



May 27, 2026

Toronto and East York Community Council
Toronto City Hall
100 Queen Street West
Toronto, ON M5H 2N2

Dear Members of Community Council:

Re: *Liberty for All Regeneration Area Study – Final Report*
Item TE33.10 – Toronto and East York Community Council
159 Dufferin Street and 163-173 Dufferin Street

We are the planning consultants for Adgar Canada Inc., the owner of lands within the boundaries of the proposed Site and Area Specific Policy (“SASP”) No. 3 of the Garrison Common North Secondary Plan based on draft Official Plan Amendment No. 914. Lands within our client’s ownership include 159 Dufferin Street and 163 to 173 Dufferin Street.

On behalf of our client, we have been monitoring and participating in the ongoing Liberty for All Regeneration Area Study since its inception in 2024. In addition to participating in the public meetings, as part of this process, we submitted letters pertaining to each parcel in May 2025, which provided our comments on components of the Study shared at the City’s landowners meeting (March 2025) and the first Community Consultation Meeting (April 2025). Following the second Community Consultation Meeting and Design Review Panel presentation (November 2025), we submitted a second letter in April 2026 in response to the draft policies. The previously submitted letters have been included as **Attachment 1**.

We want to thank staff for their efforts throughout the Regeneration Area Study process and for the updates and refinements made to the policy direction in response to our feedback and that of other landowners. However, we continue to have serious concerns with some of the draft policies, particularly with respect to land use, housing, public realm and heritage, as expressed in our previously submitted letters. These are summarized below.

1. Land Use

We appreciate that the non-residential gross floor area (“GFA”) requirement has been reduced from 45% to 15% (increased to 20% following the Ontario Line being operational to Exhibition Station). However, we continue to have concerns with the land use policies included in Section 2 of the proposed SASP.

Draft Policy 2.1(b) provides that development should demonstrate that non-residential GFA is both “maintained and enhanced”. We are concerned that the language may suggest an intent for non-residential replacement on an individual site basis, which has otherwise not been presented through the Study process, and should be revised or deleted given the policy direction in Section 2.2 that focuses instead on a minimum percentage.

In this regard, while the draft language in Policies 2.3 and 2.4 provides that the City may reduce minimum non-residential GFA requirements based on the provision of affordable housing or community services and facilities. In our opinion, more directive language would be appropriate to provide greater certainty (i.e. that the requirements will be reduced if additional non-residential uses or affordable housing is provided).

Policy 2.5, which would increase the minimum non-residential GFA requirement to 20% upon completion of the Ontario Line, is also problematic, given that it is unclear that the Ontario Line’s opening would support such an increase.

It continues to be our opinion that the land use policies should be sufficiently flexible to permit a mix of uses that appropriately responds to the built form and market conditions. For the reasons stated in our previous letters, the inclusion of a non-residential GFA requirement is restrictive and does not account for both the current and future market realities.

2. Housing

Proposed Policy 3.1 requires a minimum 40% two- and three-bedroom units for developments containing more than 80 new residential units. This is new policy direction that was not in the materials previously presented. We suggest that this policy be revised to require a minimum of 15% two-bedroom units and 10% three-bedroom units, in accordance with the Growing Up Guidelines, to preserve flexibility in future design options.

We continue to have concerns with the affordable housing requirements in proposed Policy 3.4 for the reasons set out in our previously submitted letters. In our opinion, the affordable housing terms should follow those set out in the Provincial regulation that governs Inclusionary Zoning, where it is applicable. An alternative or additional policy requirement could include the provision of affordable housing through in-kind Community Benefit Charge contributions.

3. Public Realm

On behalf of our clients, we have concerns with respect to the policies relating to various elements of the public realm set out in Sections 4 and 5 of the proposed SASP.

In particular, proposed Policy 5.1 provides that locations “of existing and potential new public realm features, including public parks, POPS and midblock connections, are shown on Map 4: Public Realm” (our emphasis). As stated in our previously submitted letters, the policy language should specify that the locations shown are general and that the exact locations of these public realm features should be determined through a site-specific development application. The specific locations should be comprehensively developed alongside future building design to ensure thoughtful and functional block planning, rather than requiring built form to respond to pre-defined locations.

Furthermore, Map 4: Public Realm Plan shows a legend item for “Future Mid-Block Connections”. This should be revised to “Potential Future Mid-Block Connections” to preserve flexibility on the exact location. Without clarifying that these are “potential” locations, the locations shown on the map are overly prescriptive.

In both cases, we are concerned that the prescriptive language has the potential to restrict high-quality, viable development on the properties.

4. Views

We continue to have concerns with policies related to views, as expressed in our previously submitted letter. It is unclear what the language in proposed Policy 5.4.1 that views “should be considered in development and, where possible, enhanced” means and how this will be implemented. In our opinion, this language may have unintended impacts on potential built form and heights.

5. Heritage

We also have concerns with respect to the heritage policies in Section 8 of the proposed SASP. In our opinion, the proposed heritage policies are problematic and are not in keeping with the Official Plan policies which outline how to determine the heritage value on a property.

The proposed heritage policies provide that development on or adjacent to “heritage properties” will require a site-specific approach that conserves their cultural value and achieves contextually appropriate solutions (proposed Policy 8.1). However, it is unclear how a “heritage property” is defined, as Map 8: Cultural Heritage Landscape Map identifies several buildings under a single categorization (“built heritage features”), regardless of whether they have been designated or listed, or merely

identified as properties that have potential heritage value, to be confirmed one way or the other through a Cultural Heritage Evaluation Report (“CHER”).

Based on the current policy language, it appears that anything identified on the map as “built heritage features” will require conservation. The policy framework set out in Section 3.1.6 of the Official Plan gives Council the opportunity to identify the potential heritage value of a property, but requires a CHER to confirm the actual value. We request that the policies and mapping be revised to identify non-designated and non-listed properties as currently having potential heritage value only. We also request that the policies address listed and designated properties (and adjacent properties) differently than those that are only identified as having potential heritage value.

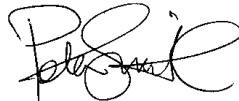
Thank you again for the opportunity to provide these comments.

Yours very truly,

Bousfields Inc.



