions provide new streets, transit, cycling and pedestrian improvements to support future area growth as follows:

- New dedicated pedestrian and cycling facilities, including two new active-only bridges over the GO Barrie rail corridor (plus a third previously approved active-only bridge);

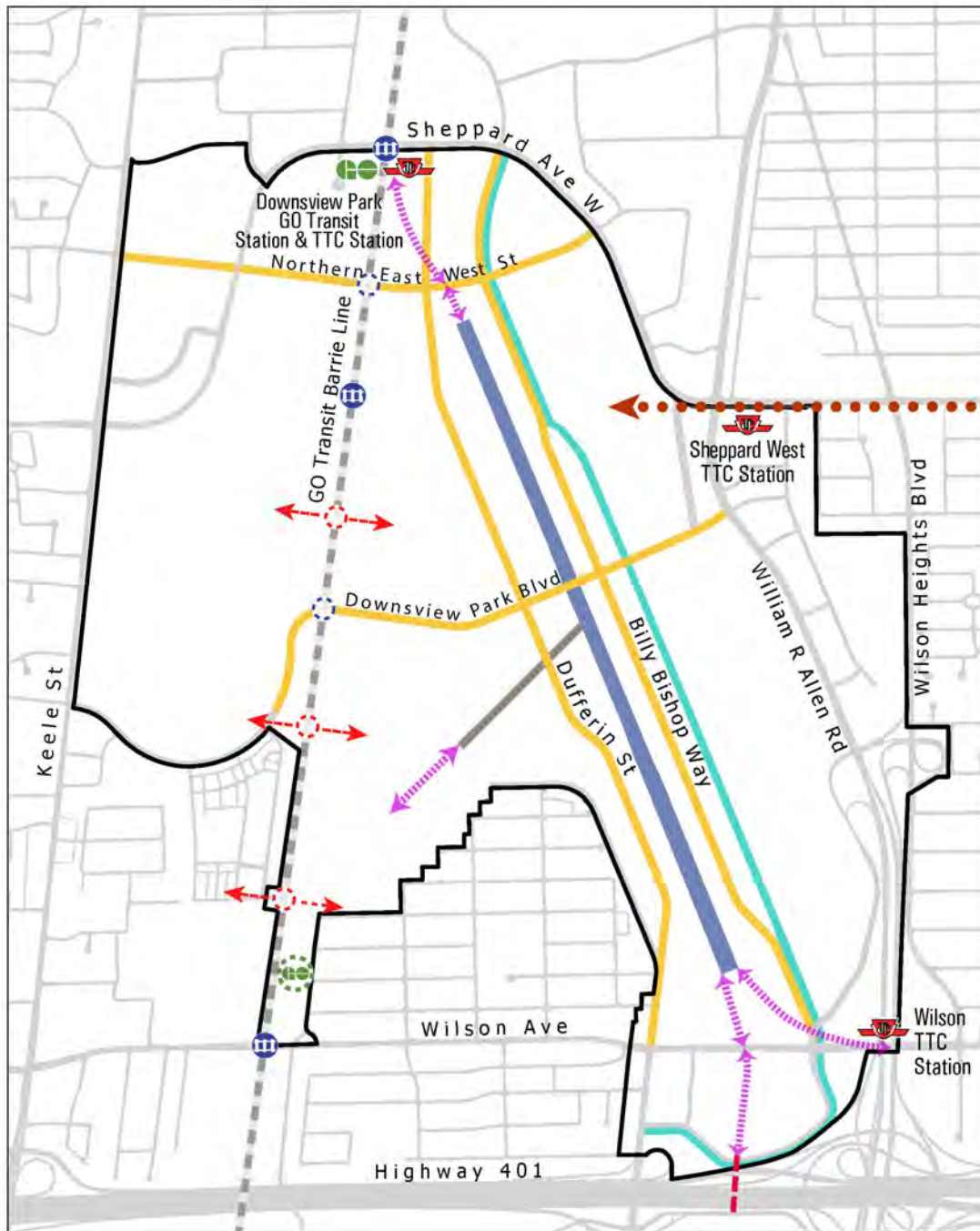
- New street infrastructure, including four new major streets with generous multimodal facilities, supported by two new rail crossings under the Barrie GO rail corridor;
- Regional and local transit improvements, including consideration of a potential westerly Sheppard Rapid Transit Extension, a potential new Wilson GO Station, and bus-only lanes within either the Dufferin Street Extension or the Billy Bishop Way Extension subject to further EA study work or other major infrastructure study;
- New mobility hubs, such as rideshare and bike share stations;
- Improved connectivity to existing/future transportation infrastructure including transit stations;
- Increased mobility options, including new sidewalks and new cycling infrastructure where there are existing gaps; and
- Intersection improvements to the most current standards that prioritize active modes and transit.

The mobility network will be reviewed, refined and secured through the District Plan and development application review process, the EA process, as required, or other appropriate major infrastructure study or implementation mechanisms at the discretion of the City. Beyond the preferred solutions in the MESP, the mobility network also includes the Runway, Taxiway and Green Spine as key active transportation components.

Figure 13 shows two major north/south streets (Dufferin Street and Billy Bishop Way Extensions) as well as two major east/west streets (Northern East West Street and the Downsview Park Boulevard Extension). The names for these four major streets are placeholders and may be revised pursuant to the City's Street Naming Policy, such as commemorative naming that recognizes the contributions of Indigenous, Black and equity deserving groups. The planned Rights-of-Way (ROW) forming the major street network were developed with a range of ROW widths for each street segment, with the widths to be further detailed and evaluated through future study (see Map 7-8 in Attachment 1). Major streets form the framework for all other mobility corridors such as local streets and active mobility connections and complement the planned mobility connections in the Runway and the Green Spine. The future EA/major infrastructure study and District Plan processes will also inform more specific details of how these proposed major streets will interact with existing streets and land uses.

Travel Demand Management measures are aimed at encouraging people to take fewer and shorter single-occupancy vehicle trips to reduce congestion. While only the major streets are shown on Figure 13, all streets, including the local street network, will contain wide sidewalks, consider the need for wide cycling facilities, and provide safe access to transit stations. Aligning with the Plan's goals of climate resilience and equity is a green streets approach that will be applied to the design and construction of all new streets by adding to the urban forest with street trees, mitigating the urban heat island effect, and/or supporting the decentralized stormwater management approach.

Figure 12: Mobility Network



Downsview Secondary Plan

Map 7-4 Mobility Network

- |                                    |                              |                                   |                    |
|------------------------------------|------------------------------|-----------------------------------|--------------------|
| Plan Area                          | GO Transit Station           | Existing and Approved Streets     | Sheppard Extension |
| Existing Rail Crossings            | Proposed New GO Rail Station | Public Realm/Mobility Connections | Rail Corridor      |
| Planned Multi-modal Rail Crossings | TTC Station                  | Future Connections                | Green Spine        |
| Planned Active-only Rail Crossings | Planned Major Streets        | Future Yorkdale Pedestrian Bridge | The Runway         |
|                                    |                              |                                   | The Taxiway        |



Not to Scale

The Plan also requires shared mobility hubs to be identified and implemented through the District Plan and development application review processes. These are locations that include a mix of elements such as bike-share stations, bike parking, car share spaces, and ride share hailing points, which will be incorporated within development.

Further, the Plan includes policies to minimize the provision of parking and maximize the potential for parking to be easily removed or repurposed to other, non-automobile related uses as parking demand decreases, including with respect to ownership structure, design, materials and location. This supports minimizing car ownership and reducing overall automobile usage in accordance with the vision and goals of the Plan.

## **7.2 Regional and Local Transit**

Regional transit improvements shown on Figure 13, including the future alignment and design of a potential westerly Sheppard Rapid Transit Extension from Yonge Street to the Plan Area, and a proposed new GO Rail Station close to Wilson Avenue along the GO Barrier rail corridor, are encouraged to support the modal share targets in the Plan. Staff will continue work with Metrolinx and the TTC to advance regional and local transit improvements as identified in recommendation 9 of this report. These proposed network improvements will also be addressed in City Planning's work on priorities for the development of the Toronto's higher order transit network, to be reported to Council in 2025.

In addition, as part of the City's RapidTO Surface Transit Network Plan, improvements to support priority bus transit will be implemented on several existing arterial streets in the vicinity of the Plan Area. Priority bus lanes on either the proposed Dufferin Street Extension or Billy Bishop Way Extension are also recommended for additional study to support the objective of reduced auto mode share within the Plan Area.

To complement these recommended transit improvements, a transit strategy is proposed within the Plan Area to facilitate frequent fixed route service on major streets, multi-modal connections to both surface and higher order transit, mobility hubs, prioritizing surface transit over autos on the street network and shuttle services for first mile/last mile solutions in the interim phases of development connecting to existing transit stations.

The Plan also protects the TTC Wilson Yard Complex, a major transit operations facility for the City's public transit network which is critical to delivering quality transit to current users, as well as to the future anticipated growth in the Plan Area. The policies ensure that surrounding development is compatible with the uses and operations of the Wilson Yard Complex.

## **7.3 Pedestrian and Cycling Network**

The recommended mobility network will be designed to prioritize safety and continuity for active mobility, including pedestrians and people cycling. Walkability within the Plan Area is enhanced by creating pedestrian environments that are safe, comfortable and well connected and that provide extensive physical pedestrian infrastructure. An extensive network of cycling infrastructure is proposed within the Plan Area that would

support cycling through programs and supplemental infrastructure, including bicycle parking, bike share programming and consideration for future active mobility modes. Major streets will include separated bikeways or similar separated cycling routes. Cycling routes connecting to the Plan Area, will also be delivered over time to support mode share targets established in the MESP work. As key elements of the public realm, the Runway, Taxiway and Green Spine also play a critical role in the planned pedestrian and cycling network.

#### **7.4 Rail Crossings**

The Plan includes five new grade-separated rail crossings of the Barrie GO Rail Line, two of which will be multi-modal streets (all travel modes included) that cross under the rail corridor, and three of which will be active transportation only bridges (no automobiles) over the rail corridor (see Figure 13). These connections will link amenities and development across the Plan Area, and connect the open space network, including Downsview Park, to reflect direction in SASP 596. Guidance provided for the two new multi-modal rail crossings is provided in the UDGs. All rail crossings will be subject to further evaluation and refinement as part of the EA process or other future study.

#### **7.5 Property Acquisition**

Some property acquisition will be necessary to support the MESP recommendations and will occur over an extended period of time (10-20+ years). An initial property assessment was conducted to identify potential property needs to enable the implementation of the TMP improvements in the MESP. These include properties along both sides of Dufferin Street from Highway 401 to Beffort Road.

The Dufferin Street property requirements are expected to be delivered through the development review process. These property impacts will be further refined through of the EA process or major infrastructure study. Affected property owners were notified of potential impacts and the potential of future property acquisition via targeted letters that were mailed in Q2 and Q3 of 2023. Meetings were held with potentially affected property owners upon request where all affected property owners in attendance were briefed on the process and next steps. Final property requirements and costs will be confirmed during the detailed design activities that will follow this study.

#### **7.6 Servicing**

The MESP evaluated water, sanitary and stormwater management servicing options and identifies the required municipal servicing infrastructure and upgrades within and outside of the Plan Area and broader Study Area. Implementation timing has been outlined in the MESP to ensure orderly development of infrastructure in the area.

District Plans and associated development applications are required to include a detailed Functional Servicing Report (“FSR”) and Stormwater Management Report to analyze, assess and identify servicing infrastructure needs to reflect most up-to-date conditions at the time of submission and align with recommendations (or modifications thereof) of the MESP, having regard for future development levels anticipated by the Plan when determining capacity. For meanwhile uses permitted in the recommended

Zoning By-law, certain uses are subject to a holding provision until submission of a FSR to the satisfaction of the City (further discussed in the Zoning By-law section).

