

Status Update Report on Transit Oriented Communities

Date: March 30, 2026

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

Wards: All

REASON FOR CONFIDENTIAL INFORMATION

Confidential Attachments 1 and 2 to this report contain information explicitly supplied in confidence to the City of Toronto by the Province as represented by Infrastructure Ontario that will be applied to ongoing negotiations carried on or to be carried on by the City of Toronto.

SUMMARY

The Ministry of Infrastructure's Transit Oriented Communities (TOC) program continues to expand and evolve, both in the City of Toronto and in surrounding municipalities. The most recent TOC proposal at Guildwood GO station is the first Toronto TOC project as part of IO's expanded program to facilitate development opportunities at existing Metrolinx-owned GO stations.

This report provides updates on several TOC program matters including Provincial resourcing of City staff involved in reviewing TOC proposals, affordable housing in TOCs, community benefits, and site-specific TOC Memoranda of Understanding. The report also responds to EX22.8 which requested staff to assess commuter parking at the under-construction Sheppard East subway station.

A preliminary review of Guildwood GO TOC follows these items. Final City positions and interests are also outlined for Exhibition, Gerrard Carlaw South, Lawrence-McCowan, Cosburn and Eastern TOCs.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning recommends that:

1. City Council authorize the City Manager or designate to execute a Transit Oriented Communities Program resourcing agreement between the City and His Majesty the King as represented by the Province of Ontario for the period of April 1, 2025 to March 31, 2029 on terms satisfactory to the City Manager and in a form satisfactory to the City Solicitor.
2. City Council authorize the City Manager or designate to execute a Memorandum of Understanding for the Eastern Transit Oriented Community proposal generally in accordance with the terms and conditions set out in Confidential Attachment 1, and on such other terms as may be satisfactory to the City Manager and in a form acceptable to the City Solicitor.
3. City Council authorize the City Manager or designate to execute a Memorandum of Understanding for the Exhibition Transit Oriented Community proposal generally in accordance with the terms and conditions set out in Confidential Attachment 2, and on such other terms as may be satisfactory to the City Manager and in a form acceptable to the City Solicitor.
4. City Council direct that Confidential Attachments 1 and 2 to this report from the Chief Planner and Executive Director, City Planning remain confidential at this time as they pertain to information explicitly supplied in confidence to the City of Toronto by the Province as represented by Infrastructure Ontario that will be applied to ongoing negotiations carried on or to be carried on by the City of Toronto.
5. City Council authorize the public release of Confidential Attachments 1 and 2 to this report from the Chief Planner and Executive Director, City Planning, following the signing of the Memoranda of Understanding with the Province for the Eastern and Exhibition Transit Oriented Communities projects.

FINANCIAL IMPACT

There are no incremental financial impacts from the recommendations in this report. City Council previously approved temporary positions funded by Infrastructure Ontario required to support the TOC program in 2024 through PH12.5, Transit-Oriented Communities Status Update. Temporary positions will now extend to March 31, 2029, and may be renewed in subsequent years based on the Program's ongoing needs. Infrastructure Ontario and City staff will finalize the updated resourcing agreement upon Council authorization.

Water Supply, Sanitary and Stormwater servicing capacity requirements for previously reviewed TOCs have not yet been confirmed. Should future analysis identify that servicing upgrades are required, there may be associated financial impacts. Any additional funding and resources that may be required in future years will be identified and submitted for consideration along with other City priorities in future 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

In January 2020, City Council adopted, as amended, EX12.3 Toronto-Ontario Transit Partnership - Status Update, which included the Ontario-Toronto Memorandum of Understanding on Transit-Oriented Development ("MOU on TOD", now known as the "MOU on TOC"). The MOU on TOC established a series of shared objectives for TOC and identified the roles and responsibilities of the City and Province for TOC specific to the Province's Subway Program.

Link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EX12.3>

On October 14, 2021, Toronto and East York Community Council passed motion TE28.62 Request for City Planning Comments on Ontario Line Transit Oriented Community Proposals, which requested Staff to report on preliminary planning comments, outstanding issues, opportunities to secure City priorities, and a summary of feedback received by Infrastructure Ontario (IO) through its public engagement process for Transit Oriented Communities (TOC) proposals.

Link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.TE28.62>

On April 6, 2022, Council adopted with amendments EX31.2 Ontario Line Transit Oriented Communities report, which directed staff to finalize negotiations and execute an agreement on a Value Allocation Framework for the Province's TOC program and to enter into a series of Memoranda of Understanding with the Province at each Ontario Line station to document City and Provincial commitments. Further direction was provided to engage with the Province to review Minister's Zoning Orders that would authorize TOC developments to ensure accuracy, correct interpretation of zoning parameters, and to advance City interests related to site plan review. City Council further directed staff to conclude negotiations on affordable housing at each TOC site and enter into agreements as required, and to make recommendations on the planning requirements necessary to include, expand or improve the quantity of affordable housing on TOC lands.

Link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.EX31.2>

On May 9, 2024, Planning and Housing Committee adopted PH12.5 - Transit-Oriented Communities Status Update, which provided updates to the first wave of TOCs, final comments on the Gerrard Carlaw North TOC, and preliminary comments on the second wave of TOCs. In addition, the report recommendations direct City Planning to report on additional financial analysis, resources and staffing required to advance City objectives related to the delivery of affordable housing on Transit-Oriented Communities sites.

Link: <https://secure.toronto.ca/council/agenda-item.do?item=2024.PH12.5>

On February 5, 2025, Council adopted with amendments PH18.12 Transit-Oriented Communities Update on Downtown Proposals and Affordable Housing, which directed staff to seek clarification from the Province that its value allocations from TOCs would be 8% of the value of the development, rather than "up to 8%". In addition, Council authorized the City Manager to conclude negotiations on and execute a Memorandum of Understanding for the Queen-Spadina TOC on the condition that the Province

commit to achieving 20% affordable housing in the development. Link: <https://secure.toronto.ca/council/agenda-item.do?item=2025.PH18.12>

On April 14, 2025, Executive Committee requested staff explore the need and opportunities for commuter parking at Sheppard-McCowan Station, including potential strategies to accommodate commuter parking in alignment with broader City and transit planning objectives (see EX22.8 - Community Parking at Terminus Transit Stations at Sheppard-McCowan Station. <https://secure.toronto.ca/council/agenda-item.do?item=2025.EX22.8>).

On May 22, 2025, Council adopted with amendments EX23.2 - Ontario-Toronto New Deal - Advancing the Delivery of Transit Oriented Communities along the Eglinton Crosstown West Extension, which directed staff to transfer City owned lands to the Province at nominal value for the purpose of developing up to four TOCs at or near stations along the Eglinton Crosstown West Extension, pursuant to terms of the New Deal between the City and Province.

Link: <https://secure.toronto.ca/council/agenda-item.do?item=2025.EX23.2>

COMMENTS

GENERAL PROGRAM UPDATE

The Ministry of Infrastructure (MOI) through its agent, Infrastructure Ontario (IO), continues to grow and evolve the Transit Oriented Communities (TOC) program. Previously limited to Metrolinx project lands associated with the Provincial Priority Transit Projects (Ontario Line, Scarborough Subway Extension, Eglinton Crosstown West Extension and Yonge North Subway Extension), the TOC program has now been extended to include GO and LRT station properties. The first GO TOC proposal in Toronto for Guildwood GO was presented to the public in January 2026.

In February 2025, City Council directed staff to seek clarity regarding the level of value allocations that the Province will make at each TOC. Language in the Value Allocation Framework (VAF) Agreement notes that allocations will be "up to" the lesser of 8% of the value of the development or the value of the land. As directed by City Council, City staff wrote to the Ministry of Infrastructure seeking a firm commitment from the Province that their investment would be 8% (see Attachment 3). MOI responded to the City's letter on September 8, 2025, and declined to commit to firm allocations of 8% but indicated that it would confirm its commitments in this regard through site-specific Memoranda of Understanding (MOUs) or Letters of Understanding (LOUs), as required (see Attachment 4). However, to date the Province has not committed to specific allocations through its draft MOUs or LOUs.

GO/LRT Transit Oriented Communities Program

In November 2024, the Province expanded the IO TOC program to include GO/LRT stations in Toronto and across the GTHA. GO/LRT and Subways TOC programs share similar objectives to increase transit ridership, increase housing supply and jobs and contribute to complete communities.

Unlike the Subways program, the GO/LRT program is not intended to generate revenue to offset transit capital costs for new stations or station improvements. These TOCs are planned to use GO parking lots or other surplus Provincially owned lands and are not tied to transit delivery timelines like the Subways program. Guildwood GO TOC is the first project under this program in Toronto; a preliminary review is provided in this report.

TOC Resourcing

City Council authorized the City Manager through PH12.5 to execute a Transit Oriented Communities Program resource agreement to fund staff positions engaged in review of TOC proposals. The term of that agreement was to have been from September 20, 2023, to March 31, 2026, with the ability to renew it in subsequent years.

In early 2025 the Province decided that it would use a Transfer Payment Agreement to reimburse the City for costs incurred in TOC review for fiscal years 2023 and 2024 (the Province's fiscal year runs April 1 to March 31). The TOC resource agreement is meant to take effect on April 1, 2025 and address cost recovery from that point onward. Given this, this report seeks approval to adjust the term of the agreement from what was approved in PH12.5.

Affordable Housing

City staff continue to negotiate to achieve City Council's objective of 20% affordable housing at each TOC. To date, the Province has not committed to achieve a specific amount of affordable housing but has committed to applying its value allocation to affordable housing at certain TOCs.

The Toronto Builds policy framework sets objectives, requirements and targets for developing affordable housing on City owned land. In some circumstances where agreements between the City and other levels of government apply to Toronto Builds projects, flexibility around the requirements and targets within the framework may be required to comply with these agreements. The TOC program is governed by two intergovernmental agreements: the Province of Ontario - City of Toronto Memorandum of Understanding on Transit Oriented Development and the Value Allocation Framework agreement. Both refer to affordable housing as a potential outcome in TOCs, but they do not set targets consistent with City affordable housing objectives. The City and Province will also negotiate site-specific MOUs to outline the agreed commitments for each TOC, including where affordable housing will be located.

Where an affordable housing commitment is made, such as at Exhibition TOC, IO intends to purchase units in TOCs at pre-construction market rates to offer as affordable units. Funding would come from the value allocations generated by each TOC (currently defined as "up to the lesser of 8% TOC value or 8% land value as forecast at building permit stage"), which may be pooled and deployed at TOCs with lower cost per door for each unit. However, IO has not yet committed to minimum value allocations for any TOC site. City staff will continue to explore ways to unlock more affordable housing in TOCs.

The amount of TOC value allocations is challenging to estimate with certainty due to the long lead times for TOCs, often up to ten years or more. Similarly, the price of future units is difficult to predict, especially in today's unstable real estate market. This is compounded by the Province's lack of commitment to a percentage of TOC value on which to base calculations of the allocation. As a result, it is not possible to know how many affordable units can be secured in any TOC at this time.

Community Benefits

One of the objectives of the TOC program is to deliver complete communities around TOCs. It is this objective that underpins the Province's commitment to provide a value allocation at each TOC site, which is a reinvestment of a portion of Provincial proceeds from the program. The Province is particularly interested in providing in-kind community benefits. The specific allocation of these provisions to GO/LRT TOCs has not been established, although IO has discussed potential community benefits at the Guildwood GO TOC.