Caitlin Allan, RPP, MCIP



Peter F. Smith, RPP, MCIP

cc: *Chris Tambakis and Erica Witt, Adgar Canada Inc.*
David Bronskill, Goodmans LLP

Attachment 1:

April 27, 2026 and May 2, 2025 letters (159 Dufferin Street)

April 27, 2026 and May 8, 2025 letters (163-173 Dufferin Street)



BOUSFIELDS INC.

April 27, 2026

Project No. 23104

George Pantazis, Senior Planner
Development Review Division
Community Planning, Toronto & East York District
City of Toronto
100 Queen Street West
Toronto, ON M5H 2N2

Dear Mr. Pantazis,

**Re: *Liberty for All Regeneration Areas Study
Comments for Consideration (Letter No. 2)
159 Dufferin Street, Adgar Canada Inc.***

We are the planning consultants for Adgar Canada Inc., with respect to the lands at 159 Dufferin Street (the “subject site”).

The subject site is located on the east side of Dufferin Street and the west side of Mowat Avenue, approximately mid-block between Liberty Street to the north and the rail corridor to the south. The site is currently occupied by a connected 1- and 2-storey commercial building and a surface parking lot.

As you are aware, we have been monitoring the ongoing Regeneration Area Study since 2024. The purpose of this letter is to provide additional comments on the emerging directions from the ongoing study coming out of the Design Review Panel session on November 19, 2025 and the second round of Community Consultation Meetings in November 2025.

This letter builds on the comments found in our previous letter to you dated May 2, 2025, which has been attached for your convenience as **Attachment 1**. While we continue to support the overall direction of the Liberty For All Plan and are excited to see the final outcomes of the Study, we have some additional comments and questions based on the recent Design Review Panel presentation and Community Consultation Meetings that relate to land use, mid-block connections, public parks/POPS, built form/views, community services and facilities, affordable housing and heritage, as well as general language of the draft policies.

Additional Comments and Questions on the Liberty For All Study:

- **Land Use – Non-Residential GFA Requirement:** We understand that the City has retained N. Barry Lyon Consultants (NBLC) to conduct the economic

study, which has now been completed. While we are generally supportive of the idea of providing a mix of uses in Liberty Village, we continue to request that the 45% non-residential gross floor area (“GFA”) requirement that was included in the settlement of Official Plan Amendment No. 231 (“OPA 231”) be reduced and/or that flexibility be provided to enable the non-residential requirement to be satisfied in a variety of different ways.

In this regard, the SASP arising from the OPA 231 explicitly recognizes that the 45% policy could be amended through work to be undertaken as part of the Secondary Plan study. As expressed in our previous letter, the non-residential GFA requirement policies in the proposed Secondary Plan/SASP should be flexible and recognize today’s and future market realities.

It is also important to emphasize that, in addition to market considerations, there are practical/functional limitations to achieving a substantial percentage of non-residential GFA as part of new tall building development. While non-residential uses can typically be achieved on the lower floors of buildings, upper-level non-residential space is more difficult to achieve, particularly in the absence of a strong office market.

The requirement for a specific non-residential percentage can therefore act as a disincentive to creating more housing because additional residential GFA triggers the requirement for additional non-residential GFA. In the worst case, if the percentage is set too high, it could make redevelopment uneconomic, contrary to the planning objectives for regeneration of the area, transit-supportive intensification and creation of new housing supply.

As a technical matter, we note that the presentation package shared at the November 18th and 20th Community Consultation Meeting indicated that “Economic Development staff have advised NBLC that Liberty Village accounts for 15% of the City’s total jobs”. This is incorrect - the percentage is in fact less than 1%. The City’s Employment Survey 2024 indicates a total of 1,600,300 jobs, of which 13,340 are located in Liberty Village (or about 0.8%).

In summary, we recommend that this policy be modified to an “encouragement” policy to allow for additional market flexibility, that the required percentage be reduced and/or that flexibility be provided to enable the non-residential requirement to be satisfied in a variety of different ways.

In addition, the emerging direction for Land Use also speaks to “protecting non-residential uses that are currently in Liberty Village”. Will there be any policies in the Secondary Plan/SASP that relate to this? If so, we would appreciate the opportunity to review.

- **Mid-Block Connections**: We recognize and appreciate that the “existing mid-block connection” previously shown along the south property line, where the existing surface parking lot is located, has been removed as requested.
- **Parks and POPS**: We recognize that a potential POPS location is identified at the eastern end of the subject site. As a general principle applying to all potential POPS, while the draft policy language states that the locations for POPS are conceptually identified in the mapping, it should be explicitly stated that the location of potential POPS will be more precisely determined through a development application. Furthermore, the language should allow the POPS to be either moved or eliminated without an amendment to the Plan.
- **Built Form – Views**: We have reservations about the draft policies related to maintaining views shown in the draft mapping, including coloured dots, on the slide titled “Built Form – Views”, which have the potential to significantly limit the potential for renewal on some properties, while leaving other sites unencumbered. In our opinion, strict policies related to the protection of view corridors do not take into consideration the needs of a growing city, particularly in a regeneration area like Liberty Village, where views are dynamic and new view opportunities can be created through new development.
- **Community Services and Facilities**: We would like to review the City’s draft Community Services and Facilities Study when it is available, as we are interested in what community facilities the City has determined are most needed, including their sizes and optimal locations.

The draft policies note that “community services and facilities shall be provided in the first phase of any phased development” (our emphasis). In our opinion, the proposed policies should provide flexibility as there may be a scenario where this is not feasible, particularly in the Liberty Village context that includes many other objectives, such as heritage conservation.

- **Affordable Housing**: As expressed in our previous communications, it continues to be our opinion that, although the OPA 231 affordable housing requirements do not constitute inclusionary zoning (IZ) subject to O. Reg. 54/25, the affordable housing policies within the Secondary Plan/SASP should follow a similar approach. IZ should apply to secure affordable housing, where it applies. The additional requirement further impacts the ability to provide market housing and would make development in Liberty Village less attractive and less feasible compared to areas not subject to an affordable housing requirement.