Aligning with its overarching sustainability and equity goals, the Plan encourages stormwater to be managed through a decentralized system approach, leveraging the private and public realm, green infrastructure and nature-based solutions, where feasible. This approach considers the impacts of climate change, including the projected increased probability for more frequent and intense extreme weather events. Where a decentralized stormwater management system is not implemented, such as in Allen East and William Baker Districts where there are approved District Plans, the Plan encourages maximizing green infrastructure to support stormwater management and increase the amount of vegetation and trees and to improve climate resilience.

Applying a green infrastructure approach to manage stormwater is encouraged in a number of the City's strategic documents, guidelines and policies including Toronto's Resilience Strategy and OPA 583. There are co-benefits to green infrastructure such as protecting and allowing for biodiversity to thrive, innovative approaches to resilience, and advancing a sense of environmental and Indigenous stewardship and eco-literacy. Further details on the green infrastructure approach and its benefits can be found in Attachment 9.

## **8. Environment and Energy**

Climate resilience and environmental sustainability are collectively one of the overarching goals of the Official Plan and Secondary Plan. On October 2, 2019, City Council declared a climate emergency and committed to accelerate ongoing efforts to mitigate and adapt to climate change. The climate emergency creates an imperative to both mitigate further changes to global climate - by reducing and eliminating greenhouse gas emissions - and to adapt to a future climate in the design of our urban environments.

Development in the Plan Area has the potential to implement energy planning and stormwater management at a large scale. Given the 30-year timeframe for development, approaches to sustainability and resilience will be evaluated against best practices as they evolve, providing opportunities to pilot innovative strategies and incorporate green technology.

Policy directions related to environment and energy in the Plan direct or encourage the following:

- Implementing the highest level of the Toronto Green Standard;
- Retaining and expanding the urban forest and increasing the tree canopy, contributing to the City's goal of 40 per cent tree canopy coverage;
- Expanding the existing wooded area in Downsview Park by two hectares to support interior forest habitat, increased biodiversity, and carbon sequestration – to enable this rare opportunity to enhance the City's natural heritage system, the Plan allows the two hectares of wooded area to contribute to the open space requirements for Downsview Centre;

- Developing a district energy system, incorporating on-site renewable energy, and incorporating low carbon thermal energy technologies; and
- Applying designs, methods and materials that reduce emissions, including low embodied carbon.

These policies are supported and integrated with other policies in the Plan and across the deliverables which support the environment and sustainability goal, including the significant modal shift to 75% of trips being made by transit and active mobility.

The UDGs provide further direction on the integration of sustainable building materials and design methods, supported by actions in the CDP. The CDP includes environmental actions which prioritizes Indigenous ways of knowing and land stewardship, and encourage biodiversity efforts within the community and educational opportunities on climate resilience.

**9. Community Service Facilities**

Community service facilities (“CSF”) are the buildings and public spaces that accommodate a range of programs and services provided or subsidized by the City or other public agencies and non-profit organizations, including services that support people in meeting their social needs and enhance well-being, health and quality of life.

The Secondary Plan prioritizes the role of CSF in building communities and as neighbourhood focal points where people gather, learn, socialize and access services. These facilities and the services are essential components of complete, vibrant, resilient and inclusive neighbourhoods, and will contribute to positive outcomes as development unfolds. Investment in these critical services and facilities will serve communities in the Downsview area, including Indigenous, Black and equity-deserving groups, as further detailed in the CDP actions.

Staff undertook a detailed review of the CSF needs to support the anticipated 115,000 people in the Plan Area over the next 30 years, based on three phases: Phase 1 (2024-2031), Phase 2 (2031-2041) and Phase 3 (2041-2051), as shown in Table 2.

**Table 2: Community Service Facilities Overview**

Facility	Plan Requirement	Details / Phasing
Community Recreation Centres (“CRCs”)	2+ CRCs	First CRC to be located in Downsview Park, at the intersection of Sheppard Avenue West and Keele Street, during Phase 1; second CRC to be located near Wilson and/or Sheppard West Station, planned for Phase 2



Facility	Plan Requirement	Details / Phasing
Library	1 district library branch and potential renovations to the existing Downsview branch	New library to be located near a transit station and planned for Phase 2
Community Space	11,625 square metres (125,000 square feet) through the City's Community Space Tenancy program	Minimum of 930 square metres (10,000 square feet) community space per most Districts, with flexibility to accommodate larger community spaces and/or hubs
Child Care Centres	24-38 centres	Minimum of one child care centre (or 98 child care spaces) per District, with Districts generally anticipated to accommodate 2-3 child care centres (62 to 98 spaces per centre); an Indigenous-run child care centre is prioritized as part of Phase 1
Elementary Schools	Up to 14 elementary schools (Toronto District School Board, Toronto Catholic District School Board, Conseil scolaire Viamonde, and Conseil scolaire catholique MonAvenir)	To be phased in accordance with population
Secondary School	1 Toronto District School Board secondary school	Anticipated for Phase 3

The specific location, size and type of facility, including implementation details, will be secured at the District Plan and development application stage. CSF delivery is further detailed in the Implementation section, with the exception of schools, as they are funded by the Provincial Ministry of Education.

The CDP includes actions regarding community service facilities, including affordable spaces for health and social service delivery, and arts and culture organizations, some of which may be provided as part of the community space required by the Plan.

### 9.1 Community Recreation Centres

The Secondary Plan requires two or more growth-related CRCs to serve the future community, based on current per capita target provision rates of one CRC per every 34,000 residents set out in the City's current Parks and Recreation Facilities Master Plan ("FMP").

The need for one CRC, known as the Downsview CRC, was identified through the 2011 Downsview Secondary Plan, and is planned to be located east of Keele Street and south of Sheppard Avenue West within Downsview Park. The Downsview CRC has been identified in the Council-approved 10-Year Capital Budget with facility design planned to start in 2032. Throughout the public engagement process, interest was expressed in the anticipated facility programming for Downsview CRC, as well as future anticipated CRCs.

The Plan also identifies a minimum of one additional CRC to be located near Sheppard West or Wilson TTC stations to serve the existing and future population on the eastern portion of the Plan Area. This CRC is anticipated to be integrated into the ground floor of a podium of a future development, potentially co-located with the new district library.

The precise number, size, location and phased delivery of CRCs beyond the Downsview Park CRC will be determined through subsequent planning processes, including District Plans and development applications.

## **10. Economic, Cultural and Social Development**

The Plan supports the development of complete communities and is intended to encourage, attract and retain investment in a broad range of business and creative industry uses, across multiple sectors. In particular, the Plan recognizes the Downsview area as a local and regional employment node with unique opportunities to accommodate large scale employment uses that have significant impacts on Toronto's economy as a whole. These include existing job generating uses within the Plan Area, such as the TTC Wilson Yard and the Centennial College Bombardier Centre for Aerospace and Aviation.

The Plan encourages opportunities that contribute to the economic vitality, liveability and amenity of the Plan Area and support equitable and inclusive economic development, meaningful workforce development opportunities, social procurement, and cultural investment. The Plan strives to establish a context where small businesses can thrive, along with business incubators and affordable commercial spaces.

The Plan is intended to maintain and expand Downsview as one of the largest employment centres in the Toronto region with unique opportunities for land intensive major employment uses. Policies detail the opportunities for varied economic activity in the Plan Area including advanced manufacturing, creative industries, and commercial, office and retail space, particularly in *Mixed Use Areas*.

Beyond supporting Downsview as a place of employment growth through land use policy, future programming and partnerships can focus on local ownership, affordable commercial space, availability of critical product and services, and social-purpose enterprises. The CDP also strives to provide space for an inclusive economy that supports micro, small and medium enterprises with an emphasis on businesses owned by Indigenous and Black communities.

One of the CDP actions is to identify opportunities to create measurable community benefits targets that prioritize Indigenous, Black and equity-deserving groups for local and social hiring, training and social procurement. This includes access to training programs, employment and hiring pathways. In Taxiway West District, Northcrest Developments is working with the City's Community Benefits Unit to create a community benefits plan as a case study project under the City's Community Benefits Framework. The Taxiway West community benefits plan includes community benefits targets as well as the approach for community involvement, verifying, monitoring and reporting on these targets on a regular basis. A similar approach is intended to be used for other districts within the Plan Area to create meaningful social and inclusive economic impact.

## **IMPLEMENTATION**

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Implementation of the deliverables, including appropriate phasing, monitoring and delivery of infrastructure and community services and facilities, is critical to recognizing the vision of the Plan Area over the next 30+ years.

### **District Plans**

To implement its high-level framework, the Plan requires District Plans to outline area-specific development principles and guidelines in more detail. District Plans will provide context for coordinated development, a framework within which capital initiatives for the public realm may be developed and a tool to evaluate a development's conformity with the Secondary Plan and Official Plan. District Plans are a non-statutory tool, which will be submitted in advance of or concurrent with the first Draft Plan of Subdivision application in each district.

### **Monitoring**

The Plan provides for the following with respect to monitoring:

- Transportation Monitoring program to be developed as part of each District Plan, in coordination with area stakeholders, to monitor development levels and mobility patterns as the transportation network and associated improvements are implemented over time;
- Stormwater Management Monitoring program to be developed as part of each District Plan, in coordination with all stakeholders, and in accordance with the MESP; and
- Specific CDP actions will be reported on during District Plan and Draft Plan of Subdivision reports to Council. The CDP will undergo a refresh (comprehensive update to all actions and priority areas) every five years to ensure that it continues to reflect the changing conditions and priorities within the Plan Area over time.

### **Phasing**

The Plan requires that development be phased to ensure the orderly and efficient development of connected, complete communities supported by appropriate municipal

servicing, community service facilities and mobility infrastructure. The Phasing Plans for each District will demonstrate infrastructure servicing requirements, and will respect the principles, strategies and conclusions outlined in the Plan, MESP and other relevant strategies.

Major transportation and servicing infrastructure will be delivered in phases, to support the development of respective districts. To preserve long-term flexibility, the recommended transportation and servicing infrastructure along public streets will be delivered together over a 30-year timeframe as follows (and shown on Attachment 11):

- Phase 1, anticipated within the first 10 years, will include:
  - The southerly portion of the Billy Bishop Way Extension within the Wilson District, which will include a potential realignment of Transit Road where it will connect with Billy Bishop Way; and
  - The west portion of the Northerly East West Street within the Downsview West District.
- Phase 2, anticipated within the next 10 to 20 years, will include:
  - The entire Dufferin Street Extension, including widening and improvements to existing Dufferin Street between Hwy 401 and Beffort Road;
  - The east portion of the Northerly East West Street within the Downsview East District;
  - The entire Downsview Park Boulevard Extension; and
  - A small portion of the Billy Bishop Way Extension within the Allen West District and the Downsview East District.
- Phase 3, anticipated from 20+ years onwards, will include:
  - The balance of the Billy Bishop Way Extension through the three Runway Districts.

In addition, the Phasing Plans for each District will demonstrate how community service facilities, parks and open spaces, office and other non-residential uses, as well as affordable housing are appropriately phased through the District development. The Plan outlines the projected population phasing over the 30-year anticipated development of the Plan Area, and the CSF needs per phase required to support the growing population.

## **Planning Act Tools**

A variety of tools pursuant to the Planning Act and outlined in the Official Plan, including holding provisions and easements, will be used to implement policy directions in the Plan. It is further anticipated that one or part of one District may be used to pilot a Community Planning Permit System (“CPPS”), which combines a Zoning By-law, Site Plan, and minor variance into a single application process. This process requires updated Official Plan and/or Secondary Plan policies, as well as a CPPS By-law, which is similar to a Zoning By-law, but includes greater flexibility, controls and conditions which may be applied to certain uses.

## Legal Agreements

A variety of legal agreements will be required to implement elements of the Plan, including but not limited to:

- A Restrictive Covenant to limit uses along the Runway along its minimum 20 metre width as recommended in this report;
- A Master Parks Agreement as recommended in this report;
- Agreements to implement affordable housing;
- Potential agreement(s) to secure on-site, in-kind delivery of community benefits through a Community Benefits Charge; and
- Statutory agreements related to Plan of Subdivision and Site Plan Control.