At some locations there may be opportunities to combine revenues generated by the City's Community Benefits Charge with the Provincial TOC value allocation to jointly fund the provision of community benefits. Alternatively, a TOC value allocation might contribute to an existing City capital project to provide additional benefits. These opportunities are being explored and remain under discussion.

TOC Site Specific Memorandums of Understanding

The VAF contains a commitment that the City and Province will enter site-specific TOC MOUs at each TOC location. City staff have brought forward confidential terms of these MOUs for City Council consideration for several TOCs over the past four years.

Most recently, revised terms for the Queen-Spadina TOC were presented through PH18.12. City Council directed that the City Manager not execute the MOU unless the Province commits to achieving 20% affordable housing at the Queen-Spadina TOC. In response, the Province elected to issue a unilateral LOU in lieu of completing the MOU.

Through this report, staff are seeking City Council authority to conclude TOC MOUs for Eastern and Exhibition TOCs based on the terms outlined in confidential Attachments 1 and 2. At Exhibition TOC, the Province proposes to collect value allocations from Queen-Spadina, King-Bathurst and Corktown TOCs to combine with the allocation from Exhibition to provide affordable housing in the Exhibition TOC. At Eastern TOC, the value allocation is proposed to be pooled with that of another TOC in Ward 14 to provide affordable housing at that location. In both cases, the amount of affordable housing that could be achieved through the value allocations is expected to be less than 20%.

To date, no TOC MOU has been concluded by the City and Province. At two TOCs - King-Bathurst and Queen-Spadina - IO has issued unilateral LOUs setting out terms upon which IO is willing to proceed. While the terms in the letters generally reflect matters discussed between City staff and IO, this approach does not align with the commitments set out in the VAF Agreement which commits to MOUs on mutually

acceptable terms. The key issues contributing to this situation are a lack of commitment by the Province on the specific value of its TOC value allocations and a lack of commitment to deliver affordable housing to meet City Council expectations as part of the TOC program.

City staff negotiations with the Province on each TOC address many other development parameters, with consensus reached on other issues. These matters are also intended to be documented through the site-specific MOUs. There remains value in documenting the outcomes of TOC negotiations. Despite not achieving 20% affordable housing at the Exhibition and Eastern TOCs, City staff recommend approval of the draft TOC terms based on the approach taken in the Toronto Builds policy framework.

If formal TOC MOU agreements cannot be completed, City staff will nevertheless document other TOC negotiated outcomes and outline City interests and expectations of future TOC building partners through these update reports.

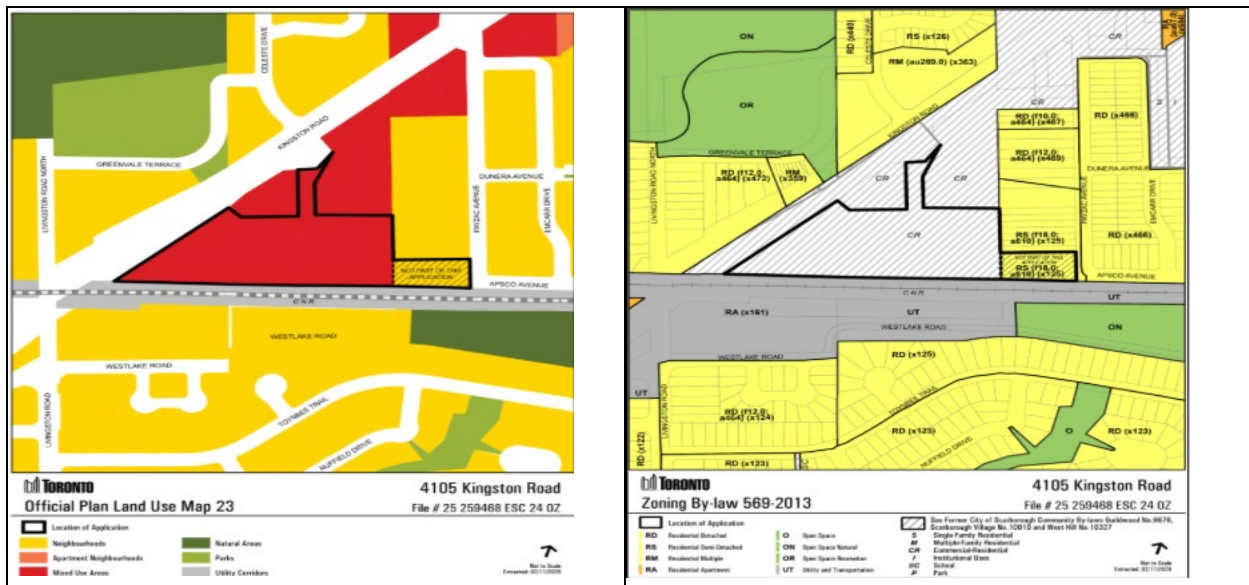
UPDATES ON NEW TOC PROPOSALS

Guildwood GO - Preliminary Comments

City staff have provided preliminary comments to IO on the Guildwood GO TOC based on IO's November 2025 submission. The TOC is a mixed-use development proposed on the north GO parking lot, a facility currently owned by Metrolinx. The site is served by the Lakeshore East GO Rail Line, TTC bus services, and VIA Rail. The site is also close to the proposed Eglinton East LRT. The November 2025 proposal is for mixed-use development comprising six residential towers at heights ranging from 30 to 60 storeys with 7 storey base buildings. The proposal introduces residential, retail/commercial space, new public and private roads, multimodal pathways, parkland, privately owned public spaces (POPS) and public realm enhancements to the site.

The Guildwood GO TOC is proposed to be developed in phases, with the first phase closest to the GO station building. Phasing of new streets will need to be coordinated with the delivery of the proposed development at 4121 Kingston Road, north of the Guildwood GO TOC lands. The Site Plan is provided in Attachment 5.

Official Plan Designation (Map 23) Mixed Use Areas	Former Scarborough Zoning By-law 10327: Commercial Residential (CR) Zone.
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The site is currently designated as Mixed Use Areas and subject to Site and Area Specific Policy 272 (SASP 272) prohibiting service stations, used car sales lots and public garages.

Table 1: Key Statistics - Guildwood GO

Floor Space Index	6.56 (Gross)
Building Heights	Towers: Ranging in height from 35 to 60 storeys Base Buildings: All 7 storeys.
Gross Floor Area (m2)	
Residential	189,525
Non-Residential	1,766
Total	191,291
Number of Residential Units	
Total	2,534
Parkland / Open Space (m2)	
Parkland Dedication	1,750
POPS	2,830
Parking (number of spaces)	

Floor Space Index	6.56 (Gross)
Vehicular	1,200 to 1,270 (TOC Parking: 500 - 510) (GO Parking: 700 -760)
Bicycle	2,534

Applicable Planning Studies

The City of Toronto launched the Kingston Road Planning Study in the fall of 2021 to look at ways to manage future growth along the Kingston Road corridor between Guildwood GO Station and Highland Creek, to create a vibrant and complete community. Following a pause, work on the study resumed in 2025 to plan for increased development activity along the Kingston Road corridor, and changes to Provincial policies and Toronto’s planning policy framework. Although the Guildwood GO TOC is outside of the study area, the proposed new open spaces, streets and development blocks provide for opportunities to guide integration with the broader surrounding community to create a balanced, complete neighborhood.

Eglinton East Light Rail Rapid Transit

The Eglinton East Light Rail Transit (EELRT) is a proposed 18.6-kilometre LRT in Scarborough from Kennedy Station to Sheppard-McCowan Station and Malvern Town Centre. LRT stops are proposed near the TOC site at Kingston Road and Celeste Drive. The EELRT 10% design also locates a Traction Power Sub-Station (TPSS) on the proposed Block C development lands near the Guildwood GO TOC. The Transit and Rail Project Assessment Process (TRPAP) was completed and approved by the Ontario Ministry of Environment, Conservation and Parks in 2024. Project information can be found on the following webpage at: <https://secure.toronto.ca/council/agenda-item.do?item=2023.EX10.17>

Staff Technical Review

Staff conducted a comprehensive technical and policy review of the Guildwood GO TOC. Below is a summary of key findings as they relate to matters of City interest. City staff raised these issues with IO to be addressed and refined in the next TOC submission.

Built Form

The proposed tower heights and massing would create uncomfortable shadowing and wind conditions along public streets and parkland. The proposal does not meet setbacks and stepback requirements in all blocks and the proposed massing results in excessive shadow impacts on the planned parkland. Provision of retail, community uses and animation at grade is recommended for greater mix of uses and animation.

Public Realm and Parkland

The Guildwood TOC open space program includes a new park, POPS and a potential transit plaza. The POPS are proposed to connect to the surrounding neighbourhood through dedicated pathways for direct access between the site, the Guildwood GO station, and Greenvale Park to the north.

The Guildwood GO TOC parkland proposal is too small and does not meet requirements for programming and public street frontage. The proposed POPS, including the POPS within the 30-meter rail buffer and the transit plaza, require further clarity from IO and Metrolinx for possible programming, design, ownership and maintenance.

Amenity Space

The Guildwood GO TOC proposal does not meet the required combined indoor and outdoor amenity space of 4.0 square metres per unit. Further review of site organization and density is needed to meet this requirement. Details and programming of the amenity spaces will also be reviewed through the Site Plan approval process on a block-by-block basis.

Affordable Housing and Inclusionary Zoning

City Council has directed staff to seek 20% of residential units as affordable housing within TOCs. Staff's review of the Guildwood TOC is therefore prioritizing Council's direction with respect to the delivery of affordable housing. At this time, further information is required from the Province regarding how it intends to support the achievement of complete communities within GO Station TOCs. The Guildwood GO Protected Major Transit Station Area is not currently in force, and as such, inclusionary zoning policies would not apply to this site.

Transportation and Transit

City and TTC staff have reviewed the proposal and studies and have identified issues to be resolved, including:

- The north-south public street (Street C), the primary connector and access to the transit station, requires a redesign to provide appropriate areas for pedestrian clearway and tree planting;
- Location of vehicular access for parking and passenger pick up/drop off area needs redesign to ensure safe pedestrian circulation, minimize driveway conflicts and improve public realm;
- Intersection design and safety issues for internal streets and at Kingston Road and Celeste Drive, impact existing TTC bus service and the future LRT, cycling and pedestrian safety and priority at crossings, and potential queuing and delays for vehicular turning movements in and out of the development;
- Improvements to pedestrian comfort and passenger transfer experience should be incorporated between the GO Station, Kingston Road and the future EELRT stop; and

- Improved pedestrian and cycling connectivity, including multi-use path connections to the surrounding neighbourhoods, are required.

The TOC proposal does not protect for a future EELRT TPSS on the site. TPSS sites are located at regular intervals along the EELRT alignment and are required for electrification. Sufficient land as well as road access for maintenance are required to protect for constructability and maintenance access for the TPSS.

Servicing

Functional Servicing and Stormwater Management Reports and associated plans have been submitted for the subject site and have been reviewed by Engineering Review. The submission does not confirm existing capacity to support the proposed development and connections are dependent on 4121 Kingston Road proposal. Water supply calculations will need to be updated to reflect combined capacity for both developments. Sanitary capacity analysis needs to be undertaken to determine if improvements to existing system are required.

Rail Safety

A Rail Safety Report was included in the submission due to the proximity of the site to the Lakeshore East rail corridor. The TOC site is adjacent to the GO Rail, VIA and freight rail corridors, and some of the POPS are located within the 30-meter rail setback. As owners and operators of the GO rail system, Metrolinx and the Province will be responsible for all rail safety mitigation measures and requirements for permitted programming, public access and planting in the POPS. The City assumes no responsibility for approving rail safety elements in the TOC proposal.