Furthermore, we note that the Province has further amended its IZ regulation (O. Reg. 232/18) through O. Reg. 15/26 to pause the application of IZ in

Toronto, exempting developments with OPA/rezoning applications filed prior to July 1, 2027. While we recognize the importance of delivering some affordable housing, the proposed affordable housing requirements are not aligned with the development industry's ability to deliver housing in the current, and potentially future, challenging housing market.

We recommend that the Secondary Plan/SASP follow a similar approach and ensure that any IZ-like affordable housing requirements, such as those currently proposed, are encouraged, not required. An alternative or additional policy direction could include encouraging the provision of affordable housing through in-kind Community Benefit Charge (CBC) contributions.

- **Heritage:** We recognize that the subject site is identified as a site with "Potential Heritage Value" in the draft mapping. The recently released Cultural Heritage Resource Assessment (April 2026) identifies the site as a property "having cultural heritage value". We request that the Secondary Plan policies indicate that the site has potential cultural heritage value, to be determined by a Cultural Heritage Evaluation Report (CHER).

Suggested revisions to the draft policies related to heritage are red-lined below:

Properties identified to have potential cultural heritage value by the Cultural Heritage Resource Assessment will be evaluated to determine if they have cultural heritage value or interest. New development on properties *confirmed to have* ~~with~~ cultural heritage value or interest will require a site-specific approach with additional consideration and design solutions that may entail setbacks and stepbacks over and above the minimum site and urban design standards to address the unique characteristics of on-site heritage buildings.

We are also supportive of the site-specific approach to heritage conservation for new development on properties with cultural heritage value.

- **General Comment on Draft Policy Language:** Instead of including prescriptive language (i.e. words like "must", "will", "shall"), we recommend that the Secondary Plan/SASP consider incorporating a level of flexibility in language (i.e. "encourage", "where possible", etc.) to avoid unnecessary site-specific Official Plan Amendments.

For example, suggested revisions to the draft policies related to built form and streets and sidewalks are red-lined below:

Built Form Draft Policies

- *Development should*

- a) *provide a variety of building types, heights and site configurations especially on blocks that can accommodate multiple buildings;*
- b) *have towers in a north-south orientation to limit shadow impacts on the public realm, **where appropriate**;*
- c) *have base building heights that **generally** align with the scale and height of neighbouring streetwall heights.*

Streets and Sidewalks Draft Policies

- o *Sidewalks and boulevards as described in Policy 3.1.1.13 in the Official Plan will be **designed encouraged** to achieve a minimum width of 6 metres.*
- o *All new development will **be encouraged to increase tree canopy in Liberty Village, including...***

Thank you for your consideration of these comments. We look forward to engaging in further discussions with staff as the draft Secondary Plan/SASP evolves.

If you require any clarification or wish to discuss these matters further, please do not hesitate to contact the undersigned or Joie Kwong of our office.

Yours very truly,

Bousfields Inc.



Caitlin Allan, RPP, MCIP



Peter F. Smith, RPP, MCIP

cc: *Erica Witt & Chris Tambakis, Adgar Canada Inc.*



May 2, 2025

George Pantazis, Senior Planner
Development Review Division
Community Planning, Toronto & East York District
City of Toronto
100 Queen Street West
Toronto, ON M5H 2N2

Dear Mr. Pantazis,

***Re: Liberty for All Regeneration Areas Study
Comments for Consideration
Adgar Investments & Development Ltd.***

We are the planning consultants for Adgar Investments & Development Ltd., with respect to the lands at 159 Dufferin Street (the “subject site”). The site is located on the east side of Dufferin Street, west side of Mowat Avenue, and approximately mid-block between Liberty Street to the north and the rail corridor to the south.

As you are aware, we have been monitoring the ongoing Regeneration Area Study since 2024, including attending the City’s recent landowner meeting on March 12th, 2025 and the Community Consultation Meeting on April 2nd, 2025, where components of the proposed Secondary Plan were presented.

The purpose of this letter is to provide comments on the emerging directions from the ongoing study. We have some questions and concerns that relate to the required non-residential gross floor area requirements, height-related policies, use of the holding provision related to Liberty New Street, community services and facilities policies setback requirements for heritage buildings, and the Liberty Village Public Realm Strategy plan.

Proposed Regeneration Area Study Comments

We have reviewed the materials provided in advance of the landowners meeting (particularly the presentation dated March 12, 2025) and have the following key questions and concerns about the emerging directions of the Study:

1. Non-Residential Requirement

The proposed 45 percent non-residential gross floor area (“GFA”) requirement reflects the details of the settlement of Official Plan Amendment No. 231 (“OPA 231”). However, in our opinion, it should be reduced.

The 45 percent figure resulted from a negotiation in the context of the appeal of OPA 231 that was filed in 2014, which had proposed a non-residential component of 70 percent based on the market conditions at that time, over 10 years ago. Recognizing the dated nature of the appeal, the City was ultimately willing to reduce that percentage in the context of settling the appeal. However, it was recognized that that percentage was not forward-looking and that there would be the opportunity to revisit that percentage in the context of the new Secondary Plan.

In that regard, Policy 6(iii) of Site and Area Specific Policy 3 (SASP 3) to the Garrison Common North Secondary Plan, as approved through the OPA 231 settlement, provides that amendments to the minimum 45 percent non-residential gross floor area requirement in Policy 6(i) may be considered and incorporated into the adopted Secondary Plan or Community Planning Permit System in order to implement any conclusions, findings and/or recommendations of current or future City studies that are appropriate for the area.

It is our opinion that non-residential GFA requirement policies in the proposed Secondary Plan must be flexible and recognize market realities of today. As acknowledged by the City’s Office Needs Study, there has been a fundamental and ongoing shift across the globe since the outset of the COVID-19 pandemic in 2019; as a result, the ways in which local businesses and their employees are using office spaces continues to evolve materially. As noted in the study, new real estate developments of all kinds have become increasingly challenged by rising interest rates, heightened construction costs and evolving municipal and provincial policy contexts. Since then, additional challenges such as trade tariffs and other international forces have arisen that may further compound this issue.

As such, there is a significant challenge associated with the provision of 45 percent of non-residential space; accordingly, flexibility must be provided through either a significantly reduced percentage of required non-residential GFA or in how the 45 percent non-residential GFA might be met, in order to ensure that development is viable. In this regard, a scan of other recent non-residential policies adopted and proposed by the City in similar circumstances indicates that a percentage of 15 percent is typical.