## Master Parks Agreement

Under a typical development scenario, parkland dedication requirements are calculated on a site-by-site basis. In the Plan Area, this would likely result in the delivery of smaller parks dispersed across individual Districts, rather than the larger, consolidated Major Parks identified in the Plan. Larger parks offer a number of benefits including opportunities to incorporate large-footprint recreational facilities that are challenging to locate elsewhere in the city (i.e. a full-size adult cricket pitch), while also balancing naturalized features such as green infrastructure, and supporting facilities such as washrooms, pathways, and more.

To achieve the desired distribution of larger parks across the Plan Area, the City may enter into a Master Parks Agreement (“MPA”) for Downsview Centre. The MPA would ensure parkland is secured in accordance with legislative requirements, while also delivering parkland in a timely manner, aligned with population growth. To ensure consistent governance and long-term collaboration with the property owners over the 30+ year planning horizon, a Trustee will be appointed to track parkland dedication and ensure compliance with the terms of the MPA over the course of the build-out. Staff have been working collaboratively with the Applicants to prepare a draft Terms of Reference highlighting the principles for the MPA, which is included as Attachment 12.

## Securing Community Benefits

City staff have completed detailed analysis on funding and implementation of community benefit needs for the 30-year anticipated build out of the Plan Area, with a focus on the first phase of development from 2025-2031. Given that affordable housing is secured through existing policies, the focus of the Community Benefits Charge will be on child care centres, community space, community recreation centres, a library, and permanent public art. As appropriate, these facilities may be delivered in-kind by the applicants.

Due to recent changes to the *Planning Act*, the Community Benefits Charge will be insufficient to fund the full package of community benefits required to support 115,000 new residents anticipated for Downsview over 30 years. Other funding sources may be leveraged to fill any gap for provision of these facilities commensurate with growth, particularly the community recreation centres and library. These funding sources may

include the capital budget, federal and provincial funding opportunities, and partnerships.

## **ZONING BY-LAW FOR MEANWHILE USES**

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This report recommends passing of a Zoning By-law Amendment, included as Attachment 2, to permit “meanwhile” uses, through rezoning the lands shown in Figure 15 from “Airport Hazard Area (A)” in North York Zoning By-law 7625, to “Commercial Residential (CR)” in Zoning By-law 569-2013. Meanwhile uses are generally non-residential land uses that are permitted to occupy a site prior to development of a particular district, phase or site in accordance with the policies specified in the Plan.

### **Current Zoning and Vision**

The majority of the Plan Area is currently zoned “Airport Hazard Area (A)” under North York Zoning By-law 7625, which includes height restrictions for development to protect the operations and flight paths for the Downsview Airport. Zoning By-law 7625 includes a clause that where land is conveyed from a public authority to ownership other than a public authority, such lands shall be subject to the By-law provisions for zones located across the street. In the context of the Applicants’ lands, this includes industrial, commercial, and residential zones. This provision can be challenging to interpret and has led to a lack of certainty as to which uses may proceed in advance of area-specific Zoning By-law Amendments. Further, many of the as-of-right uses currently permitted by the existing zoning (e.g., manufacturing uses, including heavy industrial uses) do not meet the Plan’s vision for these lands as primarily *Mixed Use Areas*, and do not have confirmed servicing capacity.

During the long interim period before the Plan Area is fully developed, the Secondary Plan envisions meanwhile uses to activate vacant portions of the Plan Area. Meanwhile uses are encouraged to provide interim community amenity and placemaking opportunities on lands that have been historically closed off to the community for aerospace and military purposes. This will include a variety of local arts and culture activities, as well as retail, community, ceremonial, entertainment and economic development uses and programs – informed by the CDP as appropriate – and will build on activities that are already occurring within the Plan Area. Meanwhile uses are also intended to provide opportunities to use vacant lands efficiently, such as opportunities for renewable energy generation, prior to future development in accordance with the Plan’s vision.

Meanwhile uses are intended to be provided through temporary or semi-permanent structures and should be designed for disassembly, with the ability to be removed or relocated. The introduction of any proposed meanwhile use must consider the long-term development for the Plan Area, and not preclude future orderly and efficient development through the District Plan and development application review processes, including the phased delivery of the public realm and mobility networks set out in the Plan. The recommended Meanwhile ZBL is focused on the lands subject to the OPA application by the Applicants, excluding Taxiway West District, which is subject to active

development applications (see Figure 15). An annotated Zoning By-law is provided in Attachment 13.

## **Recommended Zoning**

The Meanwhile ZBL recommends rezoning the lands in Figure 15 to “Commercial Residential (CR)” in Zoning By-law 569-2013. This zone is intended for lands designated *Mixed Use Areas* in the Official Plan. The specific proposed uses and performance standards in the recommended Meanwhile ZBL were informed by the overall Study engagement process and interdivisional review, criteria outlined in the Plan, and additional analysis of existing conditions and available tools.

The Plan provides the policy basis to implement the Meanwhile ZBL and ensure that meanwhile uses contribute to achieving the overall vision and goals of the planning framework on an interim or semi-permanent basis. Residential uses are prohibited, except for municipal shelter and crisis care shelter uses.

Permitted uses in the Meanwhile ZBL shall fulfill one of the following two goals:

- Support interim activation of the emerging Districts, economically, socially and culturally, through temporary or semi-permanent uses; and/or
- Make efficient use of vacant lands prior to development proceeding through the District Plan process.

The recommended permitted uses in the Meanwhile ZBL include a range of educational, entertainment, recreational, community, retail, and arts and cultural uses (e.g., art gallery, club, museum, office, park, place of assembly, recreation use) pursuant to the City’s CR Zone. In response to feedback received through Indigenous engagement, the Meanwhile ZBL provides clarity that premises used for ceremonial space and cultural gatherings are permitted as part of a place of assembly.

In addition to the uses permitted in the City’s CR Zone, the recommended Meanwhile ZBL permits community uses (e.g., market garden) and employment uses (e.g., production studio, food manufacturing use, open storage, vehicle depot) which are appropriate on a short to medium-term basis. Integrating the site into the City-wide Zoning By-law allows for the site to take advantage of current zoning best practices, such as new rules for outdoor patios and the night economy, and maximum parking standards.

The Plan requires that any meanwhile use or structure will not preclude future development through District Plans and subsequent development applications. As a condition of development approval, the City may require meanwhile uses to be removed and/or relocated to achieve the land uses and overall vision of the Plan. On this basis, the Meanwhile ZBL is consistent with the PPS, and conforms to provincial policies as well as the City’s Official Plan.



Figure 13: Lands Subject to Downsview Zoning By-law for Meanwhile Uses

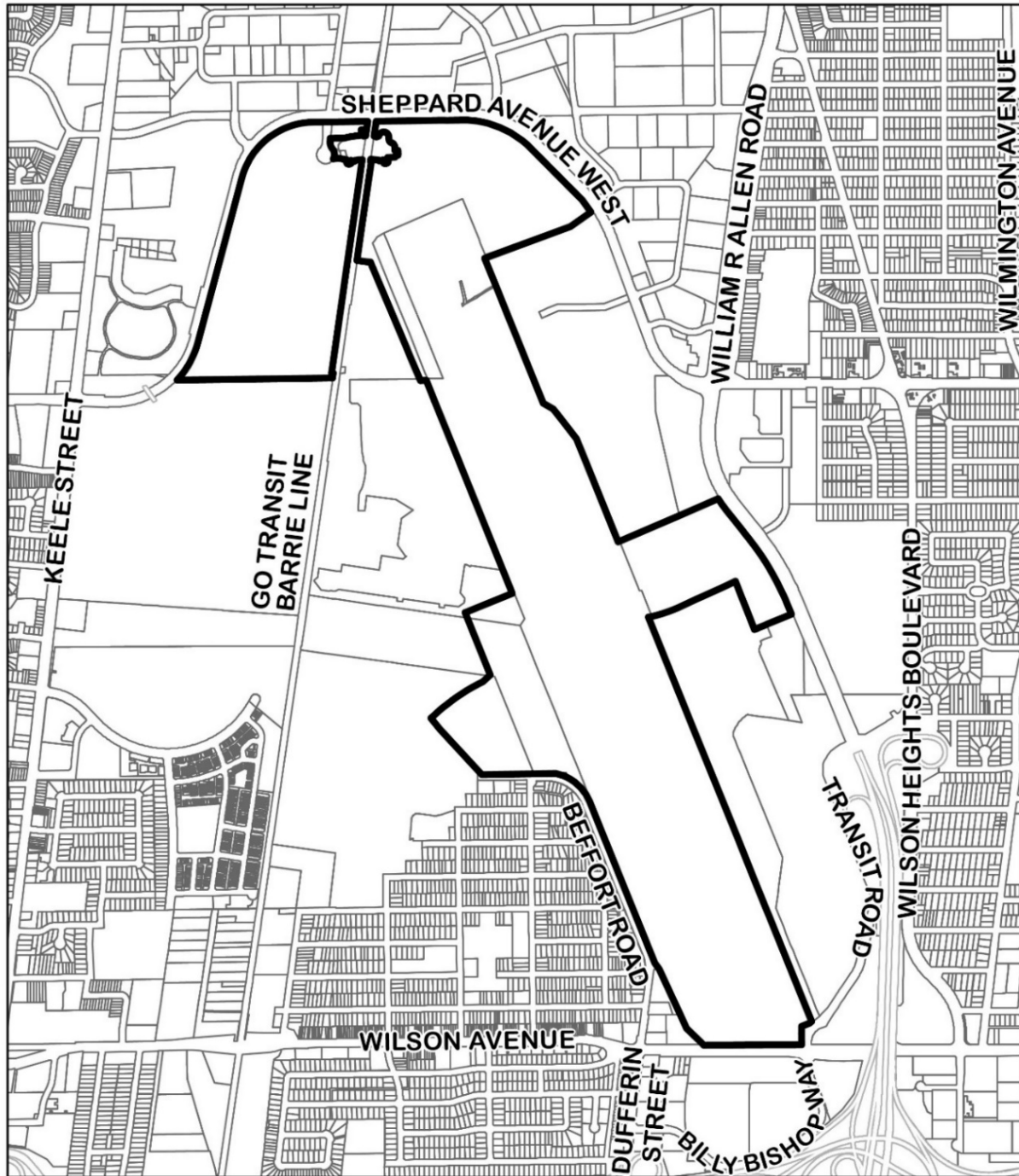


Diagram 1

Downsview Zoning By-law

File # 21 207011 NPS 00 02



City of Toronto By-law 569-2013  
Not to Scale  
01/31/2024

## Performance Standards

The Meanwhile ZBL provides appropriate standards for how the lands can be developed in the interim period to ensure lower density and temporary or semi-permanent uses, while ensuring sufficient servicing capacity. These standards include:

- Maximum density of 0.15 FSI (currently 0.35 FSI permitted);
- Maximum 3 storeys (12 metres) in height;
- Maximum 3,500 square metre building size;
- Minimum 7.5 metre setback from the outer lot lines of the lands subject to the Meanwhile ZBL;
- Minimum 30 metre setback from the GO Rail Barrie Line; and
- Appropriate conditions for certain uses (e.g., additional setbacks), based on existing conditions for these uses in Zoning By-law 569-2013 as well as the area context.

The Meanwhile ZBL includes a holding provision under Section 36 of the *Planning Act* to ensure sufficient servicing capacity for uses with potential higher water demand, sewage flows and/or fire flows. These uses include community, education, entertainment, food manufacturing and office uses, as outlined in Attachment 2. The holding provision can be removed upon submission of a FSR demonstrating sufficient servicing capacity to the satisfaction of the City. The Chief Planner and their designate have the authority to make decisions on applications to remove holding provisions.