Community Infrastructure

All TOCs will be subject to the City's Community Benefits Charge. The Guildwood GO TOC submission did not include a community services and facilities study to inform the existing capacity of services in the community. City staff have asked IO to address priorities for proposed services and facilities and how the TOC will plan for added demand for community services from the proposed development in the next submission.

Community Consultation

IO established a Local Advisory Committee (LAC) for the Guildwood TOC. The Guildwood LAC membership is comprised of the local councillor's office, religious institutions, a neighbourhood association, local businesses and community arts organization. The first of two planned LAC Meetings was held in January 2026. Additional LAC Meetings are expected later in 2026.

In addition to LAC meetings, a series of virtual and in-person open houses are planned to take place as part of IO's engagement process. The first virtual and in-person open house events were held in January 2026. City Staff attended the virtual meeting and open house, answered questions and reinforced Council directions regarding the TOC program in discussions at the in-person open house.

The virtual open house session included a presentation from IO, and their technical advisors and City Staff attended. The IO presentation is available on IO's project website: [Guildwood GO – Transit-Oriented Community](#). The in-person open house had a series of presentation boards and offered the public opportunities to discuss the proposal with the project team, voice their concerns and provide input on key community priorities.

Key areas of public interest for the Guildwood GO TOC, as noted by City staff, are summarised as follows:

- Public park size and open space programming;
- Height and scale of proposal relative to surrounding neighbourhood context;
- Sufficiency of overall parking supply to meet demand for future residents and GO users;
- Traffic and safety concerns from construction impacts and spill over parking on local streets;
- Local school capacity;
- Local hospital capacity;
- Lack of community services for new and existing residents:
- Provision of a grocery store and other neighbourhood retail and services to support a complete community;
- Family size units; and
- Affordable housing.

Next Steps

Discussions are underway with IO and its consultants to address comments provided by City staff through the technical review of the Guildwood TOC, as well as comments received through public engagement. These negotiations are expected to take place through 2026. A second round of public engagement is planned for later in 2026 to review revisions to the TOC proposal and IO's timeline to secure zoning certainty is in 2027. At the conclusion of the review period City staff will report to Council to outline the City's position on this TOC and to identify issues remaining to be resolved through later stages of TOC delivery.

Additional Information

The City provides project information and updates on the City TOC webpage at: [Transit-Oriented Communities – City of Toronto](#).

FINAL CITY POSITIONS ON PREVIOUSLY REPORTED TOCS

Several TOCs have advanced to the end of the zoning certainty process and IO confirms it does not intend to make further revisions to these proposals. The City's review of these TOCs has concluded for the zoning phase of planning. Conclusions of

the City review are outlined in the following sections. Table 2 summarizes key proposal statistics.

Table 2: TOC Key Statistics

	Exhibition Jefferson Site	Exhibition Atlantic Site	Gerrard Carlaw South	Lawrence-McCowan	Cosburn	Eastern
Gross Site Area (m2)	6,228	7,194	19,019	10,400	6894	3,514
Floor Space Index	10.6	13.5	4.8 & 7.5	6.3	5.2	3.9
Building Heights (storeys)	52	44, 40	41, 32, 26, 11, 11 & 7	36, 24, 24	13 & 12	12
Residential Gross Floor Area (GFA) m2	46,996	60,049	98,643	59,813	31,350	12,610
Non-Residential Gross Floor Area (GFA) m2	3,425	4,627	13,157	13,056	1317	1,151
Total GFA m2	50,421	64,677	111,800	72,828	32,666	13,761
Number of Residential Units	625	823	1,315	738	409	160
Parkland/ Open Space	N/A	N/A	N/A	N/A	672 m2	N/A
Privately-Owned Public Space (POPS)	N/A	N/A	5,966 m2	3040 m2	N/A	551 m2
Parking - Vehicular	80	71	199	220	5	36
Parking - Bicycle	713	936	831	720		180

Exhibition TOC

IO submitted a revised concept for the Exhibition TOC in early 2025, updating an earlier proposal that informed the Minister's Zoning Orders (MZOs) Ontario Regulation 338/22

and Ontario Regulation 339/22, issued in April 2022. The revisions respond to weak office market conditions and a Provincial interest to deliver additional housing at major transit nodes. Across the two TOC sites, the total residential unit count has increased from 565 units in the 2022 concept to 1,448 units in the revised proposal.

The Exhibition TOC consists of two development sites north of the Lakeshore West GO rail corridor in Liberty Village. Exhibition Station is the western terminus of the Ontario Line. The western TOC parcel (the Jefferson Site) is integrated with the station main entrance building, while the eastern parcel (the Atlantic Site) is a standalone development with access to a below-grade pedestrian tunnel linking to the south side of the rail corridor. Additional plans and renderings are provided in Attachment 6: Exhibition TOC Revised Site Plan and 3D Model.

Jefferson Site

The Jefferson Site proposes a 52-storey mixed-use tower integrated with the future two-storey Ontario Line Exhibition Station entrance building, providing direct access to both the Ontario Line and GO Transit. The development includes residential, retail, and general commercial uses, which has the potential to accommodate a range of future uses such as retail or community/institutional uses. Active frontages are planned along Jefferson and Atlantic Avenue and service functions along the rear laneway. The tower provides 46,996 m² of residential GFA (625 units) and 3,425 m² of non-residential GFA, supported by three levels of underground parking. The site achieves a TOC related density of 10.6 FSI. Heights have increased from 19 and 21 storeys (2022) to 52 storeys.

Atlantic Site

The revised Atlantic Site includes two mixed-use towers of 40 and 44 storeys, connected by a shared underground parking structure and divided at grade by a central open space providing a public north–south connection. Retail fronts Liberty New Street and the open space, with service functions along the northern laneway. Second floors contain general commercial uses, with residential uses above, delivering 823 units. A pedestrian tunnel from the west tower connects to Exhibition Place. Parking is accessed from the rear laneway. The site proposes 60,049 m² of residential GFA and 4,627 m² of non-residential GFA, for a density of 13.5 FSI. Heights have increased from 19 storeys (2022) to 40 and 44 storeys.

Key City Interests and Conditions of Development

- Interest to explore an offsite parkland dedication.
- Interest to minimize shadowing on future new park at 34 Hanna Ave.
- Conveyances are required from the Atlantic site for Liberty New Street and Hanna Ave extension.
- Implementation of Transportation Demand Management (TDM) measures to support a minimum 25% reduction in single-occupant vehicle (SOV) trips through initiatives such as providing car-share parking spaces and offering subsidized transit passes for residents.
- Preferred community benefits for a school or daycare or other community space.
- Servicing capacity and any required upgrades have not been confirmed.

- Exhibition TOC is the receiving site for affordable housing to be funded by Provincial value allocations from this site as well as King-Bathurst TOC and Queen-Spadina TOC. Preliminary details have been outlined in the site-specific MOU for Exhibition; however, there is no commitment to a minimum value allocation or to a defined percentage or number of units being delivered as affordable housing.
- A site-specific MOU has been reviewed by City Staff. Draft terms are provided for Council consideration in Confidential Attachment #2.

Liberty Village, including the Exhibition TOC, are affected by operations at Billy Bishop airport. The Federal government has sole jurisdiction over airspace and aerodrome operations, including limiting the height of buildings and structures within flight paths for the purpose of protecting airport operations. Airport Zoning Regulations, enabled under the Canadian Aeronautics Act, restrict building heights near airports for this purpose. These protections are based on the standards that must be met for an airport to be certified for commercial operations. The existing Airport Zoning Regulations (SOR/85-515) were established in 1985 for Billy Bishop Toronto City Airport.

Beyond surfaces protected by Airport Zoning Regulations, airports have instrument flight procedures, published or approved by NAV Canada, that guide flight activity under certain conditions, such as bad weather. These instrument flight procedures are designed in accordance with federal standards known as TP 308, which require safe separation between aircraft and obstacles. Several flight instrument procedures overlay Liberty Village. The area of airspace protected by Airport Zoning Regulations does not always adequately protect instrument flight procedures. This is a national issue and is under review by Transport Canada. Through active development applications and the ongoing Liberty for All Planning Study, NAV Canada has raised concerns about the emerging height peak in this area. Infrastructure Ontario is currently working with NAV Canada to evaluate these constraints and identify potential solutions.

At the June 24, 2025, virtual community engagement session hosted by IO, members of the community raised concerns regarding existing and future school capacity in the area and asked whether a new school is contemplated as part of the Exhibition TOC. While the Exhibition TOC does not currently include a school component, the TOC lands form part of a broader area being studied through the City's Liberty For All Secondary Plan. The secondary plan process will establish a framework to support growth-related investment in community services and facilities, including the potential for new school(s). City staff will continue to work with IO to identify opportunities to protect for potential space for community services within the Exhibition TOC. For the Exhibition TOC, IO has directed the TOC value contribution to affordable housing as the identified community benefit. Details regarding the affordable housing commitment remain preliminary, and additional information is expected to be provided to the City as the project advances.

The Exhibition TOC MOU terms endorsed by Council through EX31.2 were based on the 2022 TOC concept. Since IO substantially revised the TOC in 2025 and introduced significant changes to the built form and density, some terms of the 2022 MOU are out of date. Revised draft terms are provided in Confidential Attachment 2.

Gerrard Carlaw South TOC

The proposal is a comprehensive redevelopment of lands between Logan and Carlaw Avenues north of Dickens Street to the Lakeshore East rail corridor, and comprises four towers ranging from 12 to 39 storeys and 3 mid-rise buildings ranging from 8 to 11 stories. The proposal introduces residential, office, general commerce, and POPS uses to the site, as well as an extension of Badgerow Street west to Thackery Street. Additional plans and renderings are provided in Attachment 7: Gerrard Carlaw South TOC Site Plan and 3D Model.

Key City Interests and Conditions of Development

- Interest to explore an off-site parkland dedication.
- Integration of heritage elements of 388 Carlaw Avenue.
- Preservation and integration of heritage chimneys and boiler house to an overall public realm strategy that includes Thackery Street and open spaces along the rail corridor.
- Potential to close the east segment of Dickens Street to create a future public plaza and improve safety at the Carlaw Avenue and Dundas Street intersection.
- Interest to improve connection to Logan Avenue as well as frontage conditions along Dickens Street as they relate to potential development on the south side of the street.
- Servicing capacity and any required upgrades have not been confirmed.
- The Province has not provided details of the value of its allocation to this site or how it will be deployed.
- A draft TOC site specific MOU and MZO have not yet been received for review by City Staff.
- A Draft Plan of Subdivision will be required to create development blocks at 388 Carlaw Avenue, deliver the Badgerow Street extension and confirm the functional plan for Thackery and Dickens Street improvements.

Lawrence-McCowan TOC

The overall development concept of the Lawrence-McCowan TOC has changed from the initial submission, however tower heights remain unchanged from the previous submission at 36, 24, and 24 storeys. The overall residential unit count has been reduced, while the number of 3-bedroom units has increased, supporting a broader range of family-sized housing options.

Changes to the concept reflect outcomes of a soil stability and settlement study. The result is that the built form is shifted further away from McCowan Road toward the rear of the site. A previously proposed public parkland dedication at the south end of the site is now conceived as a POPS space in front of the development with parkland dedication to be satisfied by way of a cash-in-lieu payment. Additional plans and renderings are provided in Attachment 8: Lawrence-McCowan TOC Site Plan and 3D Model.