We appreciate the fact that staff are taking a realistic approach and have expressed willingness to accept flexibility in exchange for a reduced amount of non-residential GFA. In addition to the ideas presented by City staff, which include the provision of affordable housing, cash-in-lieu, cultural and art uses, and community services and facilities, some other potential ideas include:

- providing a larger percentage of 2- and 3-bedroom family-sized units, beyond what is recommended in the Growing Up Guidelines;
- provision of Publicly-Accessible Privately-Owned Spaces (POPS);
- provision of other public realm improvements including contributions to the implementation of elements of the Liberty Village Public Realm Strategy;
- cash contributions toward other City objectives in the neighbourhood;
- additional on-site or off-site heritage conservation and commemoration within Liberty Village; and
- provision of alternative Green P Parking opportunities to, for example, replace the parking being displaced by the planned park at 34 Hanna Avenue.

Our client welcomes further discussion on the implementation of these alternatives in exchange for non-residential gross floor area.

The carefully considered implementation of the new *Regeneration Areas* designation has the potential to unlock new housing in this transit-rich neighbourhood along with achieving other city-building goals. We expect that the currently contemplated 45% approach, with a minimum of 51% of those uses being *Core Employment Areas* uses, will discourage both.

2. Community Services & Facilities and Parkland

We understand that City staff are currently undertaking a Community Services and Facilities study as part of the Regeneration Areas study. We look forward to receiving input from that study, as it may potentially help frame policies related to non-residential gross floor area requirements.

3. Height-Related Policies

We are supportive of the direction City staff are taking to allow for height to be determined on a site-specific basis through Zoning By-law amendment applications. However, we have comments related to the potential shadow impact policies that may be included in the proposed Secondary Plan. It is our opinion that if shadow policies are included within the draft secondary plan, they should not be based on a “no net-new shadow” test but rather on a test

that is more in keeping with Official Plan Policy 3.2.3(3) that focuses on preserving the utility of parks.

Shadow-related policies, if included in the proposed Secondary Plan, should allow for an appropriate balancing of intensification objectives to provide additional housing in proximity to frequent and higher-order transit, given its location within two major transit station areas.

While it is recognized that the Allan A. Lamport Stadium (“Lamport Stadium”) could be repurposed as a park in the future, the park area currently consists of a surface parking lot at the south end, unprogrammed green space along the Jefferson Avenue and Fraser Avenue street frontages, and the stadium itself at the north end. Furthermore, the RFP issued for Lamport Stadium indicates that the stadium use is intended to continue to exist. The current and planned stadium uses are not particularly shadow sensitive, and as such, proposed shadow related policies should be qualitative and allow for a balancing of objectives within the Secondary Plan.

4. Setbacks from Heritage Buildings

Staff had indicated that heritage policies would include a required 10 metre tower setback from heritage buildings along Liberty Street and a 5 metre tower setback along all other streets. In our opinion, the depth of the tower setbacks should be informed by a Heritage Impact Assessment assessing specific heritage buildings on site, as well as site-specific urban design considerations.

While the subject site is not listed or designated on the City’s Heritage Register, it is our understanding that other properties are being reviewed for heritage as part of the Regeneration Areas study. Out of an abundance of caution, we note that, in our opinion, the inclusion of prescriptive numerical standards would blur the relationship between policy and regulation. In my opinion, it is important for the Official Plan to articulate the rationale and objectives associated with a vision (the “why”) rather than how that vision is achieved and regulated (the “how”), leaving the regulation of built form to the zoning by-law.

Given the variety of built form conditions along Dufferin Street and Mowat Avenue, a 5 metre setback may not be appropriate or practical on all sites and there may not be a clear heritage basis for requiring a depth of 5 metres. Providing instead for direction that an appropriate setback be provided that is informed by a Heritage Impact Assessment would provide for a more flexible approach that allows for creative responses and context-specific development solutions to better implement the objectives of the Secondary Plan.

5. Holding Provision related to Liberty New Street

The basis for the use of a holding provision related to the completion and operation of Liberty New Street is unclear, given our understanding that the lands required for Liberty New Street have already been acquired through Metrolinx's expropriation of lands as part of the Ontario Line. We have not seen any technical work that would suggest that there is a need for the use of a holding provision for capacity reasons in advance of the implementation of Liberty New Street. Further information needs to be provided regarding the financing, timing and implementation of Liberty New Street.

More specifically, with major transit works in place or underway, the transit environment around the site supports alternatives to the automobile. By tying development to the implementation of automobile infrastructure, we are not supporting transit investments in accordance with the intent of the PPS.

6. Public Realm Strategy

We understand that staff intend to translate elements of the Liberty Village Public Realm Strategy into the Secondary Plan, where appropriate. We have reviewed the existing conditions on the site and its future redevelopment potential, and would request that the "existing mid-block connection" shown along the southern property line on Map 13: Public Realm Structure Plan in the Liberty Village Public Realm Strategy should be removed, as it is currently a commercial surface parking lot rather than a mid-block connection. In our opinion, the subject site's redevelopment potential would be inappropriately constrained by retaining such a mid-block connection, which in any case does not currently exist. The proposed change is illustrated in **Attachment 1**.

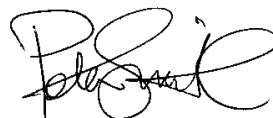
Thank you for your consideration of these comments. We look forward to engaging in further discussions with staff as the draft Secondary Plan evolves.

If you require any clarification or wish to discuss these matters further, please do not hesitate to contact the undersigned.

Yours very truly,
Bousfields Inc.



Mike Dror, RPP, MCIP



Peter F. Smith, RPP, MCIP

cc: Erica Witt & Chris Tambakis, Adgar Investments and Development Ltd.