## Implementation

Most development enabled in the Meanwhile ZBL will be subject to Site Plan Control. Minor variances are also anticipated in a number of cases to accommodate unique conditions and larger-scale meanwhile uses, such as sports places of assembly. Given that Site Plan Control and minor variance review are more streamlined than a full Zoning By-law Amendment application, the Meanwhile ZBL is intended to reduce barriers to shorter term uses. It also provides clarity on the uses permitted in the interim years and modernizes the performance standards by bringing the lands into the City-wide Zoning By-law. In addition, most uses and temporary/semi-permanent structures will continue to require building permits and other approvals (e.g., temporary event permits) prior to construction.

Detailed Zoning By-law Amendments to implement a full mix of uses and built form in accordance with the Plan, including residential uses, will happen through future development applications, in coordination with District Plans. Changes to the Meanwhile ZBL may also be advanced as development proceeds to reflect evolution of the Plan Area and emerging districts.

## CONCLUSION AND NEXT STEPS

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Update Downsview provides a transformative opportunity for city-building within the City of Toronto – “a city within a city” – which is anticipated to provide 63,000 new housing units and 52,000 new jobs in the form of intensification over the next 30 years. The

Downsview Secondary Plan, Zoning By-law for Meanwhile Uses, Urban Design Guidelines, Master Environmental Servicing Plan, and Community Development Plan provide a comprehensive framework which prioritizes climate resilience and environmental sustainability, and achieving equitable outcomes for Indigenous, Black, and equity-deserving groups. Together, the deliverables enable development of resilient, sustainable and equitable complete communities which leverage existing and new infrastructure and community service facilities.

Next steps to implement the planning framework in the short to medium term include:

- Posting of the MESP on the Environmental Registry for a 30-day comment period;
- Review of District Plans and associated development applications expected for the first phase of development, including ongoing engagement and monitoring, and potential delivery of in-kind community service facilities;
- Initiation of Phases 3 and 4 of the Class EA process or City-initiated major infrastructure study;
- Review and execution of various legal agreements, including the Master Parks Agreement and Restrictive Covenant; and
- Review of development applications submitted to permit meanwhile uses in accordance with the Meanwhile ZBL.

Recognizing the vision for Downsview will continue to require a collaborative, inclusive, inter-divisional and innovative approach as the needs of the community evolve over the next 30+ years.

## CONTACT

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## **SIGNATURE**

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## **ATTACHMENTS**

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Attachment 1: Official Plan Amendment No. 716, including Downsview Secondary Plan  
Attachment 2: Downsview Zoning By-law for Meanwhile Uses  
Attachment 3: Downsview Urban Design Guidelines  
Attachment 4: Master Environmental Servicing Plan Preferred Solutions  
Attachment 5: Downsview Public Art Strategy  
Attachment 6: Summary of Deliverables  
Attachment 7: Engagement Overview  
Attachment 8: Aligned Initiatives Within and Adjacent to the Plan Area  
Attachment 9: Green Infrastructure Overview  
Attachment 10: Offsite Transportation Improvements  
Attachment 11: Anticipated Infrastructure Phasing  
Attachment 12: Principles for Master Parks Agreement  
Attachment 13: Annotated Zoning By-law for Meanwhile Uses

**Attachment 1: Official Plan Amendment No. 716, including Downsview Secondary Plan**

*Provided under separate cover*

**Attachment 2: Downsview Zoning By-law for Meanwhile Uses**

*Provided under separate cover*

**Attachment 3: Downsview Urban Design Guidelines**

*Provided under separate cover*

**Attachment 5: Downsview Public Art Strategy**

*Provided under separate cover*

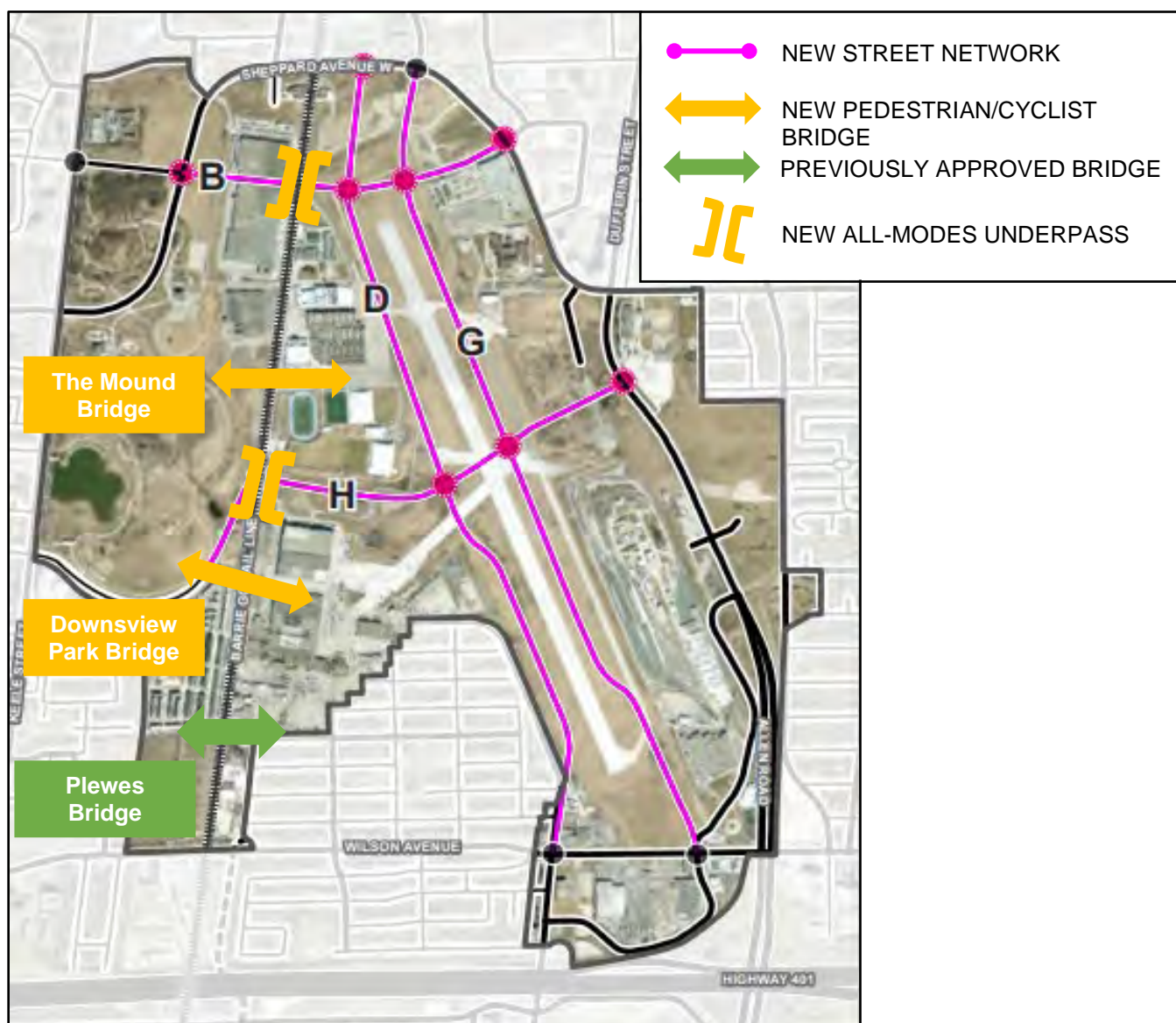
**Attachment 13: Annotated Zoning By-law for Meanwhile Uses**

*Provided under separate cover*

## Attachment 4 – Master Environmental Servicing Plan Preferred Solutions

### Preferred Transportation Network within the Secondary Plan Area

- The MESP evaluated 15 long-list options for east-west streets, 17 long-list options for north-south streets, and three locations for a new bridge over the GO Barrie Line.
- The MESP Preferred Transportation Network shown below includes:
  - Two east-west streets to connect Keele Street and Sheppard Avenue West/Allen Road;
  - Two north-south streets to connect Wilson Avenue and Sheppard Avenue West; and
  - Two new bridges for pedestrian/cyclist only access across the GO Barrie Rail Line.
- The street designs will be evaluated and finalized through Phases 3 and 4 of the Environmental Assessment or other appropriate major infrastructure studies.



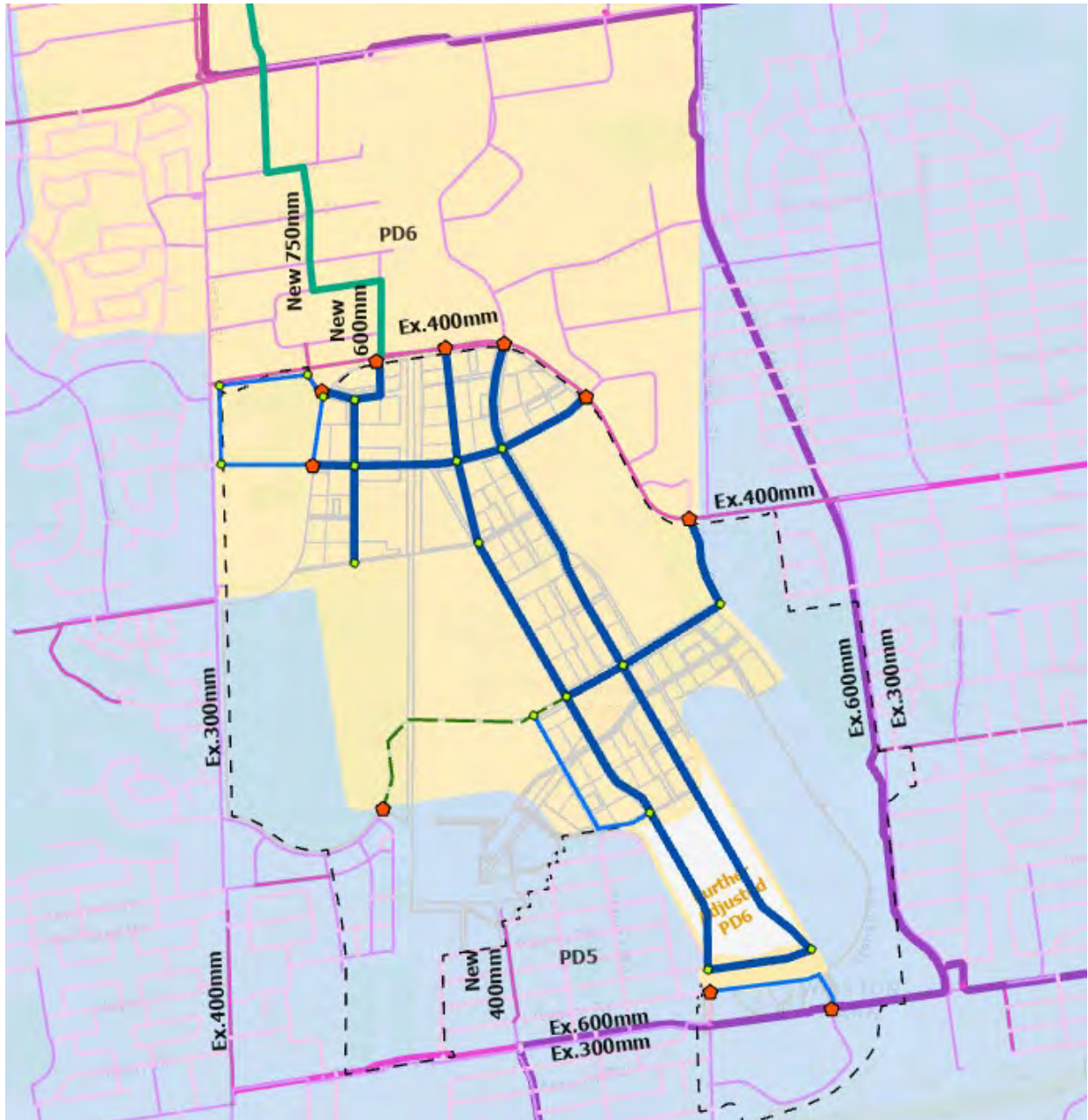
The Secondary Plan boundary shown in the map above is what was shown at the Public Information Centre. Minor revisions to the boundary were subsequently made.