Key City Interests and Conditions of Development

- Commitment by future TOC building partner to provide an entrance and below ground connection to Lawrence East subway station. Metrolinx is providing a knockout panel connection point to the fare free concourse level of the station.

- Potential to deliver a childcare facility as an in-kind community benefit to be jointly funded by Provincial TOC value allocation and potentially through City funding with delivery by the TOC building partner.
- The development features three POP spaces, allowing for more vibrant and flexible urban spaces. The City has a keen interest in how these spaces will be designed.
- Servicing capacity and any required upgrades have not been confirmed.
- The community has expressed significant concern regarding existing issues with sanitary and stormwater servicing that could be compounded by the addition of the TOC to the system. Anecdotal evidence of sewage backup was brought up during consultations. City staff will review these concerns in further detail at the site plan approval stage.
- Connection of the TOC development to adjacent sites and relation to potential future developments in the area.

Cosburn TOC

The overall development concept of the Cosburn TOC has changed from the initial submission. Originally conceived as 28 and 29 storey towers on mid-rise base buildings, the concept has since been scaled back. The proposal now comprises two mixed use buildings of 12 storeys on the north site and 13 storeys at the south site. It would deliver 409 new residential units, 25% of which are designed as family-sized two- and three-bedroom units in compliance with the City's Growing Up Guidelines. Additional plans and renderings are provided in Attachment 9: Cosburn TOC Site Plan and 3D Model.

Key City Interests and Conditions of Development

- Interest to secure a second entrance to the Ontario Line station through the south TOC development, to be achieved by upgrading a currently planned emergency egress.
- Securing parkland dedication at the south site of 672 sqm.
- Creation of a fine-grained retail ground floor to animate the Pape Avenue frontage.
- Articulation of building massing along the Pape Avenue frontage to break up the large mass and reflect the fine-grained retail at grade.
- Conveyance of land to secure the public laneway behind the south TOC site.
- Streetscape and laneway improvements in consultation with the Pape Village BIA.
- Servicing capacity and any required upgrades have not been confirmed.
- The Province has not provided details of the value of its allocation at this site or how it would deploy the allocation.

Eastern TOC

The proposal is for one mid-rise building at 12 storeys, revised from a 9 to 11 storey configuration. The concept introduces residential and non-residential uses to the site, including four integrated townhouse units. A new pedestrian connection to Eastern Avenue and a proposed woonerf from Saulter Street to Lewis Street are also

contemplated. Additional plans and renderings are provided in Attachment 10: Eastern TOC Site Plan and 3D Model.

Key City Interests and Conditions of Development

- Cash-in-Lieu of parkland dedication.
- Staff may seek off-site parkland dedication in the vicinity of the project in accordance with approved Council Item TE13.50 (Coordinating Parkland and Transition Issues for 21 Broadview Avenue and Eastern Avenue Transit Oriented Community).
- The City will wish to explore the relationship and connection of the Eastern TOC to the East Harbour Transit Hub, currently under construction immediately to the south of the site.
- Conveyance of land to provide a turnaround area at the south end of Saulter Street.
- A Toronto Water easement is required between the site and the rail corridor. A pedestrian walkway can be provided at grade, the design of which will need to consider issues of safety and security.
- Servicing capacity and any required upgrades have not been confirmed.
- A site-specific MOU has been reviewed by City Staff. Draft terms are provided for Council consideration in Confidential Attachment 1.

Next Steps

The Province is preparing Minister's Zoning Orders for the Exhibition, Gerrard Carlaw South, Lawrence-McCowan, Cosburn and Eastern TOCs. Draft MZOs will be submitted for City review and comment prior to being issued.

City staff have received, reviewed and provided comment on draft site-specific MOUs for Eastern and Exhibition TOCs. Negotiations on MOUs for Gerrard Carlaw South, Lawrence-McCowan and Cosburn are expected to begin later in 2026.

Once an MZO is issued, the Province can proceed to market the TOCs and secure a TOC building partner. Delivery of the TOC is managed through a Commercial Agreement signed by the building partner and the Province. The City is not a signatory to the Commercial Agreement and thus far has had no insight into these documents.

Certain TOCs, such as Gerrard Carlaw South, will require the building partner to make an application for draft plan of subdivision approval prior to proceeding to the site plan approval stage. Other TOCs will proceed directly to site plan. When TOC building partners engage with the City for these approvals, staff will work to address the interests outlined for each TOC above.

PARKING AT SHEPPARD EAST STATION

As part of EX22.8, City staff were directed to assess the need for parking at Sheppard East Subway Station, the future eastern terminus of Line 2. The question of providing parking at higher-order transit stations is being explored through the City's Strategic

Parking Framework. This report provides some early considerations specific to Sheppard East Station.

Assessing the need for parking at stations should balance the broad, system-level transit access benefits with the impacts on opportunities for transit-oriented development and the up-front and ongoing costs. The provision of parking at transit terminals can increase transit ridership by enabling users without good walking, cycling or transit connections to begin their trips using automobiles before completing them using high-capacity transit. However, parking lots require space which may be better used for transit-oriented development, and they are costly to construct, maintain and operate.

The Sheppard Avenue East and McCowan Road corridors are characterized by a predominantly suburban mix of auto-oriented land uses, including large industrial and commercial plazas, warehousing and logistics facilities, and low- to mid-rise office and institutional buildings. These land uses generate dispersed travel patterns that, while supportive of all-day transit service, are currently largely car-dependent, particularly given the broader suburban catchment area. In areas like this, parking lots at transit stations may be particularly helpful in encouraging a transition to transit use. Regardless of whether parking is provided at the station, there will be increased pressure on existing parking in the area which may require reviewing the enforcement approach.

In 2025, the TTC Board considered a report entitled TTC Commuter Parking Lot Strategy which summarized parking lot usage at TTC stations and the associated financial impacts. The report showed that commuter parking at stations such as Finch and Kipling are relatively well utilized, while parking at Don Mills is not. This points to the benefits of a flexible approach that allows the parking supply to be easily adjusted down if it is not needed and a need to assess access to transit in the broader context.

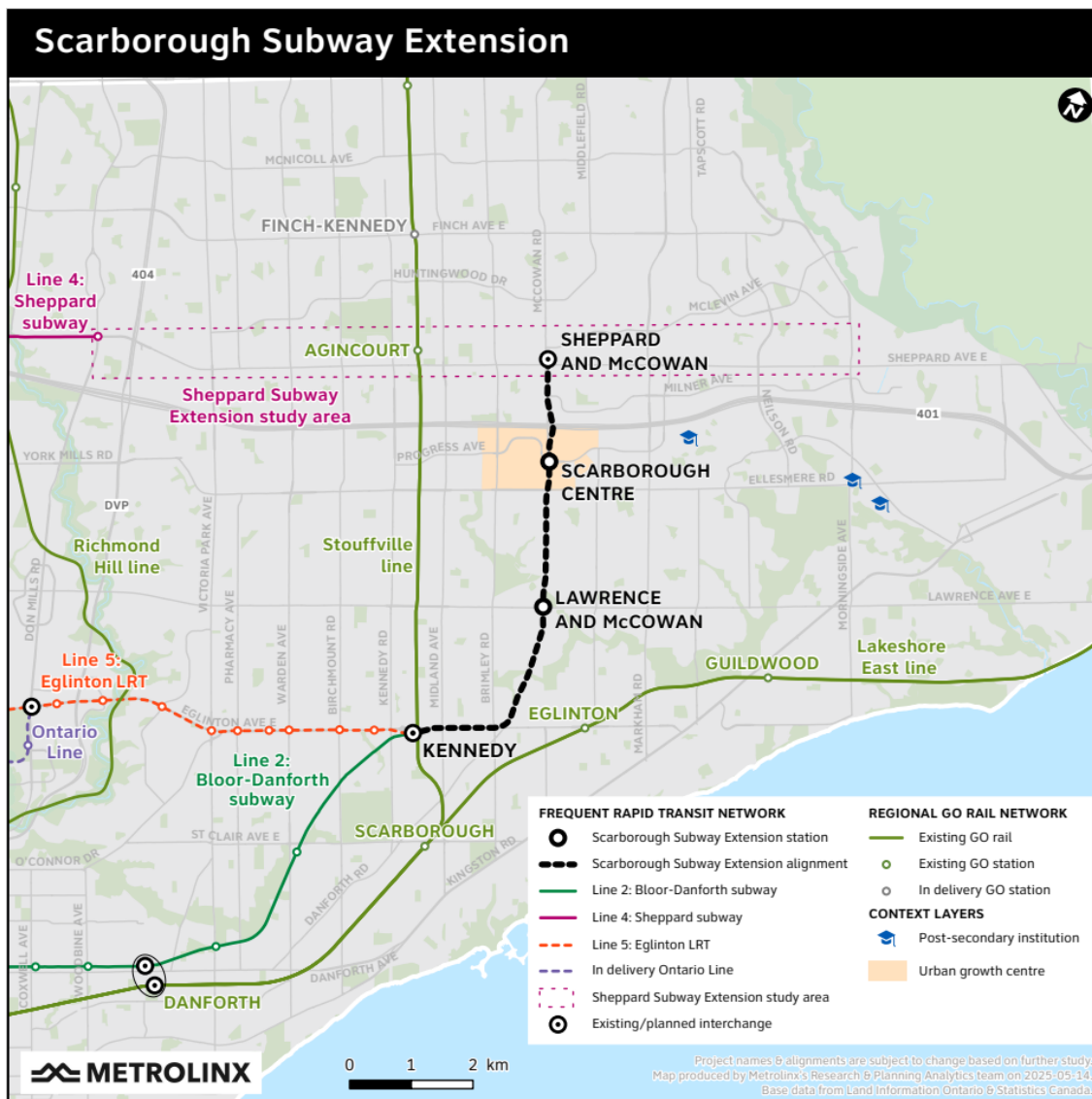


Figure 1: Scarborough Subway Extension in relation to nearby higher-order transit

There are several other transit stations around the future Sheppard East station, as shown in Figure 1, which may limit the usefulness of parking at Sheppard East. People travelling from the east along Highway 401 may prefer to park at Scarborough Centre, because it is closer to Highway 401, closer to destinations on the route, and already has large parking lots. Improved future service on GO Rail lines and fare integration will make GO stations in York and Toronto more attractive starting points for transit trips to downtown than stations on Line 2. The catchment area for parking at Sheppard East would then be primarily for people living within Toronto north of Highway 401 and east of Kennedy, or people whose destinations are east of downtown.

Parking at Sheppard East will compete for land with other uses such as housing development. In Toronto, most parking for transit users near stations is provided on the surface. This type of parking is relatively inexpensive to provide where land is not available for development, such as in hydro corridors. When the land is developable, its cost is usually too high for it to be attractive for surface parking. The City has recognized that parking is not always a good use of land by following through on Official

Plan policy which calls for consideration of redeveloping surface commuter parking lots on City owned land. Structured parking could be constructed either as a standalone facility or incorporated into development but at a much higher cost (both for construction and ongoing maintenance) than surface parking. The cost of constructing structured parking varies widely, depending on site conditions, and should be explored further as part of future work.

Parking at Sheppard East station does not need to be provided by the City or the Province. Under the City-wide Zoning By-law 569-2013, private entities are allowed to provide public parking in CR, EO, I, IH, IE, and UT zones. Land is limited that currently falls within these zones and that is also within an easy walking distance of the future station.

Overall, a balanced parking strategy that recognizes parking's role in providing transit access can contribute to an effective transit system. Continuing to explore options to provide parking along the Line 2 Extension will be done as part of the comprehensive review of Official Plan Map 4 and in alignment with the work on the City's Strategic Parking Framework. In the interim, City staff will work with Infrastructure Ontario and Metrolinx to explore opportunities for parking at transit stations in Transit-Oriented Communities projects.