Fig. 1 Proposed Modifications to Public Realm Structure Plan

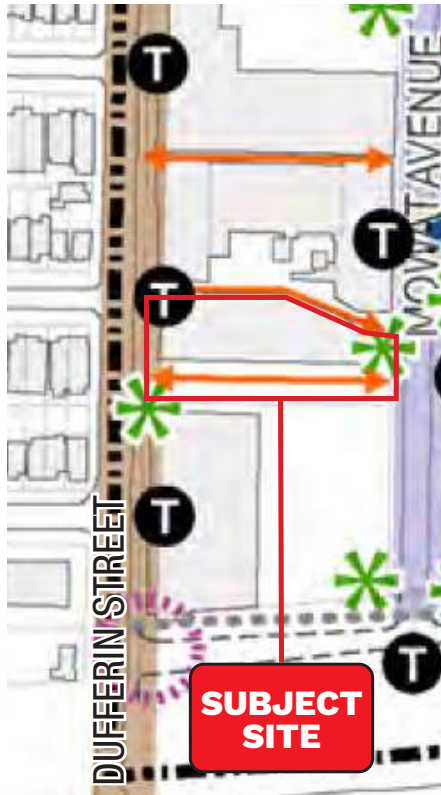
For Discussion Purposes

Project No.
23104

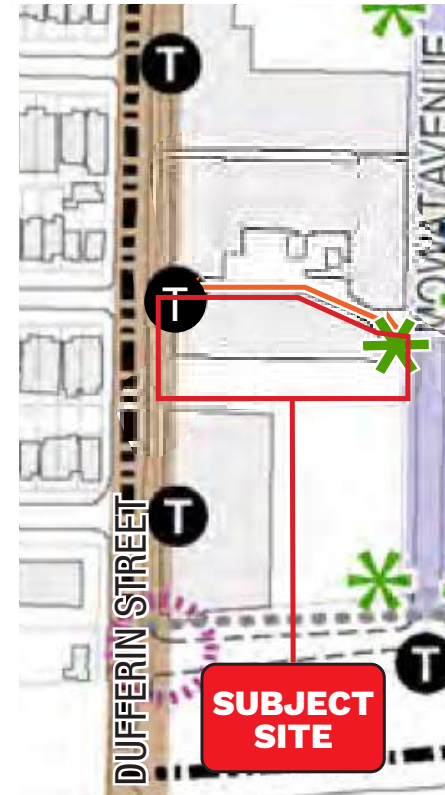
Date
April 29, 2025

Address
159 Dufferin Street

- Legend**
- Study Area
 - Existing Parks
 - Existing Privately-Owned Publicly Accessible Open Space / Enhancement
 - Potential for Privately-Owned Publicly Accessible Open Space / Enhancement
 - Potential for Tree Planted Curb Extension with Open Space/Enhancement
 - Potential for Future Parks / Privately-Owned Publicly Accessible Open Space
 - Existing Mid-block Connections
 - Planned Mid-block Connections
 - Future Potential Mid-block Connections: New connections or improvements to existing
 - Enhancement for Key Mid-block Connection
 - View Terminus
 - Major Gateway
 - Minor Gateway
 - Primary Spine Streets
 - Secondary Spine Streets
 - Village Streets
 - Village Streets - Planned
 - Village Streets - Potential
 - Residential Existing Streets
 - Arterial Streets
 - King Liberty Pedestrian Bridge
 - Exhibition GO Tunnel
 - Future Pedestrian and Cycling Bridge
 - Future Liberty New Street: 2022 schematic amended alignment
 - 2016 Environmental Assessment



Public Realm Structure Plan



Proposed Modifications to Public Realm Structure Plan



April 27, 2026

George Pantazis, Senior Planner
Development Review Division
Community Planning, Toronto & East York District
City of Toronto
100 Queen Street West
Toronto, ON M5H 2N2

Dear Mr. Pantazis,

**Re: *Liberty for All Regeneration Areas Study
Comments for Consideration (Letter No. 2)
163-173 Dufferin Street, Adgar Canada Inc.***

We are the planning consultants for Adgar Canada Inc., with respect to the lands at 163-173 Dufferin Street (the “subject site”).

The site is located on the east side of Dufferin Street and the west side of Mowat Avenue, approximately mid-block between Liberty Street to the north and the rail corridor to the south. The site is currently occupied by four connected 2- and 3-storey commercial buildings.

As you are aware, we have been monitoring the ongoing Regeneration Area Study since 2024. The purpose of this letter is to provide additional comments on the emerging directions from the ongoing study coming out of the Design Review Panel session on November 19, 2025 and the second round of Community Consultation Meetings in November, 2025.

This letter builds on the comments found in our previous letter to you dated May 8, 2025, which has been attached for your convenience as **Attachment 1**. While we continue to support the overall direction of the Liberty For All Plan and are excited to see the final outcomes of the Study, we have some additional comments and questions based on the recent Design Review Panel presentation and Community Consultation Meetings that relate to land use, mid-block connections, built form/views, community services and facilities, affordable housing, heritage, as well as the general language of the draft policies.

Additional Comments and Questions on the Liberty For All Study:

- **Land Use – Non-Residential GFA Requirement:** We understand that the City has retained N. Barry Lyon Consultants (NBLC) to conduct the economic

study, which has now been completed. While we are generally supportive of the idea of providing a mix of uses in Liberty Village, we continue to request that the 45% non-residential gross floor area (“GFA”) requirement that was included in the settlement of Official Plan Amendment No. 231 (“OPA 231”) be reduced and/or that flexibility be provided to enable the non-residential requirement to be satisfied in a variety of different ways.

In this regard, the SASP arising from the OPA 231 explicitly recognizes that the 45% policy could be amended through work to be undertaken as part of the Secondary Plan study. As expressed in our previous letter, the non-residential GFA requirement policies in the proposed Secondary Plan/SASP should be flexible and recognize today’s and future market realities.

It is also important to emphasize that, in addition to market considerations, there are practical/functional limitations to achieving a substantial percentage of non-residential GFA as part of new tall building development. While non-residential uses can typically be achieved on the lower floors of buildings, upper-level non-residential space is more difficult to achieve, particularly in the absence of a strong office market.

The requirement for a specific non-residential percentage can therefore act as a disincentive to creating more housing because additional residential GFA triggers the requirement for additional non-residential GFA. In the worst case, if the percentage is set too high, it could make redevelopment uneconomic, contrary to the planning objectives for regeneration of the area, transit-supportive intensification and creation of new housing supply.