## Preferred Municipal Servicing Solutions within the Secondary Plan Area

### Water Servicing Solution

- The MESP evaluated five options for drinking water in the Secondary Plan Area.
- The MESP Preferred Water System shown below includes:
  - Extending Pressure District 5/6 boundary further south; and
  - Two parallel main feeds for increased resiliency.

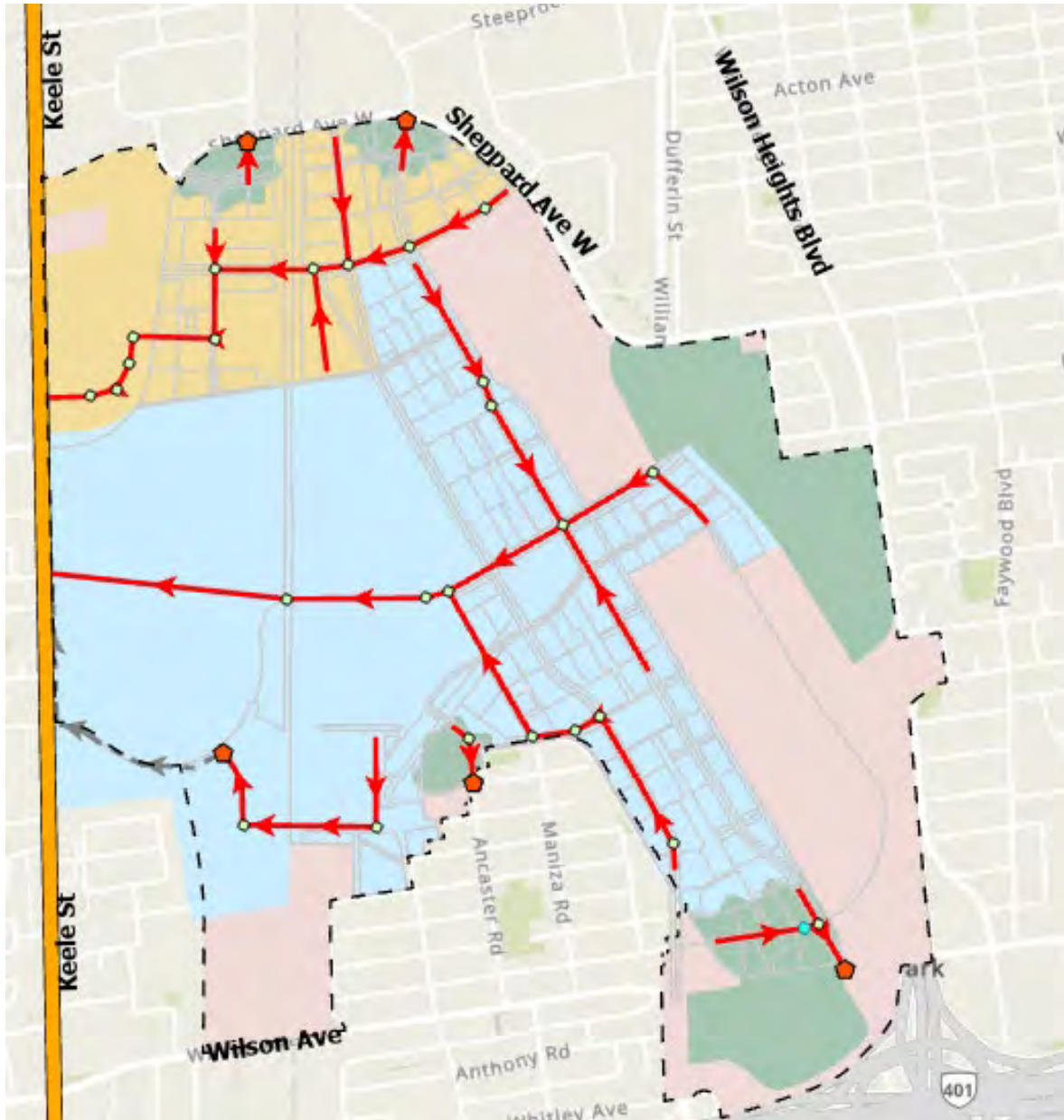


### Sanitary Servicing Solution

- The MESP evaluated seven options for how the Secondary Plan Area drains and connects to the future Keele Relief Sewer.
- The MESP Preferred Sanitary Sewer System shown below includes:

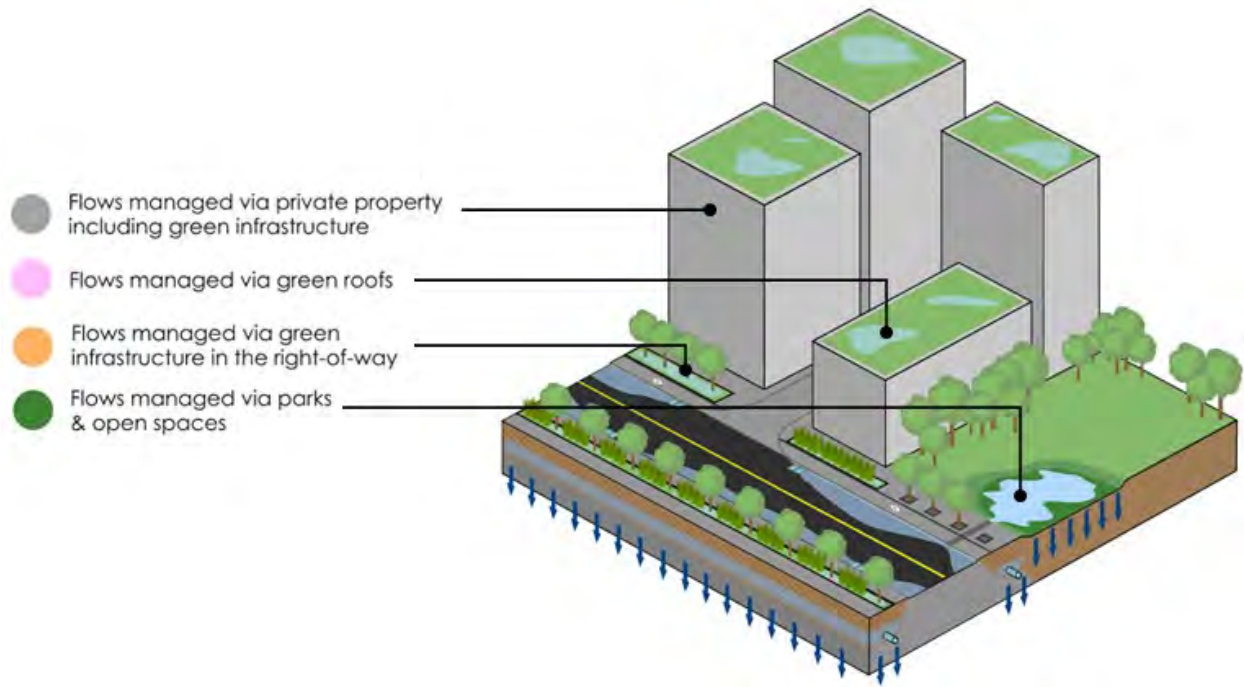


- Optimizing the sewershed divide to utilize the existing capacities off-site where available and limit off-site improvements;
- Optimizing flow divide to two shafts at the Keele Relief Sewer; and
- Connecting sewers directly through Downsview Park to the Keele Relief Sewer.



### Stormwater Management Solution

- The MESP evaluated five options for how to manage stormwater in the Secondary Plan Area.
- The MESP Preferred Stormwater Management System includes a fully integrated and decentralized system as shown conceptually below.



## Attachment 6: Summary of Deliverables

Secondary Plan (SP)	Community Development Plan (CDP)	Zoning By-Law	Urban Design Guidelines (UDG)	Master Environmental Servicing Plan (MESP)
<p>Provides the <b>overall vision</b> for the Downsview Plan Area</p>	<p>Provides concrete plan to <b>realize/achieve the equity objective</b> of the Secondary Plan</p>	<p>Contains the <b>permitted 'meanwhile' uses</b></p>	<p>Provides guidance on the <b>design of the public realm</b></p>	<p>Identifies <b>transportation and servicing infrastructure</b></p>
<ul style="list-style-type: none"> <li>• Vision and Objectives</li> <li>• Mobility</li> <li>• Built Form, Land Use and Housing</li> <li>• Parks and Public Realm</li> <li>• Economic, Cultural and Social Development</li> <li>• Community Services and Facilities</li> <li>• Environment and Infrastructure</li> <li>• Phasing and Implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Access to Housing</li> <li>• Affordable and Healthy Food</li> <li>• Community Spaces and Recreation</li> <li>• Inclusive Economy</li> <li>• Access to Jobs</li> <li>• Community Safety, Health and Wellbeing</li> <li>• Art, Heritage and education</li> <li>• Monitoring and Reporting</li> </ul>	<ul style="list-style-type: none"> <li>• Land uses permitted prior to District development</li> <li>• Performance standards</li> <li>• Conditions for certain uses</li> </ul>	<ul style="list-style-type: none"> <li>• Built form relationships</li> <li>• Unique character of area, including the Runway, Taxiway, Green Spine and rail crossings</li> </ul>	<ul style="list-style-type: none"> <li>• Requirements for new streets and servicing infrastructure</li> <li>• Evaluation criteria and parameters</li> <li>• Phasing and implementation</li> <li>• Monitoring</li> </ul>

## Attachment 7: Engagement Overview

Throughout the three phases of the Update Downsview Study, City staff engaged with numerous residents, representatives of organizations and agencies, First Nations Rights Holders, and urban Indigenous communities. Nearly 2,200 people were engaged throughout the engagement process, either in-person or virtually.

Below is a high-level overview of the engagement activities and initiatives that took place, including their general purpose and the approximate number of attendees.

Engagement Activity	Purpose	Approx. Number of Attendees	Date
<b>Virtual Community Meetings</b>			
#1 - Two Meeting Sessions	Public launch event to introduce the Study and its deliverables as well as the Official Plan Amendment (OPA) application submitted by CLC and Northcrest Developments. Two meeting sessions were offered on the same day and presented identical content.	231	Jan. 25, 2022
#2 <i>EA Public Information Centre #1</i>	Presented the emerging policy directions and status of the Study, initiated Phase 1 of the Environmental Assessment Study, provided an update on the OPA and Taxiway West District Plan applications.	110	Jun. 20, 2022
#3	Presented an update on the Update Downsview Study activities, an overview of Phase 2 work for the Environmental Assessment Study and the Community Development Plan draft priorities.	100+	Dec. 8, 2022

<b>Engagement Activity</b>	<b>Purpose</b>	<b>Approx. Number of Attendees</b>	<b>Date</b>
#4 <i>EA Public Information Centre #2</i>	Presented Study updates and the first public draft Secondary Plan; Urban Design Guidelines outline; Community Development Plan draft priorities and short, medium, and long-term actions; preferred options for streets, sanitary, servicing and stormwater management. Provided updated information on the Taxiway West District Plan application.	125	May 29, 2023
#5	Presented Study updates, including updates to the draft Secondary Plan, Community Development Plan priorities and actions, Zoning By-law for Meanwhile Uses and Urban Design Guidelines.	100	Nov. 21, 2023
<b>In-Person Open Houses at Downsview Public Library</b>			
#1 <i>EA Public Information Centre #1</i>	Presented the emerging policy directions and status of the Study, initiated Phase 1 of the Environmental Assessment Study, provided an update on the OPA and Taxiway West District Plan applications.	200	Jun. 20-25, 2022
#2 <i>EA Public Information Centre #2</i>	Presented Study updates and the first public draft Secondary Plan; Urban Design Guidelines outline; Community Development Plan draft priorities and short, medium, and long-term actions; preferred options for streets, sanitary, servicing and stormwater management. Provided updated information on the Taxiway West District Plan application.	110	May 30- Jun. 3, 2023