CONTACT

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Email: Thomas.Schwerdtfeger@toronto.ca

James Perttula, Director, Transportation Planning

Email: James.Perttula@toronto.ca

SIGNATURE

Jason Thorne
Chief Planner and Executive Director

ATTACHMENTS

Confidential Attachment 1: Draft Terms of Site-Specific Transit Oriented Communities

Memorandum of Understanding for Eastern TOC

Confidential Attachment 2: Draft Terms of Site-Specific Transit Oriented Communities

Memorandum of Understanding for Exhibition TOC

Attachment 3: Letter from Paul Johnson to Ali Veshkini Deputy Minister of Infrastructure

Attachment 4: VAF Response Letter from MOI

Attachment 5: Guildwood TOC Site Plan and 3D Model

Attachment 6: Exhibition TOC Revised Site Plan and 3D Model

Attachment 7: Gerrard Carlaw South TOC Site Plan and 3D Model

Attachment 8: Lawrence-McCowan TOC Site Plan and 3D Model

Attachment 9: Cosburn TOC Site Plan and 3D Model

Attachment 10: Eastern TOC Site Plan and 3D Model

Confidential Attachment 1: Draft Terms of Site-Specific Transit Oriented Communities Memorandum of Understanding for Eastern TOC

Confidential Attachment 2: Draft Terms of Site-Specific Transit Oriented Communities Memorandum of Understanding for Exhibition TOC

Attachment 3: Letter from Paul Johnson to Ali Veshkini Deputy Minister of Infrastructure



Paul Johnson
City Manager

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Toronto, Ontario M5H 2N2

Tel: 416-392-3551
Paul.R.Johnson@toronto.ca
www.toronto.ca

July 3, 2025

Ali Veshkini, Deputy Minister of Infrastructure
Room 5320, 5th Floor
99 Wellesley Street West
Toronto, Ontario M7A 1W4 (ali.veshkini@ontario.ca)

Dear Deputy Minister Veshkini,

At its meeting of February 5, 2025, City Council in considering [PH18.12](#) - Transit-Oriented Communities Update on Downtown Proposals and Affordable Housing, directed "the City Manager to seek a firm commitment from the Province that the Additional Community Benefit, as defined through the Transit Oriented Community Value Allocation Framework, will be 8 percent of the value of a Transit Oriented community rather than "up to 8 percent". The purpose of this letter is to request clarification of the Province's commitment to the value allocation in support of its Transit Oriented Communities (TOCs) projects.

Under Article 5 of the Value Allocation Framework (VAF), signed by the City of Toronto and the Province of Ontario, dated September 22, 2022, the Province committed to making a financial contribution to each TOC development "to support the creation complete communities." As stipulated under Section 5.1, the Province will contribute "up to the lesser of 8% of the TOC value or 8% of the value of the land as assessed at building permit stage", with the option to provide the contribution as in-kind.

The City and Province share objectives related to the development of TOCs, as outlined in the Memorandum of Understanding (MOU) on the TOC program between the two parties, dated February 14, 2020. The City remains committed to work towards achieving best possible outcomes for the Province's TOC program. With clarity regarding the Province's value allocation, the City will be better positioned to advise on the use of these allocations in delivering community amenities and benefits in support of the TOC program objectives. As such, to ensure the continued delivery of TOCs throughout the City, we request that the Province confirm its value allocation as "the lesser of 8% of the TOC value or 8% of the value of the land as assessed at building permit stage" through the Gerrard Carlaw North site specific TOC MOU and all subsequent MOUs or Letters of Understanding, as the case may be.

For further information or questions, please contact James Perttula, Director, Transportation Planning at James.Perttula@toronto.ca or 416-392-4744.

Yours truly,

Paul Johnson
City Manager, City of Toronto

Copy: Jason Thorne, Chief Planner and Executive Director, City Planning
Jag Sharma, Deputy City Manager Development and Growth
Jean Abou Saab, Interim Chief of Staff, City Manager's Office



Attachment 4: VAF Response Letter from MOI

Ministry of Infrastructure

Office of the Deputy Minister

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Fax: 416-212-5657

Ministère de l'Infrastructure

Bureau du sous-ministre

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777, rue Bay
Toronto (Ontario) M7A 2J3
Téléphone : 416 325-2154
Télécopieur : 416 212-5657



Sent via email

September 8, 2025

Dear Paul Johnson,

We would like to extend our sincere thanks to the City for the continued partnership and strong interest in advancing our shared objectives through the TOC Program. The City's collaboration and dedication have been instrumental in driving meaningful progress, and we deeply value the opportunity to work together in service of our communities.

We appreciate that the City is looking for greater certainty in the value commitments made through the Value Allocation Framework (VAF). At this time, the Province intends to maintain its commitment established through the VAF Agreement. For further clarity, while the VAF Agreement allows for some flexibility, the Province's intent is to work collaboratively with stakeholders to identify community benefits and strive towards committing the maximum value allocation amount, where the Province deems appropriate. In accordance with the Agreement, the application of provincial TOC value is to be determined by the sole discretion of the Province. The Province will confirm its commitments through Site-Specific Memorandums of Understanding or Letters of Understanding, as required. We encourage the City to identify commitments to the delivery of on-site community benefits through contributions from fees collected under the Community Benefits Charges By-law, in addition to those delivered using provincial VAF, helping to enhance overall outcomes.

Additionally, as part of our ongoing efforts to optimize the community benefits component of the TOC Program, we hope to work with you to identify opportunities to maximize outcomes of our shared objectives, and ensure the program is responsive to evolving needs. This includes leveraging City-led funding and commitments, where possible, to enhance TOC benefits.

Thank you again for your continued partnership on the TOC Program.

For further information, please contact Mirrun Zaveri at Mirrun.Zaveri@ontario.ca.

Sincerely,

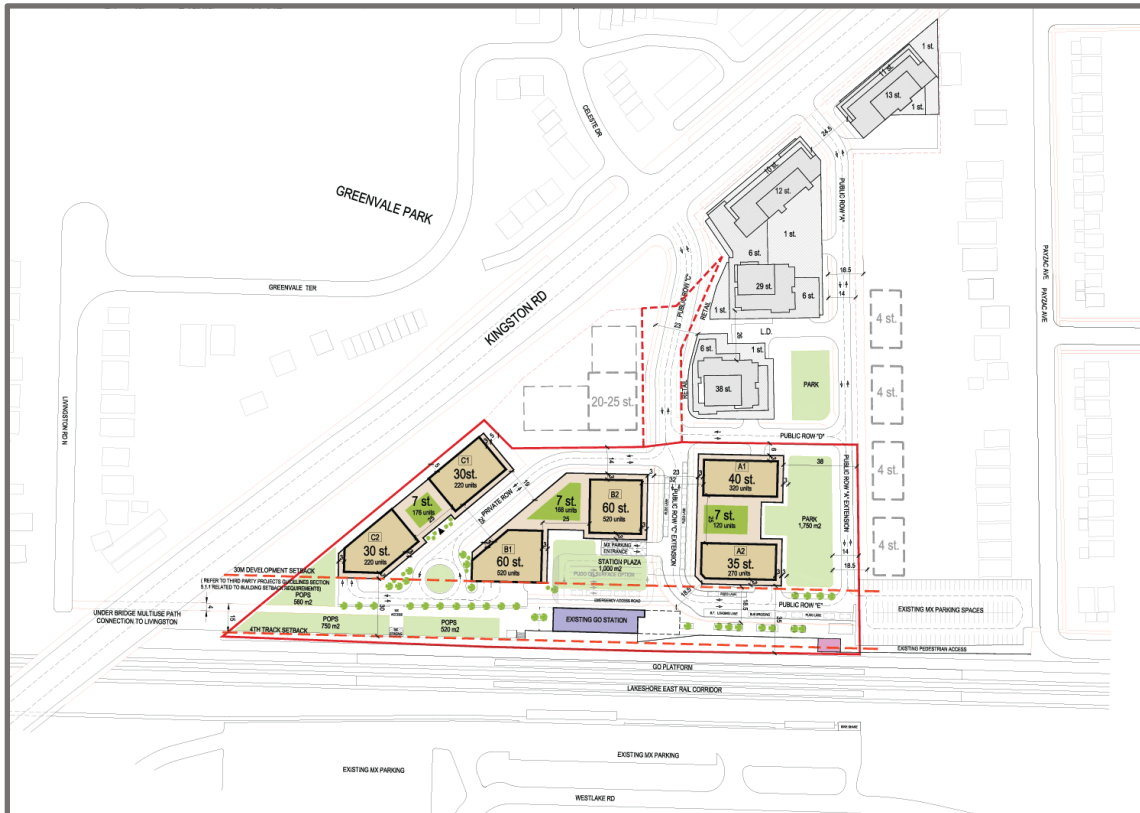
A handwritten signature in blue ink, appearing to read "Ali Veshkini".