As a technical matter, we note that the presentation package shared at the November 18th and 20th Community Consultation Meeting indicated that “Economic Development staff have advised NBLC that Liberty Village accounts for 15% of the City’s total jobs”. This is incorrect - the percentage is in fact less than 1%. The City’s Employment Survey 2024 indicates a total of 1,600,300 jobs, of which 13,340 are located in Liberty Village (or about 0.8%).

In summary, we recommend that this policy be modified to an “encouragement” policy to allow for additional market flexibility, that the required percentage be reduced and/or that flexibility be provided to enable the non-residential requirement to be satisfied in a variety of different ways.

In addition, the emerging direction for Land Use also speaks to protecting the jobs and non-residential uses that are currently in Liberty Village and enhancing opportunities for job growth. No draft policies are included on this

matter. If specific policies are anticipated to implement this identified direction, we would appreciate the opportunity to review and comment.

- **Mid-Block Connections**: We recognize and appreciate that the “existing mid-block connection” previously shown along the north property line, which is gated, has been removed as requested.

We recommend that the provision of identified mid-block connections be encouraged, rather than required, to permit flexibility in their implementation in creative ways that are characteristic of Liberty Village.

The draft policy provides that mid-block connections should be soft landscaped where possible to contribute to the microclimate. While some soft landscaping may be appropriate in mid-block connections, we would recommend *encouraging* soft landscaping, rather than requiring it where possible, as mid-block connections serve various purposes including pedestrian circulation, pedestrian spillover space and activation zones for active uses (e.g. patios), among other things.

- **Built Form – Views**: As shown in the draft mapping on the slide titled “Built Form – Views”, there is a blue dot shown on the south face of 173 Dufferin Street, which indicates existing and demolished smokestacks as per the recently released Cultural Heritage Resource Assessment (April 2026). We request that greater clarification on policy direction be provided so that we can further comment on the appropriateness of any applicable policy for the subject site.

As well, we have reservations about the draft policies related to maintaining views identified on the slide titled “Built Form – Views”, which have the potential to significantly limit the potential for renewal on some properties, while leaving other sites unencumbered. In our opinion, strict policies related to the protection of view corridors do not take into consideration the needs of a growing city, particularly in a regeneration area like Liberty Village, where views are dynamic and new view opportunities can be created through new development.

- **Community Services and Facilities**: We would like to review the City’s draft Community Services and Facilities Study when it is available, as we are interested in what community facilities the City has determined are most needed, including their sizes and optimal locations.

The draft policies note that “community services and facilities shall be provided in the first phase of any phased development” (our emphasis). In our opinion,

the proposed policies should provide flexibility as there may be a scenario where this is not feasible, particularly in the Liberty Village context that includes many other objectives, such as heritage conservation.

- **Affordable Housing**: As expressed in our previous communications, it continues to be our opinion that, although the OPA 231 affordable housing requirements do not constitute inclusionary zoning (IZ) subject to O. Reg. 54/25, the affordable housing policies within the Secondary Plan/SASP should follow a similar approach. IZ should apply to secure affordable housing, where it applies. The additional requirement further impacts the ability to provide market housing and would make development in Liberty Village less attractive and less feasible compared to areas not subject to an affordable housing requirement.

Furthermore, we note that the Province has further amended its IZ regulation (O. Reg. 232/18) through O. Reg. 15/26 to pause the application of IZ in Toronto, exempting developments with OPA/rezoning applications filed prior to July 1, 2027. While we recognize the importance of delivering some affordable housing, the proposed affordable housing requirements are not aligned with the development industry's ability to deliver housing in the current, and potentially future, challenging housing market.

We recommend that the Secondary Plan/SASP follow a similar approach and ensure that any IZ-like affordable housing requirements, such as those currently proposed, are encouraged, not required. An alternative or additional policy direction could include encouraging the provision of affordable housing through in-kind Community Benefit Charge (CBC) contributions.

- **Heritage**: We recognize that the subject site is identified as a site with "Potential Heritage Value" in the draft mapping. The recently released Cultural Heritage Resource Assessment (April 2026) identifies the site as a property "having cultural heritage value". We request that the Secondary Plan policies indicate that the site has potential cultural heritage value, to be determined by a Cultural Heritage Evaluation Report (CHER).

Suggested revisions to the draft policies related to heritage are red-lined below:

Properties identified to have potential cultural heritage value by the Cultural Heritage Resource Assessment will be evaluated to determine if they have cultural heritage value or interest. New development on properties *confirmed to have with* cultural heritage value or interest will require a site-specific approach with additional consideration and design solutions that may entail

setbacks and stepbacks over and above the minimum site and urban design standards to address the unique characteristics of on-site heritage buildings.

We are also supportive of the site-specific approach to heritage conservation for new development on properties with cultural heritage value.

- **General Comment on Draft Policy Language:** Instead of including prescriptive language (i.e. words like "must", "will", "shall"), we recommend that the Secondary Plan/SASP consider incorporating a level of flexibility in language (i.e. "encourage", "where possible", etc.) to avoid unnecessary site-specific Official Plan Amendments.

For example, suggested revisions to the draft policies related to built form and streets and sidewalks are red-lined below:

Mid-Block Connections:

- *New publicly-accessible midblock connections will be ~~secured~~ encouraged through....*

Built Form Draft Policies

- *Development should*
 - a) provide a variety of building types, heights and site configurations especially on blocks that can accommodate multiple buildings;*
 - b) have towers in a north-south orientation to limit shadow impacts on the public realm, ~~where appropriate~~;*
 - c) have base building heights that ~~generally~~ align with the scale and height of neighbouring streetwall heights.*

Streets and Sidewalks Draft Policies

- *Sidewalks and boulevards as described in Policy 3.1.1.13 in the Official Plan will be ~~designed~~ encouraged to achieve a minimum width of 6 metres.*
- *All new development will ~~be encouraged to~~ increase tree canopy in Liberty Village, including...*

Mobility Draft Policies

- *Due to Liberty Village's enclosed environment and limited road space, new development ~~must provide, where feasible~~, ~~should provide, where appropriate~~, pick-up and drop-off activity, including ride-share and deliveries, on-site and off-street and ~~must~~ ~~should~~ recommend transportation demand management measures, ~~where appropriate~~.*

Thank you for your consideration of these comments. We look forward to engaging in further discussions with staff as the draft Secondary Plan/SASP evolves.