Engagement Activity	Purpose	Approx. Number of Attendees	Date
#3 <i>EA Public Information Centre #3</i>	Presented Update Downsview Study and Environmental Assessment (EA) Study updates, with a focus on the street and servicing network improvements required outside of the Downsview lands and details on how the transportation network has been evaluated.	80	Oct.16, 2023
<b>Virtual Meetings with First Nations Rights Holders and Toronto-York Region Métis Council</b>			
Nation Huronne-Wendat #1	Provided an overview of the Update Downsview Study; presented and reviewed the draft Problem and Opportunity Statement and evaluation criteria for the Master Environmental Servicing Plan (MESP).	1	Aug. 15, 2022
Six Nations #1		7	Aug. 16, 2022
Mississaugas of the Credit First Nation #1		2	Aug. 31, 2022
Toronto-York Region Métis Council #1		5	Oct. 4, 2022
Nation Huronne-Wendat #2	Provided an update on the Update Downsview Study; presented the short-list of street network alternative solutions established through the Environmental Assessment (EA) process.	1	Sept 27, 2022
Mississaugas of the Credit First Nation #2		3	Oct. 4, 2022
Six Nations #2		6	Oct. 4, 2022
Six Nations #3	Provided an update on the Update Downsview Study; presented the evaluation of street network alternatives and the servicing options for water, sanitary, and stormwater for	8	Mar. 16, 2023
Toronto-York Region Métis Council #2		4	Mar. 27, 2023

<b>Engagement Activity</b>	<b>Purpose</b>	<b>Approx. Number of Attendees</b>	<b>Date</b>
Mississaugas of the Credit First Nation #3	review and input through the Environmental Assessment (EA) process.	3	Apr. 3, 2023
Nation Huronne-Wendat #3		2	Apr. 4, 2023
Mississaugas of the Credit First Nation #4	Provided a brief update on the Update Downsview Study. Focused on the draft Secondary Plan and Community Development Plan draft priorities. Provided a brief update on the Urban Design Guidelines approach.	1	Jun. 5, 2023
Nation Huronne-Wendat #4		1	Jun. 12, 2023
Six Nations #4		6	Jun. 27, 2023
Nation Huronne-Wendat #5	Provided an update on the Update Downsview Study and Environmental Assessment (EA) work. Presented a recap of the EA Study process, the EA review of the recommended infrastructure outside of the Secondary Plan to support Update Downsview, and an overview of the draft Master Environmental Servicing Plan (MESP).	2	Nov. 1, 2023
Six Nations #5		5	Nov. 7, 2023
Mississaugas of the Credit First Nation #5		1	Nov. 8, 2023
Six Nations #6	Presented the revised draft of the Downsview Secondary Plan, priorities of the Community Development Plan and Urban Design Guidelines. The meeting also discussed the draft Zoning By-Law for Meanwhile Uses.	3	Nov. 29, 2023
Nation Huronne-Wendat #6		2	Dec. 5, 2023
Mississaugas of the Credit First Nation #6		2	Dec. 5, 2023



Engagement Activity	Purpose	Approx. Number of Attendees	Date
<b>Virtual Sharing Meetings with the Urban Indigenous Community</b>			
#1	Provided an overview of the Study, including the emerging directions, introduction to the Community Development Plan, and the mobility network and infrastructure considerations from the ongoing Environmental Assessment (EA) Study.	49	Oct. 5, 2022
#2	Presented an update on the Environmental Assessment (EA) Study, the draft Secondary Plan, the Urban Design Guideline structure and introduced the Community Development Plan draft priorities and actions.	41	Jun. 13, 2023
#3	Presented updates and overview of the draft Secondary Plan, Community Development Plan, Urban Design Guidelines, Master Environmental Servicing Plan, and Zoning By-law for Meanwhile Uses.	44	Nov. 27, 2023
<b>Virtual &amp; In-Person Focus Groups</b>			
Local Businesses	Introduced the Study and the Community Development Plan (CDP), with a focus on presenting the seven draft priorities of the CDP.  <i>Notes:</i> -Disability Inclusion meeting attendees included service-provider representatives. -Youth meeting was in-person and interactive, hosted at Centennial Library Youth Hub.	74	Nov. 18, 2022
Seniors		8	Nov. 25, 2022
Resident Grassroots Groups		6	Dec. 1, 2022
Disability Inclusion		5	Dec. 8, 2022
Youth		11	Nov. 11, 2022

<b>Engagement Activity</b>	<b>Purpose</b>	<b>Approx. Number of Attendees</b>	<b>Date</b>
Arts and Culture	Introduced the Study and the Community Development Plan (CDP), with a focus on presenting the seven draft priorities of the CDP. A total of 8 people attended the two focus groups, with 6 additional one-on-one interviews.	14	Dec. 13, 2022 & Jan. 9, 2023
Indigenous Youth	Round 1 of Indigenous focus groups sought input into the development of a Community Development Plan framework and the 7 draft priorities.	9	Oct. 26, 2022
Indigenous Elders		10	Nov. 8, 2022
Indigenous Women		10	Nov. 9, 2022
Indigenous 2-Spirit Peoples		10	Nov. 10, 2022
Indigenous Elders	Round 2 of Indigenous focus groups sought further input into the draft action items of the Community Development Plan.	10	Jul. 10, 2023
Indigenous Youth		8	Jul. 11, 2023
Indigenous Women		8	Jul. 17, 2023
Indigenous 2-Spirit Peoples		5	Jul. 18, 2023
<b>Virtual Deep Dialogues</b>			
Arts, Heritage, and Education	Round 1 of Deep Dialogues with local businesses, business interest associations, youth, seniors, persons with disability, grassroots resident leaders, and 2SLGBTQ+ residents.	4	Sept. 20, 2023
Employment and Inclusive Economy		4	Sept. 21, 2023

Engagement Activity	Purpose	Approx. Number of Attendees	Date
Healthy and Affordable Food, Recreation & Community Spaces, and Environment	Sessions provided an overview of the Community Development Plan and topic-related draft actions (shown in left column), as well as sought feedback on them.	15	Oct. 3, 2023
Housing and Community Safety, Health, and Well-Being		13	Oct. 4, 2023
Realizing the CDP – Implementation	Round 2 of Deep Dialogues with local businesses, business interest associations, youth, seniors, persons with disability, grassroots resident leaders, and 2SLGBTQ+ residents. Sessions shared a summary of the draft Community Development Plan (CDP) priorities and actions, and focused discussions on how to implement and monitor the CDP. This round of Deep Dialogue meetings combined the priorities/topic areas into one meeting, hosted twice.	9	Nov. 15, 2023
Realizing the CDP – Implementation		6	Nov. 22, 2023
<p><b>Hybrid Community Resource Group (CRG) Meetings*</b> – convened by Northcrest and CLC. <i>Note: the ‘Purpose’ description includes City of Toronto agenda items.</i></p>			
Term 1 Meeting #2	City staff provided a brief update on Downsview review process for the OPA application.	22	Feb. 8, 2022
Term 1 Meeting #3	City staff provided an update on the Update Downsview Study, the 2011 Downsview Area Secondary Plan review process.	22	May 17, 2022
Term 1 Meeting #4	City staff provided an update on the Study, including completed and upcoming engagement, work plan, and overview of work underway.	12	Sept. 15, 2022

<b>Engagement Activity</b>	<b>Purpose</b>	<b>Approx. Number of Attendees</b>	<b>Date</b>
Term 1 Meeting #5	Provided a 'Planning 101' overview of the different processes taking place in Downsview. The EA team presented the short list of east-west and north-south street network alternatives as well as the proposed evaluation criteria for the Environmental Assessment. Presented an overview of the draft priorities for the Community Development Plan.	14	Nov. 22, 2022
Term 1 Meeting #6	Provided and sought feedback on the evaluation of the street network alternatives, short list of active mode rail crossing locations and short list of servicing solutions.	12	Apr. 4, 2023
Term 1 Meeting #7	City staff provided progress updates on Update Downsview Secondary Plan, Downsview Community Development Plan, and early ideas for the Urban Design Guidelines.	17	May 24, 2023
Term 2 Meeting #1	Oriented participants to the Downsview planning framework and relevant processes; and sought feedback and advice on the engagement approach for the Community Development Plan.	30	Aug. 29, 2023
Term 2 Meeting #2	Presented a brief overview of the Environmental Assessment (EA) evaluation process, previous CRG inputs meeting feedback/outcomes. Presented and sought feedback on the additional Downsview EA infrastructure evaluations, transportation evaluation scenarios, and additional non-EA infrastructure considerations. The team also sought advice on how to best present the content to the broader public.	29	Sept. 26, 2023

<b>Engagement Activity</b>	<b>Purpose</b>	<b>Approx. Number of Attendees</b>	<b>Date</b>
Term 2 Meeting #3	Oriented participants to the Downsview planning framework and relevant processes; shared update on the draft Study deliverables; and sought feedback and advice on how to best present content at upcoming public meeting.	24	Nov. 7, 2023
Term 2 Meeting #4	City staff provided the historical context of a Community Development Plan (CDP), as well as shared updates and sought feedback on the draft actions of the CDP, including how to realize the actions.	25	Dec. 4, 2023
Term 2 Meeting #5	To provide an overview of key Update Downsview outcomes, including the Community Development Plan, and celebrate the collaborative contributions of the CRG members to informing these outcomes.	18	Apr. 16, 2024
<b>Surveys</b>			
Survey #1 – Online	Online survey was made available following the Public Launch Event and sought feedback on the vision for the Downsview Area and related topic areas, such as affordable housing, parks and open spaces, transportation and connectivity, community services and facilities, servicing, environment, sustainability, retail, arts and culture.	189	Jan. – Feb. 2022
Survey #2 – Printed & Online	Printed survey copies were available at the June 2022 Open House and available online from June to July 2022. The survey focused on the MESP and sought feedback related to overall vision for the Downsview Area, environmental constraints/issues, and mobility.	103	Jun. 2022 (Printed) & Jun. 21 – Jul. 21, 2022 (Online)

<b>Engagement Activity</b>	<b>Purpose</b>	<b>Approx. Number of Attendees</b>	<b>Date</b>
Survey #3 – Printed & Online	Printed survey copies were available at the in-person June 2022 Open House. City staff also conducted the survey off-site in public spaces such as Stanley Greene Park and Ancaster Park. The survey sought feedback on the emerging policy direction areas.	112 in-person & 195 online	Jun. 2022 (Printed) & Aug. 3 – Dec. 31, 2022 (Online)
<b>Other Meetings and Initiatives</b>			
Design Review Panel Meeting #1	Outlined the project history, existing and future context, and planning framework. Sought feedback on items including the high-level structuring plan, connectivity, public spaces and auto-shift.	8+	Jun. 22, 2023
Design Review Panel Meeting #2	Outlined the project history, existing and future context, and planning framework. Sought feedback on items including emerging directions and advancing the objectives of a net-zero community.	10+	Jul. 14, 2022
Toronto Public Arts Commission Meeting #2	Presented an updated overview of the Secondary Plan, CDP draft priorities, Zoning By-law and the Urban Design Guidelines.	6	Jan. 31, 2024
Toronto Public Arts Commission Meeting #1	Presented an overview of the Secondary Plan, CDP draft priorities, Zoning By-law and the Urban Design Guidelines outline.	10+	May 31, 2023
Anti-Black Racism Partnership & Accountability Circle	Presented and sought feedback on the CDP priorities.	6	Nov. 30, 2022

Engagement Activity	Purpose	Approx. Number of Attendees	Date
Public Events Ad Hoc & Meetings	<p>City staff hosted meetings (as requested) on a number of topics with groups such as resident associations, developers, consultants, and other stakeholder groups.</p> <p>City staff also attended public events, such as those hosted by Northcrest Developments and Canada Lands Company (i.e., 'Light Up Downsview' Drone Event, Free Skating Pop-Up, Italian Community Meeting).</p>	70+	Throughout duration of the Study
Short Video	An ArtWorks TO alumni artist was hired to create a short <a href="#">animated video</a> which highlighted the feedback heard during both virtual public launch event meetings held on January 25, 2022.	1	Jan. 2022
Short Video	10 local youth collaborated on the production of a <a href="#">short documentary</a> focused on the Downsview community, what it means to them and what growth they wish to see in the future. This program was offered by North York Arts, in collaboration with the City.	10	Fall 2023

**Notes:**

- The descriptions for the purpose of meetings are intended to highlight the topics covered by the City. The number of attendees are an approximate number.
- Summaries for the open houses and virtual community meetings can be found on the Update Downsview [webpage](#) under 'Meetings & Events'.
- The id8 Downsview Community Resource Group meetings commenced in 2021, and were initiated by Northcrest Developments and Canada Lands Company, with the first membership term from November 2021 to May 2023 and the second term beginning in August 2023. Membership included a diverse mix of organizations and resident / community members representing local and city-wide interests, a diverse mix of socio-economic backgrounds, with a good understanding of the Downsview area, covering a range of sectors, interests, communities of common bond, and geographies. Meeting summaries can be found on the id8 Downsview [webpage](#).