Ali Veshkini

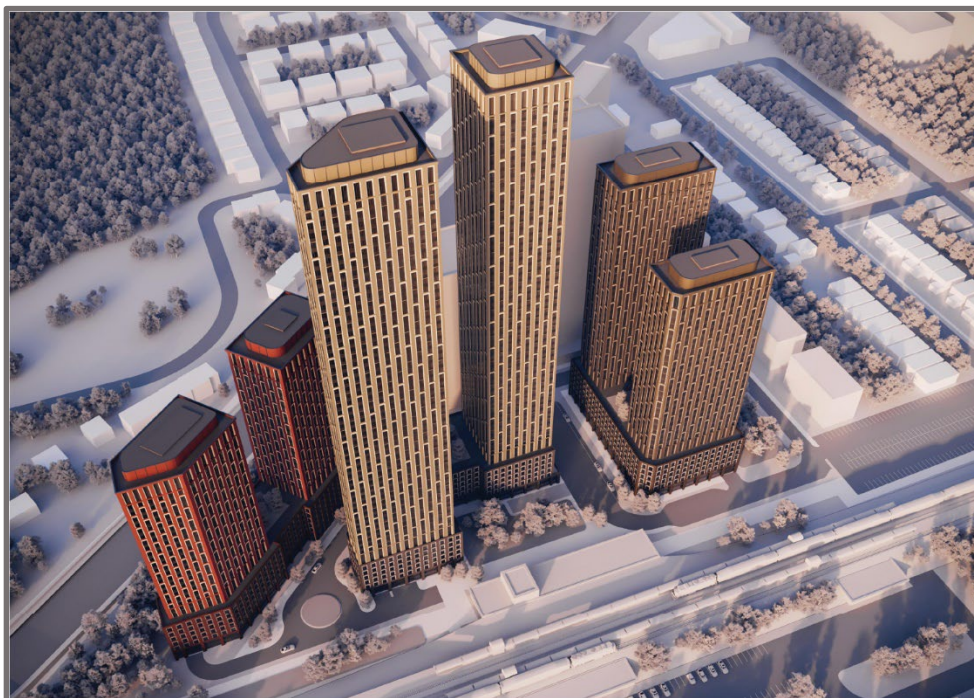
Deputy Minister of Infrastructure

Page 1 of 1

Attachment 5: Guildwood TOC Site Plan and 3D Model

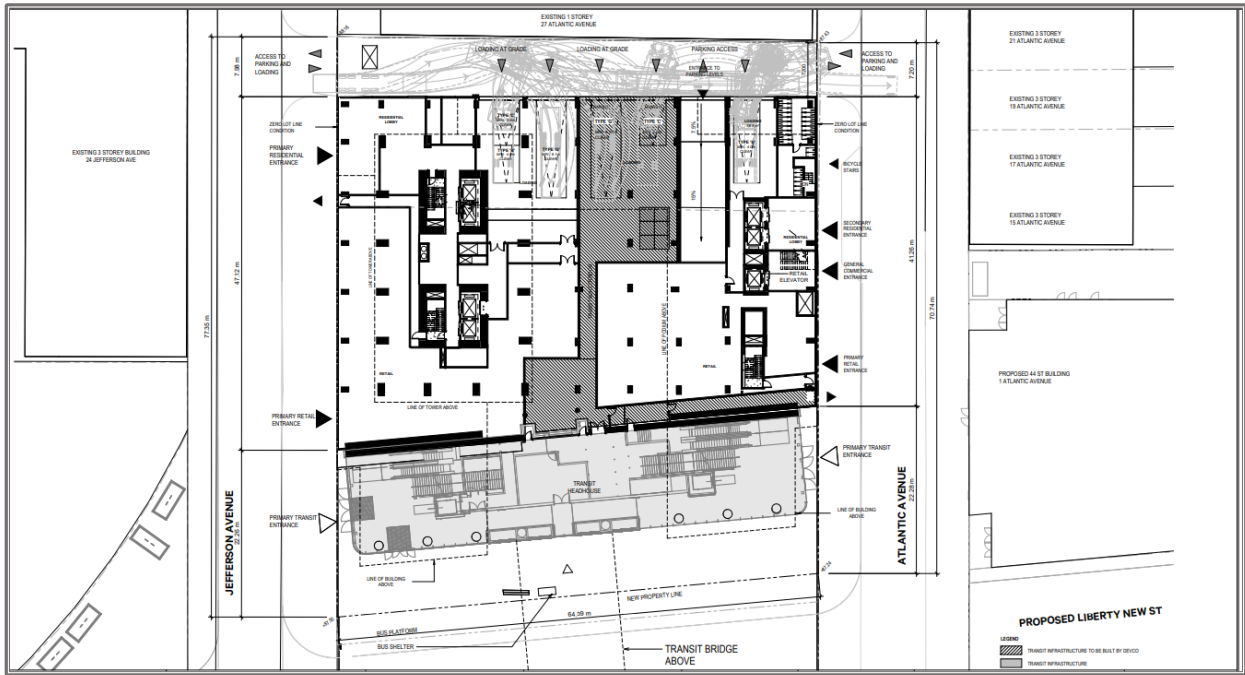


Guildwood TOC site plan

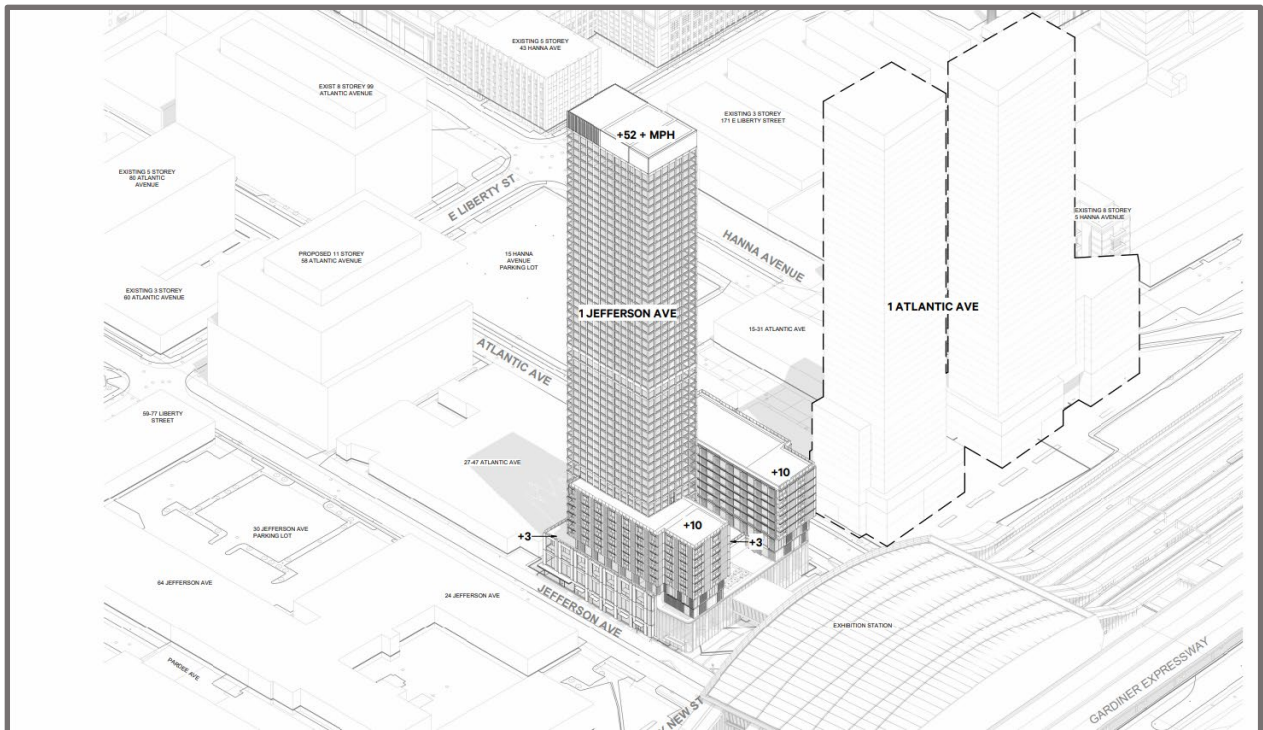


Guildwood TOC 3D model/rendering

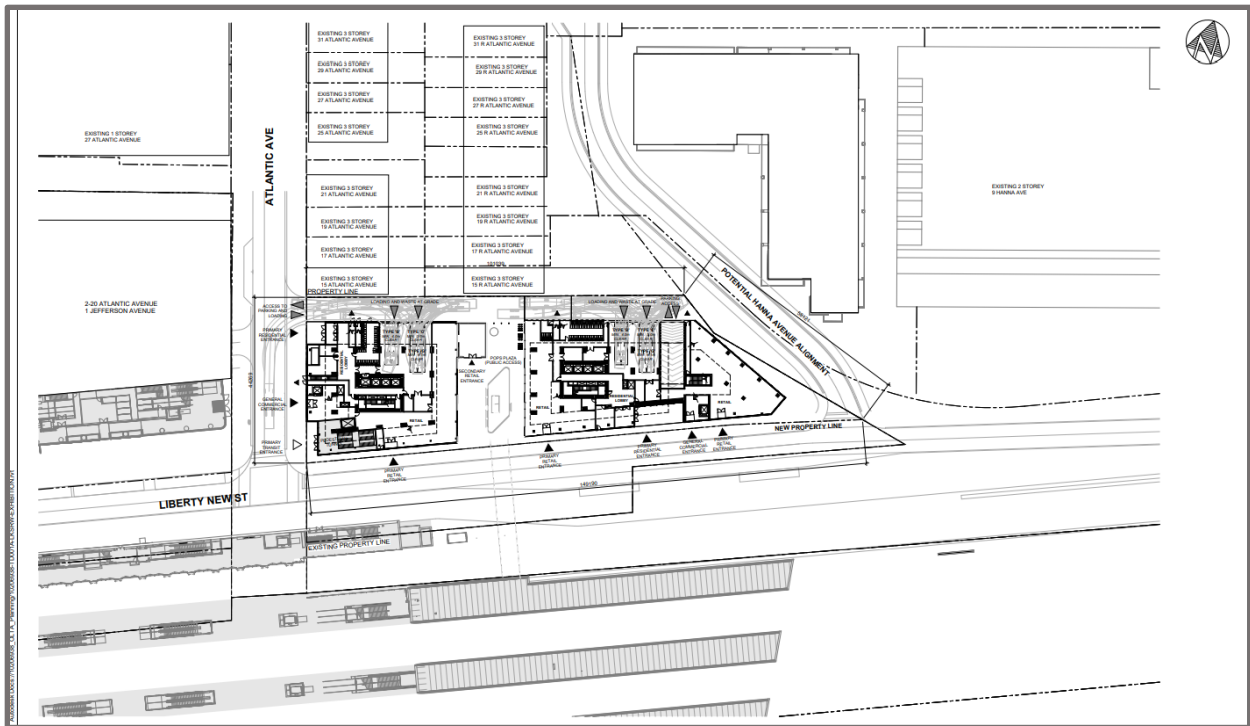
Attachment 6: Exhibition Revised Proposal Site Plan, 3D Model