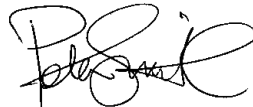
If you require any clarification or wish to discuss these matters further, please do not hesitate to contact the undersigned or Joie Kwong of our office at (416) 947-9744.

Yours very truly,

Bousfields Inc.



Caitlin Allan, RPP, MCIP



Peter F. Smith, RPP, MCIP

cc: *Erica Witt & Chris Tambakis, Adgar Canada Inc.*



May 8, 2025

George Pantazis, Senior Planner
Development Review Division
Community Planning, Toronto & East York District
City of Toronto
100 Queen Street West
Toronto, ON M5H 2N2

Dear Mr. Pantazis,

***Re: Liberty for All Regeneration Areas Study
Comments for Consideration
Adgar Investments & Development Ltd.***

We are the planning consultants for Adgar Investments & Development Ltd., with respect to the lands at 163-173 Dufferin Street (the “subject site”). The site is located on the east side of Dufferin Street, west side of Mowat Avenue, and approximately mid-block between Liberty Street to the north and the rail corridor to the south.

As you are aware, we have been monitoring the ongoing Regeneration Area Study since 2024, including attending the City’s recent landowner meeting on March 12th, 2025 and the Community Consultation Meeting on April 2nd, 2025, where components of the proposed Secondary Plan were presented.

The purpose of this letter is to provide comments on the emerging directions from the ongoing study. We have some questions and concerns that relate to the required non-residential gross floor area requirements, height-related policies, use of the holding provision related to Liberty New Street, community services and facilities policies setback requirements for heritage buildings, and the Liberty Village Public Realm Strategy plan.

Proposed Regeneration Area Study Comments

We have reviewed the materials provided in advance of the landowners meeting (particularly the presentation dated March 12, 2025) and have the following key questions and concerns about the emerging directions of the Study:

1. Non-Residential Requirement

The proposed 45 percent non-residential gross floor area (“GFA”) requirement reflects the details of the settlement of Official Plan Amendment No. 231 (“OPA 231”). However, in our opinion, it should be reduced.

The 45 percent figure resulted from a negotiation in the context of the appeal of OPA 231 that was filed in 2014, which had proposed a non-residential component of 70 percent based on the market conditions at that time, over 10 years ago. Recognizing the dated nature of the appeal, the City was ultimately willing to reduce that percentage in the context of settling the appeal. However, it was recognized that the percentage was not forward-looking and that there would be the opportunity to revisit that percentage in the context of the new Secondary Plan.

In that regard, Policy 6(iii) of Site and Area Specific Policy 3 (SASP 3) to the Garrison Common North Secondary Plan, as approved through the OPA 231 settlement, provides that amendments to the minimum 45 percent non-residential gross floor area requirement in Policy 6(i) may be considered and incorporated into the adopted Secondary Plan or Community Planning Permit System in order to implement any conclusions, findings and/or recommendations of current or future City studies that are appropriate for the area.

It is our opinion that non-residential GFA requirement policies in the proposed Secondary Plan must be flexible and recognize market realities of today and potential fluctuations in the future. As acknowledged by the City’s Office Needs Study, there has been a fundamental and ongoing shift across the globe since the outset of the COVID-19 pandemic in 2019; as a result, the ways in which local businesses and their employees are using office spaces continues to evolve materially. As noted in the study, new real estate developments of all kinds have become increasingly challenged by rising interest rates, heightened construction costs and evolving municipal and provincial policy contexts. Since then, additional challenges such as trade tariffs and other international forces have arisen that may further compound this issue.

As such, there is a significant challenge associated with the provision of 45 percent of non-residential space; accordingly, flexibility must be provided through either a significantly reduced percentage of required non-residential GFA and/or how some percentage of non-residential GFA might be met, in order to ensure that development is viable. In this regard, a scan of other recent non-residential policies adopted and proposed by the City in similar circumstances indicates that a percentage of 15 percent is typical.

We appreciate the fact that staff are taking a realistic approach and have expressed willingness to accept flexibility in exchange for a reduced amount of non-residential GFA. In addition to the ideas presented by City staff, which include the provision of affordable housing, cash-in-lieu, cultural and art uses, and community services and facilities, some other potential ideas include:

- providing a larger percentage of 2- and 3-bedroom family-sized units, beyond what is recommended in the Growing Up Guidelines;
- provision of Publicly-Accessible Privately-Owned Spaces (POPS);
- provision of other public realm improvements including contributions to the implementation of elements of the Liberty Village Public Realm Strategy;
- cash contributions toward other City objectives in the neighbourhood;
- additional on-site or off-site heritage conservation and commemoration within Liberty Village; and
- provision of alternative Green P Parking opportunities to, for example, replace the parking being displaced by the planned park at 34 Hanna Avenue.

Our client welcomes further discussion on the implementation of these alternatives in exchange for non-residential gross floor area.

The carefully considered implementation of the new *Regeneration Areas* designation has the potential to unlock new housing in this transit-rich neighbourhood along with achieving other city-building goals. We expect that the currently contemplated 45% approach, with a minimum of 51% of those uses being *Core Employment Areas* uses, will discourage both.

2. Community Services & Facilities and Parkland

We understand that City staff are currently undertaking a Community Services and Facilities study as part of the Regeneration Areas study. We look forward to receiving input from that study, as it may potentially help frame policies related to non-residential gross floor area requirements.

3. Height-Related Policies

We are supportive of the direction City staff are taking to allow for height to be determined on a site-specific basis through Zoning By-law amendment applications. However, we have comments related to the potential shadow impact policies that may be included in the proposed Secondary Plan. It is our opinion that if shadow policies are included within the draft secondary plan, they should not be based on a “no net-new shadow” test but rather on a test

that is more in keeping with Official Plan Policy 3.2.3(3) that focuses on preserving the utility of parks.

Shadow-related policies, if included in the proposed Secondary Plan, should allow for an appropriate balancing of intensification objectives to provide additional housing in proximity to frequent and higher-order transit, given its location within two major transit station areas.