## **Attachment 8: Aligned Initiatives Within and Adjacent to the Plan Area**

### **Allen East District – CreateTO**

On October 1, 2021, City Council adopted a Final Report for the Allen East District Plan, outlining the future development of approximately 29 hectares of land east of Allen Road and south of Sheppard Avenue West. The District Plan includes three character areas – *Mixed Use Areas*, *Apartment Neighbourhoods*, and *Neighbourhoods* – ranging in density from 2.0 FSI to 0.8 FSI respectively, that will accommodate approximately 3,500 units across a range of affordable and market residential units. The updated Downsview Area Secondary Plan proposes to increase the gross densities to 1.0 FSI, 2.5 FSI and 3.5 FSI respectively. Office and retail uses, a new neighbourhood park and the expansion of Banting Park will support the residential uses and the creation of a complete, transit-oriented community adjacent to Sheppard West subway station. The lands are part of CreateTO's development portfolio. A Draft Plan of Subdivision and Zoning By-law Amendment application for Phase 1 is forthcoming. The Decision History for the Allen East District Plan can be accessed at this link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.NY25.6>

### **1377 Sheppard Avenue West (File No. 21 211379 NNY 06 SB)**

The Draft Plan of Subdivision application proposes to create a new public street in a north-south direction south from Sheppard Avenue West, west of Allen Road which will form part of a future street network to support future development within the Allen District. City Council approved the Draft Plan of Subdivision conditions on May 11, 2022. A revised Draft Plan was submitted in September 2023 and is under review.

Further information can be found on the City's Application Information Centre at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.NY31.3>

### **William Baker District (File Nos. 21 119571 NNY 06 OZ and 21 119572 NNY 06 SB): District Plan, Zoning By-law Amendment and Draft Plan of Subdivision**

A District Plan, Zoning By-law Amendment and Draft Plan of Subdivision applications were submitted for the lands municipally known as 1350 Sheppard Avenue West. The lands would be developed over two phases and would include approximately 4,000 residential units, a broad range and mix of uses, parks and open spaces. The District Plan and Zoning By-law Amendment application for the Phase 1 lands were approved by Council on July 19, 2022. Council adopted the staff report for the Draft Plan of Subdivision Application for Phase 1 lands on February 6, 2024. Information on the Council decisions is available on the City's website at:

<https://secure.toronto.ca/council/agenda-item.do?item=2022.NY34.2> (Zoning By-law Amendment) and <https://secure.toronto.ca/council/agenda-item.do?item=2022.NY34.2> (Draft Plan of Subdivision).

### **Dufferin-Wilson Area Site and Area Specific Policy (File No. 14 101834 NPS 00 OZ)**

The Dufferin-Wilson Regeneration Area Study was adopted by Council on November 7, 2017, and resulted in the Dufferin-Wilson Area SASP 388, approved by the Ontario Land Tribunal on June 8, 2021. The Dufferin-Wilson SASP establishes a vision that encourages transit-supportive mixed-use development to attract economic growth and

residential and commercial uses that will help create and sustain a vibrant community for the lands east of Dufferin Street between Wilson Avenue and Billy Bishop Way. The Decision History for the Dufferin-Wilson Regeneration Area Study can be accessed at this link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG21.6>. The approved Dufferin-Wilson SASP and Ontario Land Tribunal Decision (Case No. PL171416) can be accessed at the following link: <https://www.omb.gov.on.ca/e-decisions/PL171416-JUL-27-2021.pdf>

### **Taxiway West District: District Plan, Zoning By-law Amendment, Draft Plan of Subdivision (File Nos. 22 148540 NNY 06 OZ; 22 148583 NNY 06 SB)**

Taxiway West District Plan, Zoning By-law Amendment and Draft Plan of Subdivision applications were submitted on May 18, 2022 by Northcrest Developments. The plan includes an above-grade pedestrian and cycling crossing over the rail corridor, 22.4 hectares of mixed-use and residential areas (including 274,029 square metres of non-residential Gross Floor Area and 2,850 residential units), parks and open spaces, and multi-modal transportation networks. Further information can be found on the City's Application Information Centre at: [www.toronto.ca/taxiwaywest](http://www.toronto.ca/taxiwaywest)

### **3501 Dufferin Street Official Plan and Zoning By-law Amendment (File Nos. 22 234887 NNY 06 OZ)**

An application to amend the Official Plan and Zoning By-law was received on November 30, 2022 to permit development of a three-storey vehicle dealership and servicing station with a gross floor area of 5,148 square metres. This application was deemed complete on August 28, 2023 and is currently under review. Additional information can be found at: <https://www.toronto.ca/city-government/planning-development/application-details/?id=5202669&pid=352358>

### **Our Plan Toronto: City-Wide Proposed MTSA Delineations (Item - 2022.PH35.16)**

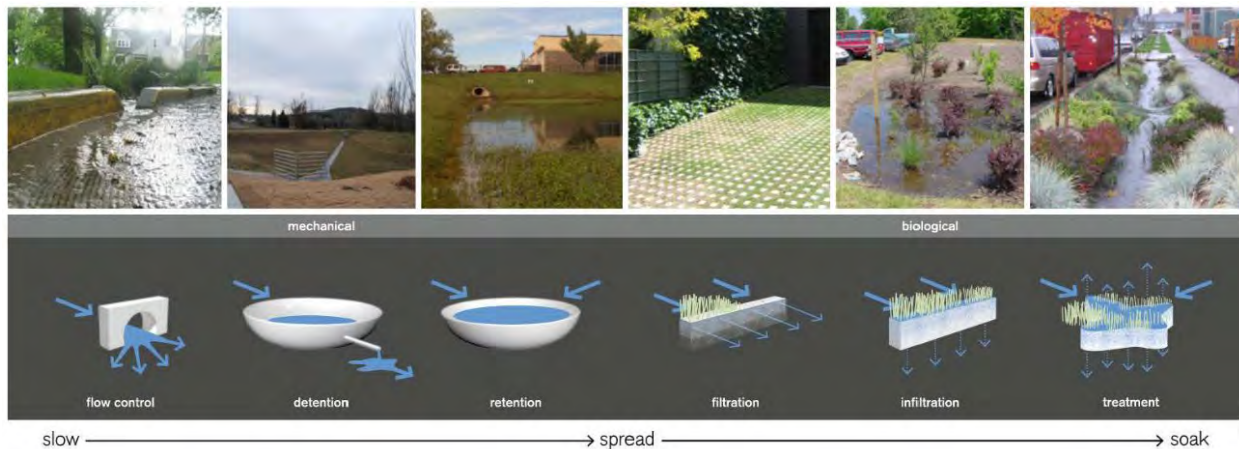
On July 19, 2022, City Council adopted a Final Report for 115 proposed MTSA and Protected Major Transit Station Area ("PMTSA") delineations through four Official Plan Amendments. Twenty-five MTSA stations were proposed through OPA 575, which includes the Downsview Park, Sheppard West and Wilson TTC stations located within the Secondary Plan Area. The proposed minimum density target for each of these stations is 200 residents and jobs per hectare. Additional information can be found in Attachment 1 of the July 19, 2022 Staff Report. The report can be found here: <https://secure.toronto.ca/council/agendaitem.do?item=2022.PH35.16>

## Attachment 9: Green Infrastructure Overview

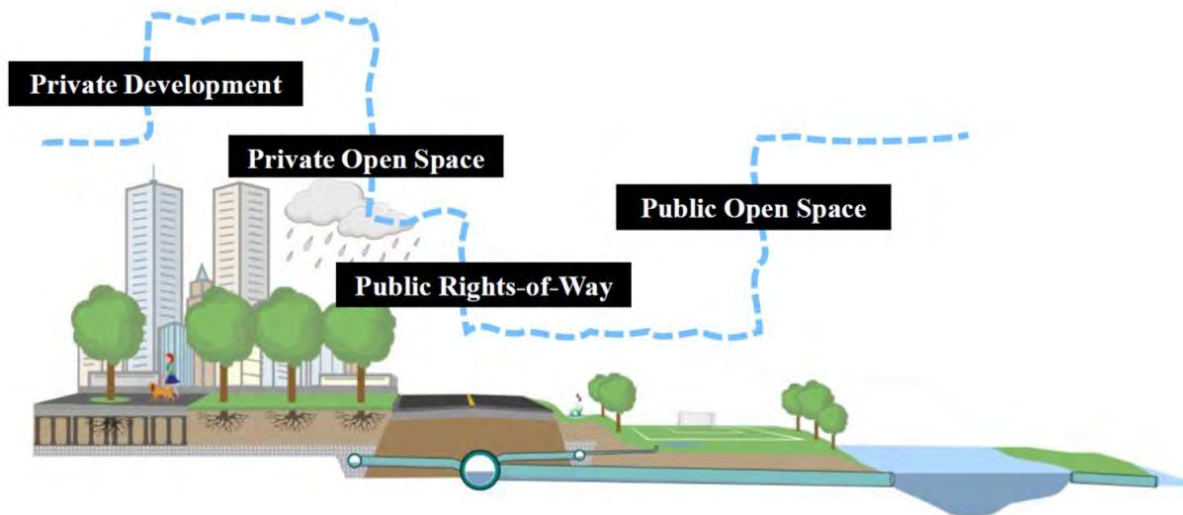
The decentralized stormwater management system (“SWM”) in Downsview will utilize green infrastructure and nature-based solutions within private and public lands. The Secondary Plan defines green infrastructure as:

*Natural and human-made elements that provide ecological and hydrological functions and processes. For the purposes of this Plan, green infrastructure does not include a stormwater management pond.*

A decentralized SWM system is recommended as it supports City goals to adapt to impacts of climate change; makes more efficient use of land compared to a traditional SWM system which requires approximately 8% of land area for SWM wet ponds; and more effectively supports ecological and hydrological functions and processes by slowing down stormwater where it lands, spreading it out over a broader area, and allowing for infiltration through permeable spaces, while still fully meeting the Wet Weather Flow Management Guidelines and City design criteria.



Through inter-divisional collaboration and an extensive evaluation process, the MESP determined that the preferred solution which scored highest through the technical evaluation process was to implement a fully integrated and decentralized stormwater management system for the OPA Lands. The policy direction in the Plan encourages the same approach to be applied across the Plan Area, as feasible. This preferred solution limits the expansion of existing facilities and/or new grey infrastructure by prioritizing an integrated green infrastructure system in development parcels, ROWs, POPS, Major Parks and other open spaces, compared to the traditional approach which prioritizes grey infrastructure.