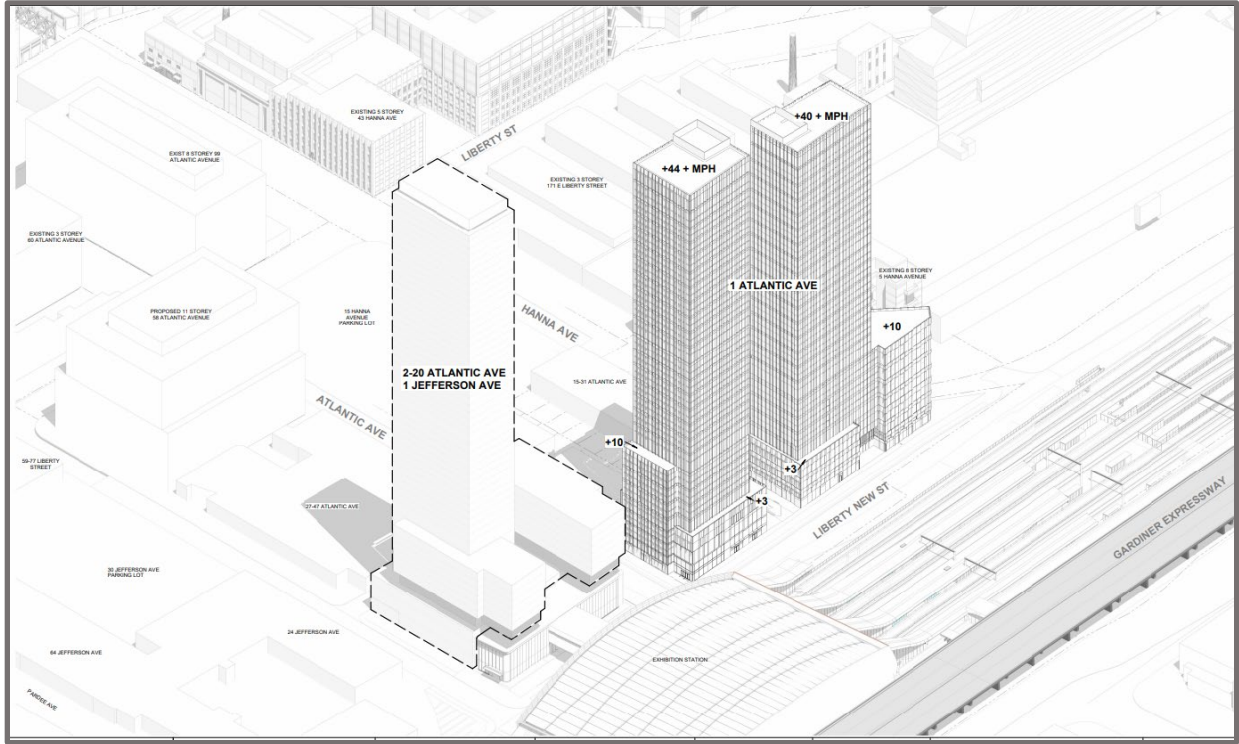
Exhibition Jefferson TOC site plan



Exhibition Jefferson TOC massing model

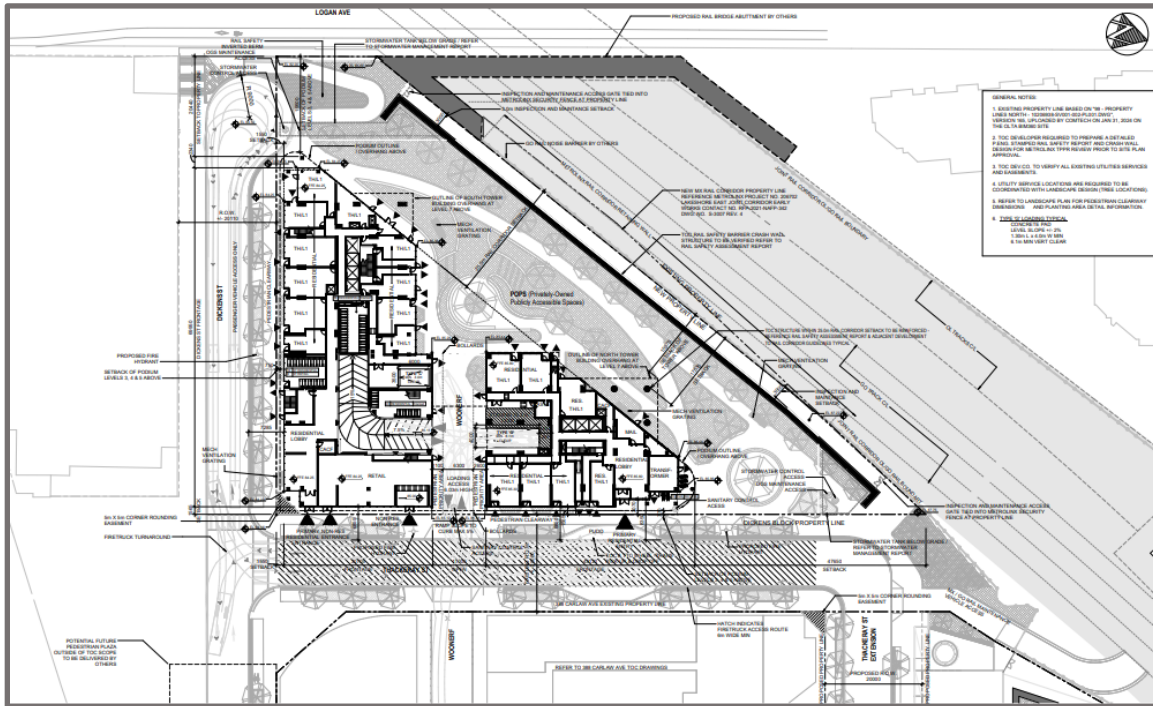


Exhibition Atlantic TOC site plan

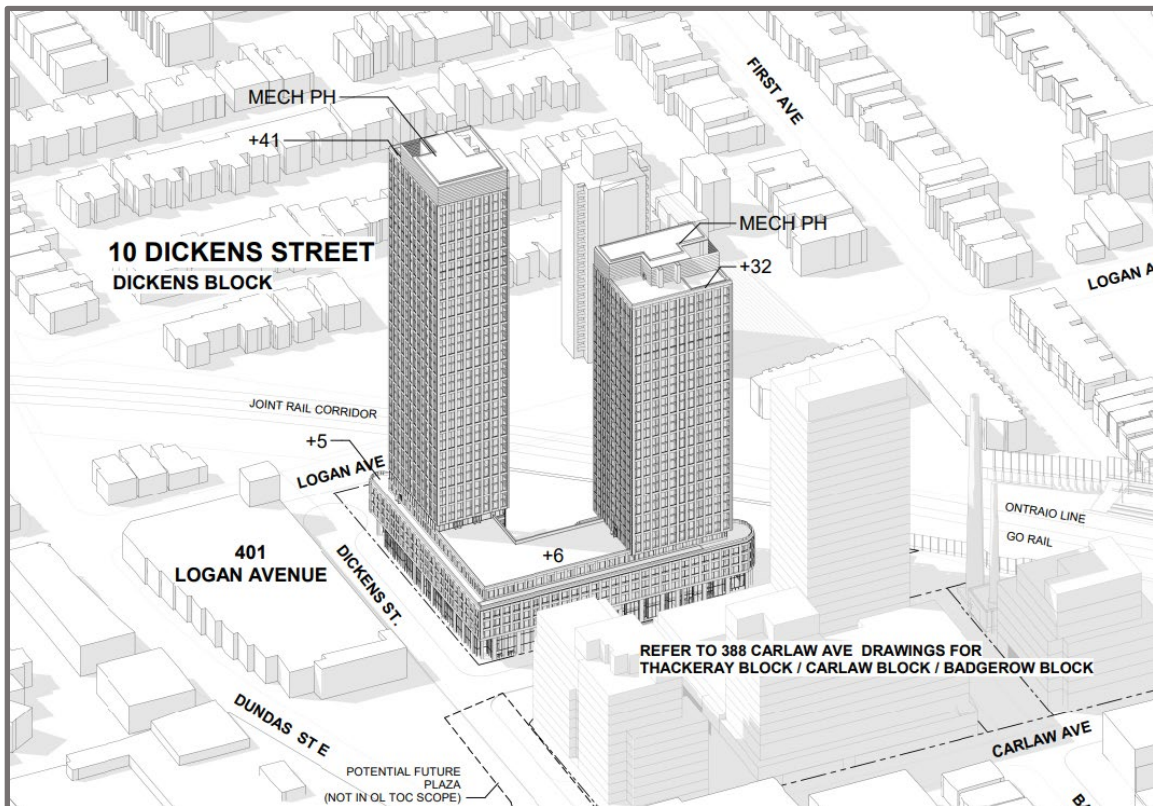


Exhibition Atlantic TOC massing model

Attachment 7: Gerrard Carlaw South TOC Proposal Site Plan and 3D Model

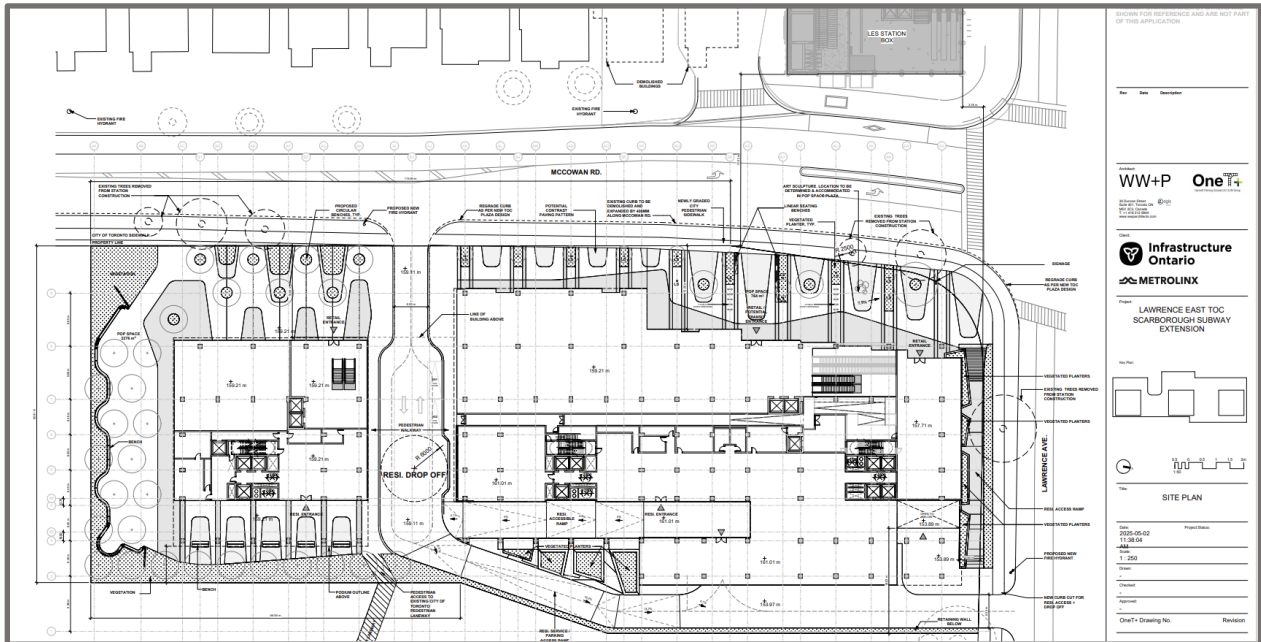


Dickens block site plan

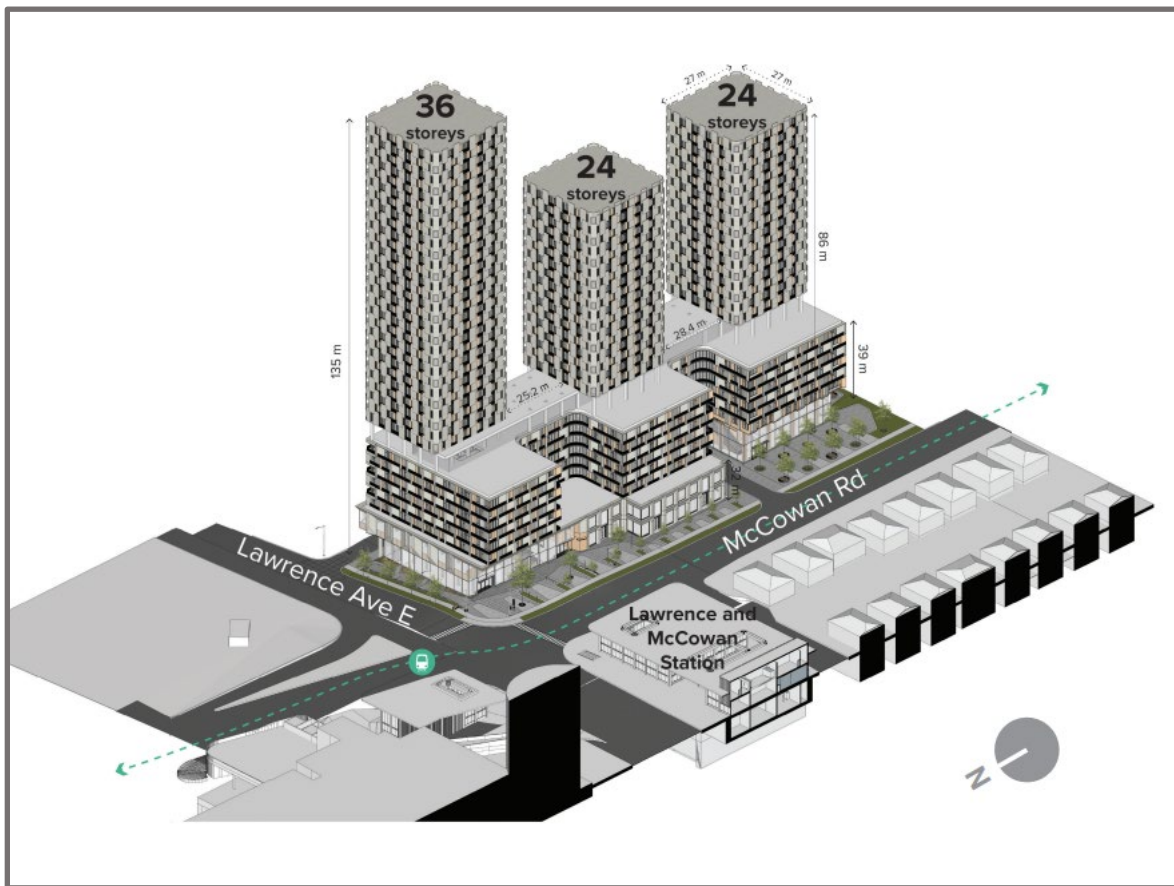


Dickens block massing model

Attachment 8: Lawrence-McCowan TOC Proposal Site Plan and 3D Model