While it is recognized that the Allan A. Lamport Stadium (“Lamport Stadium”) could be repurposed as a park in the future, the park area currently consists of a surface parking lot at the south end, unprogrammed green space along the Jefferson Avenue and Fraser Avenue street frontages, and the stadium itself at the north end. Furthermore, the RFP issued for Lamport Stadium indicates that the stadium use is intended to continue to exist. The current and planned stadium uses are not particularly shadow sensitive, and as such, proposed shadow related policies should be qualitative and allow for a balancing of objectives within the Secondary Plan.

4. Setbacks from Heritage Buildings

Staff had indicated that heritage policies would include a required 10 metre tower setback from heritage buildings along Liberty Street and a 5 metre tower setback along all other streets. In our opinion, the depth of the tower setbacks should be informed by a Heritage Impact Assessment assessing specific heritage buildings on site, as well as site-specific urban design considerations.

While the subject site is not listed or designated on the City’s Heritage Register, it is our understanding that other properties are being reviewed for heritage as part of the Regeneration Areas study. Out of an abundance of caution, we note that, in our opinion, the inclusion of prescriptive numerical standards would blur the relationship between policy and regulation. In my opinion, it is important for the Official Plan to articulate the rationale and objectives associated with a vision (the “why”) rather than how that vision is achieved and regulated (the “how”), leaving the regulation of built form to the zoning by-law.

Given the variety of built form conditions along Dufferin Street and Mowat Avenue, a 5 metre setback may not be appropriate or practical on all sites and there may not be a clear heritage basis for requiring a depth of 5 metres. Providing instead for direction that an appropriate setback be provided that is informed by a Heritage Impact Assessment would provide for a more flexible approach that allows for creative responses and context-specific development solutions to better implement the objectives of the Secondary Plan.

5. Holding Provision related to Liberty New Street

The basis for the use of a holding provision related to the completion and operation of Liberty New Street is unclear, given our understanding that the lands required for Liberty New Street have already been acquired through Metrolinx's expropriation of lands as part of the Ontario Line. We have not seen any technical work that would suggest that there is a need for the use of a holding provision for capacity reasons in advance of the implementation of Liberty New Street. Further information needs to be provided regarding the financing, timing and implementation of Liberty New Street.

More specifically, with major transit works in place or underway, the transit environment around the site supports alternatives to the automobile. By tying development to the implementation of automobile infrastructure, we are not supporting transit investments in accordance with the intent of the PPS.

6. Public Realm Strategy

We understand that staff intend to translate elements of the Liberty Village Public Realm Strategy into the Secondary Plan, where appropriate. We have reviewed the existing conditions on the site and its future redevelopment potential, and would request that the "existing mid-block connection" shown along the northern property line on Map 13: Public Realm Structure Plan in the Liberty Village Public Realm Strategy should be removed, as it is currently a narrow gated alley that is not publicly accessible. In our opinion, the subject site's redevelopment potential would be inappropriately constrained by retaining such a mid-block connection, which in any case does not currently exist. The proposed change is illustrated in **Attachment 1**.

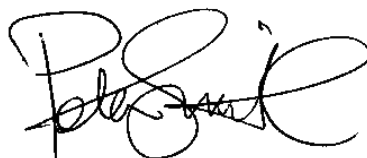
Thank you for your consideration of these comments. We look forward to engaging in further discussions with staff as the draft Secondary Plan evolves.

If you require any clarification or wish to discuss these matters further, please do not hesitate to contact the undersigned.

Yours very truly,
Bousfields Inc.



Mike Dror, RPP, MCIP



Peter F. Smith, RPP, MCIP

cc: Erica Witt & Chris Tambakis, Adgar Canada Inc.

Fig. 1 Proposed Modifications to Public Realm Structure Plan

For Discussion Purposes

Project No.
23104

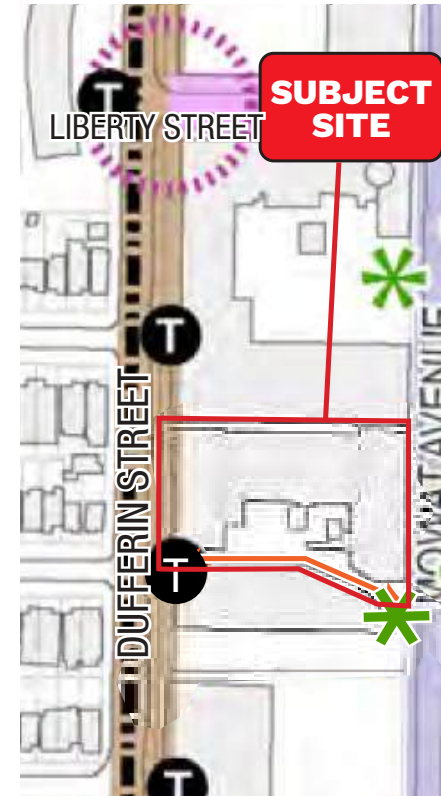
Date
April 29, 2025

Address
163-173 Dufferin Street

- Legend**
-  Study Area
 -  Existing Parks
 -  Existing Privately-Owned Publicly Accessible Open Space / Enhancement
 -  Potential for Privately-Owned Publicly Accessible Open Space / Enhancement
 -  Potential for Tree Planted Curb Extension with Open Space/Enhancement
 -  Potential for Future Parks / Privately-Owned Publicly Accessible Open Space
 -  Existing Mid-block Connections
 -  Planned Mid-block Connections
 -  Future Potential Mid-block Connections: New connections or improvements to existing
 -  Enhancement for Key Mid-block Connection
 -  View Terminus
 -  Major Gateway
 -  Minor Gateway
 -  Primary Spine Streets
 -  Secondary Spine Streets
 -  Village Streets
 -  Village Streets - Planned
 -  Village Streets - Potential
 -  Residential Existing Streets
 -  Arterial Streets
 -  King Liberty Pedestrian Bridge
 -  Exhibition GO Tunnel
 -  Future Pedestrian and Cycling Bridge
- Future Liberty New Street:**
 2022 schematic amended alignment
 ——— 2016 Environmental Assessment



Public Realm Structure Plan



Proposed Modifications to Public Realm Structure Plan