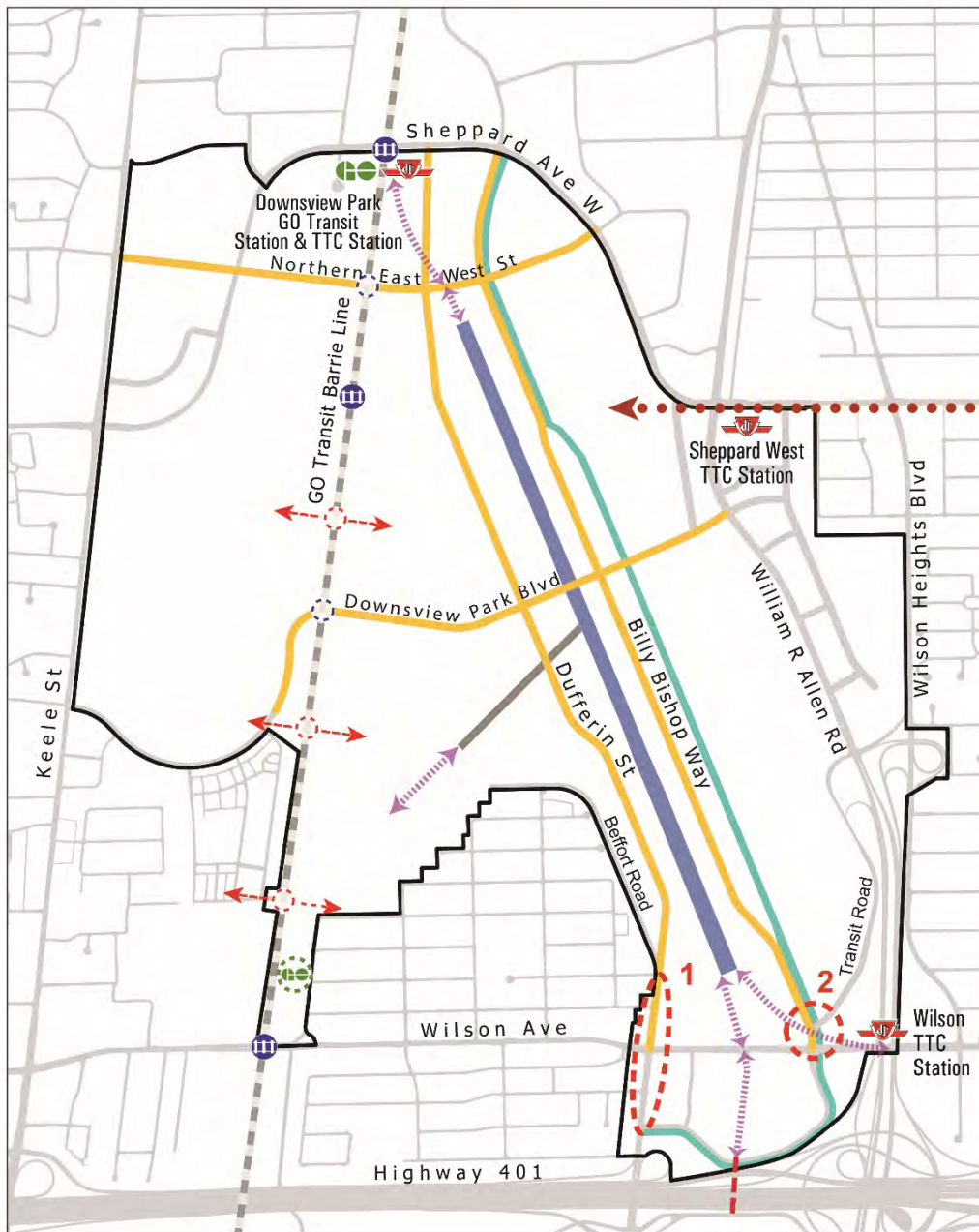


Given the relatively undeveloped state of most lands across the Plan Area, a unique opportunity is presented to build a hybrid grey-green infrastructure network, designing an interconnected system where each component (private development blocks, POPS, ROWs, and Major Parks) plays a role in managing stormwater at a systems-level. This innovative approach eliminates the need for traditional SWM wet ponds, therefore allowing for a denser urban form that is appropriate for a “city within a city”. This rare opportunity, is also a socially, environmentally and fiscally sustainable approach to creating a more resilient place for the long-term. While the Plan includes policies that encourage green infrastructure and decentralized stormwater management, the MESP establishes technical design parameters to guide development review. The design and implementation of the decentralized system will be balanced with operational requirements, habitat viability and the enjoyment of other uses planned in the impacted lands, including the ROWs and parkland.

View the Information Boards and Evaluation Booklet for more information on the short-listed options and the evaluation criteria: [Update Downsview Study Information Boards May 30 - June 3, 2023 \(toronto.ca\)](#) and [Update Downsview Study Master Environmental Servicing Plan \(MESP\) Evaluation Booklet May 30 - June 3, 2023 \(toronto.ca\)](#)



# Attachment 10: Offsite Transportation Improvements



## Downsview Secondary Plan

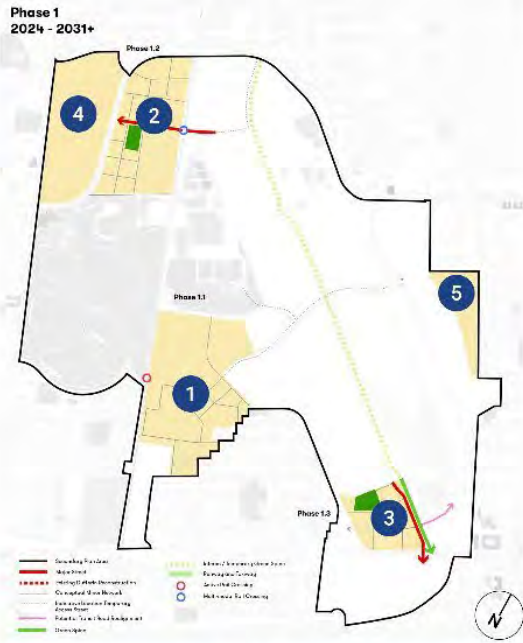
Map 7-4 Mobility Network

- |   |                              |                                   |                              |
|---|------------------------------|-----------------------------------|------------------------------|
| Plan Area   | GO Transit Station           | Existing and Approved Streets     | Potential Sheppard Extension |
| Existing Rail Crossings                                   | Proposed New GO Rail Station | Public Realm/Mobility Connections | Rail Corridor                |
| Planned Multi-modal Rail Crossings                        | TTC Station                  | Future Connections                | Green Spine                  |
| Planned Active-only Rail Crossings                        | Planned Major Streets        | Future Yorkdale Pedestrian Bridge | The Runway                   |
| Existing Dufferin Street from Belfort Road to Highway 401 |                              | Transit Road Realignment          | The Taxiway                  |



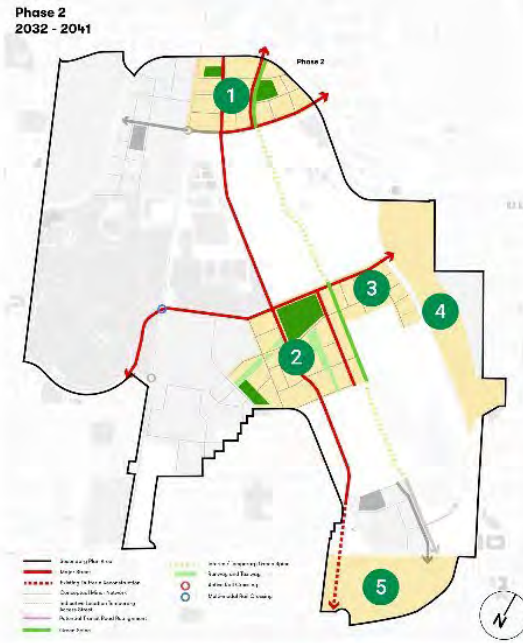
# Attachment 11: Anticipated Infrastructure Phasing

## PHASE 1



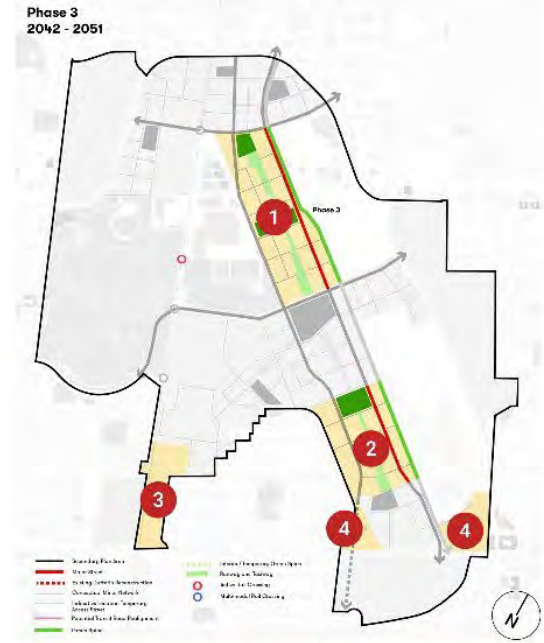
- Phase 1 Development**
- 1 Taxiway West District
  - 2 Downsview West District
  - 3 Wilson District (OPA Lands)
  - 4 William Baker District
  - 5 Allen East District - Phase 1

## PHASE 2



- Phase 2 Development**
- 1 Downsview East District
  - 2 Taxiway East + Runway Central Districts
  - 3 Allen West District
  - 4 Allen East District - Phase 2
  - 5 Wilson South District

## PHASE 3



- Phase 3 Development**
- 1 Runway North Districts
  - 2 Runway South District
  - 3 Murray District
  - 4 Wilson District (Non-OPA Lands)

## **Attachment 12: Principles for Master Parks Agreement**

Staff recommend that a Master Parks Agreement, between the City and Landowners, be used to secure the delivery of parks in the Plan Area, including Major Parks, satisfactory to the General Manager, Parks, Forestry & Recreation, the Chief Planner and Executive Director, City Planning, and the City Solicitor. As a condition of subdivision approval, the Landowners shall demonstrate that the delivery and dedication of parkland meets the obligations set out in the Master Parks Agreement, to the satisfaction of the City and an appointed Trustee. The following key principles are recommended to guide the development and terms of the Downsview Master Parks Agreement. The specific terms of this Agreement will be negotiated between the City and Landowners, should Council approve recommendation 12 in this report.

1. The Landowners will meet the requirements for parkland dedication as set out in the *Planning Act*.
2. A total of 14 hectares of parkland will be provided as Major Parks, as identified in the Secondary Plan. The precise size, location and configuration of a Major Park may be refined through the District Planning and development approvals process, but will not reduce the total amount of parkland to be provided as Major Parks in the Plan Area.
3. The amount, location and configuration of local parks as referred to in the Secondary Plan will be determined through the District Planning and development approvals process.
4. Parkland dedication may be phased in a manner that will meet the Landowners' obligations for the entire Plan Area, as follows:
  - a. Parkland dedication will be monitored and assessed at each Plan of Subdivision.
  - b. Where actual parkland dedication for an individual District results in less than the required parkland dedication, the difference between actual parkland dedication and required parkland dedication will be provided by the Landowner in the form of a financial security to the City, which will be released upon the dedication of the required parkland, which shall occur in a subsequent plan of subdivision; and
  - c. Parkland requirements will be met through land dedication in fee simple, with the exception of the final District, where the City, at its discretion, may accept a difference between actual parkland dedication and required parkland dedication in the form of cash-in-lieu of parkland, at the discretion of the City, and subject to the in-force parkland dedication by-law.
5. The size, shape, and location of all parks will be determined through the District Planning and development approvals process and will:



- a. Implement the policies of the Secondary Plan;
  - b. Be conveyed to the City as non-stratified fee simple interest ; and,
  - c. Be free and clear of encumbrances, unless as accepted by the City.
6. Each Major Park will be delivered in its entirety at one time and will be contained within the boundaries of a single Plan of Subdivision.
7. Parkland dedication is a separate and distinct requirement from other types of open space being provided by the Landowners in the Plan Area.
8. All future landowners will be bound by the terms of the Master Parks Agreement.
9. Where parks within the Plan Area contribute to the broader stormwater management system, base park condition will include the construction of facilities and/or improvements related to green infrastructure, at the owner's sole cost and expense.