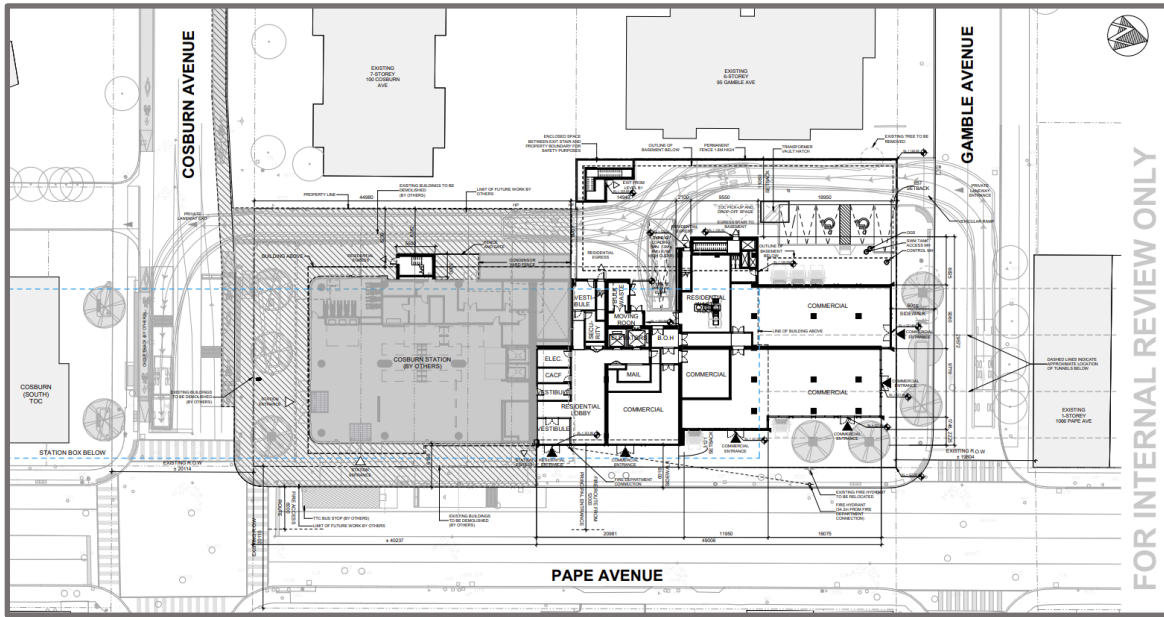


Lawrence McCowan TOC site plan

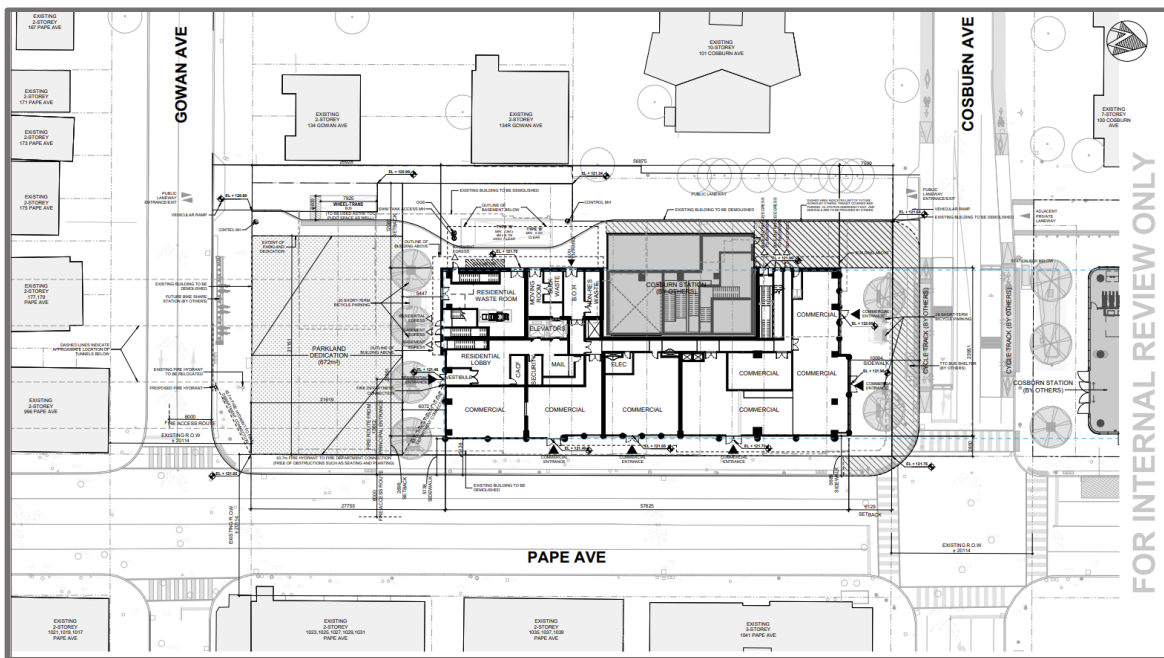


Lawrence McCowan TOC massing model

Attachment 9: Cosburn TOC Proposal Site Plan and 3D Model



Cosburn TOC north site plan

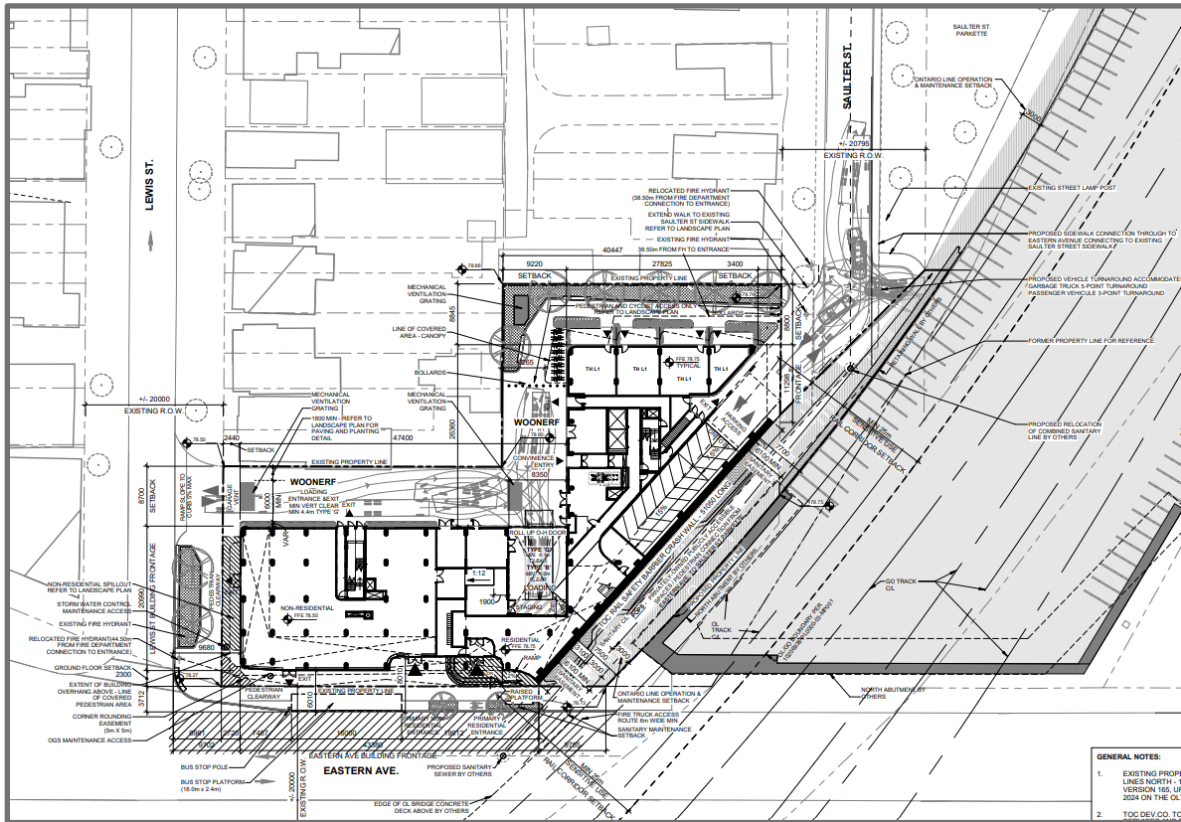


Cosburn TOC south site plan

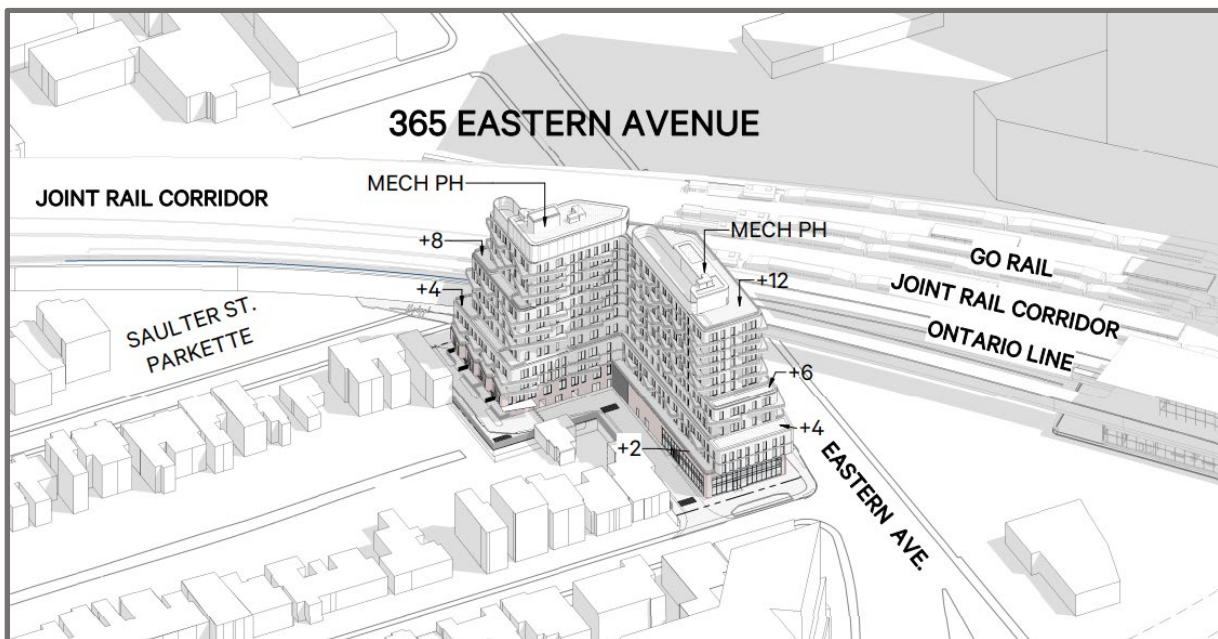


Cosburn TOC massing model

Attachment 10: Eastern TOC Proposal Site Plan and 3D Model



Eastern TOC site plan



Eastern TOC massing model