

### 3. BUILDING A SUCCESSFUL CITY

Building a successful city means making choices that improve our quality of life. As our City grows and matures, we can create a more beautiful environment, healthy and vibrant communities and greater prosperity. All our communities will be planned to support Toronto's diverse households with safe and appropriate housing, services, environments and streets where we can raise and care for children and others we care for, earn a living and transition from one phase in life to another. We must meet the needs of today without compromising the ability of future generations to meet their needs.

The policies in this Chapter will guide our growth by integrating social, economic and environmental perspectives in our decision making to create an attractive Toronto with a strong economy and complete communities. The policies will help bring to life our vision of a successful city by focusing on the built environment, the human environment, the natural environment, economic health and new neighbourhoods. All applications for development will be evaluated against the policies and criteria in this Chapter to ensure that we make the best possible development choices.

City-building involves balancing social, economic and environmental needs and priorities. As a result, change may sometimes emphasize or recognize one of these elements rather than the others. Such changes should be considered only after the trade-offs between clear social, economic and environmental impacts and benefits have been identified, acknowledged, analyzed and publicly debated.

This Chapter complements the policies in Chapters Two and Four by providing direction to matters that can improve our everyday lives: high quality buildings that inspire us and make us feel proud, parks and open spaces we can enjoy, liveable neighbourhoods, clean air and water and a strong economy.

#### 3.1 THE BUILT ENVIRONMENT

In order to remain economically competitive in today's global economy, a city must be more than functional. It has to work well, but it also must be beautiful, vibrant, safe and inclusive. Great cities do not happen by accident – they are designed and orchestrated so that individual private and public developments work together to create cohesive blocks, neighbourhoods and districts. Good urban design is not just an aesthetic overlay, but an essential ingredient of city-building. Good urban design is good business and good social policy.

Civic pride is infectious. The City and the private sector should work together as partners in creating a great city and achieving Toronto's architectural and urban design potential. The City can play its part by organizing, designing, maintaining and improving the streets, parks and public buildings. The private sector can do its part by building the



Public investment in quality design: The National Trade Centre at Exhibition Place



Results of a public art competition at Spadina Road and Dupont Avenue

### Public Accessibility

A key city-building principle is that public buildings, parks and open spaces should be open and accessible to all members of the public, including people with disabilities. New development and ongoing maintenance and improvements of our public buildings and parks and open spaces should recognize this goal. As with all general principles, there are important exceptions:

- Some public buildings and open spaces perform functions that are incompatible with wide-open public access for example, water treatment plants and waste transfer stations.
- In some of our natural heritage areas, public access will damage natural features and functions.
- In other areas severe topographical features such as ravines and bluffs are largely inaccessible today and in the absence of benign, non-intrusive technology, making them accessible would be impractical.

Providing universal accessibility is one of many public expenditure priorities facing the City. Balancing the benefits and costs in individual cases will have to be carefully evaluated to ensure that our scarce dollars are wisely spent.

structures and landscapes that define and support these public places. This Plan demands that both the public and private sectors commit to high quality architecture, landscape architecture and urban design, environmentally sustainable design, consistent with energy efficiency standards.

### 3.1.1 THE PUBLIC REALM

The public realm is the fundamental organizing element of the city and its neighbourhoods and plays an important role in supporting population and employment growth, health, liveability, social equity and overall quality of life. It is a key shared asset that draws people together and creates strong social bonds at the neighbourhood, city and regional level. The public realm and the buildings that frame it convey our public image to the world and unite us as a city. They contribute to Toronto's cultural heritage and are fundamental to defining our urban form and character. They set the stage for our festivals, parades and civic life as well as for daily social interaction. Quality design of our public spaces enhance people's sense of community identity.

Each element of the public realm has its own roles and responsibilities. When designed together, these elements form a well-connected, walkable, attractive, safe, functional and accessible network which supports communities at a range of scales and characters. Development will enhance and extend, where appropriate, a high quality public realm and support the creation of complete communities inclusive of public streets, parks and open spaces for every scale of city building. The public realm policies provide guidance on the roles and key relationships between elements of the public realm as well as direction on the expansion, enhancement and maintenance of the public realm through development review and capital projects.

#### Policies

1. The public realm is comprised of all public and private spaces to which the public has access. It is a network that includes, but is not limited to, streets and lanes, parks and open spaces, and the parts of private and public buildings that the public is invited into.
2. The public realm will:
  - a) provide the organizing framework and setting for development;
  - b) foster complete, well-connected walkable communities and employment areas that meet the daily needs of people and support a mix of activities;
  - c) support active transportation and public transit use;
  - d) provide a comfortable, attractive and vibrant, safe and accessible setting for civic life and daily social interaction;
  - e) contribute to the identity and physical character of the City and its neighbourhoods;

- f) provide opportunities for passive and active recreation;
  - g) be functional and fit within a larger network; and
  - h) contribute to the City's climate resilience.
3. The City, together with its partners, will seek opportunities to expand and enhance the public realm in order to:
    - a) support existing and future populations;
    - b) contribute to a high quality of life for people of all ages and abilities; and
    - c) anticipate growth and changing needs.
  4. Consultation, partnerships and collaboration with Indigenous communities will be encouraged in the planning, design and development of new, expanded or improved streets, parks and open spaces. This may include the celebration and recognition of Indigenous culture and history, along with cultural and natural heritage, through place-making, naming, wayfinding, monuments, interpretive features, public art, partnerships and programming.
  5. Quality design and construction will be promoted by:
    - a) committing the funds necessary to create and maintain a high quality public realm;
    - b) using design competitions and advisory design review panels to encourage design excellence and promote public interest in design quality for public works;
    - c) using advisory design review panels to encourage design excellence and promote public interest in the design quality of new development;
    - d) encouraging the use of skilled professionals in the design and construction process; and
    - e) encouraging creativity and design excellence through programs such as urban design awards.
  6. City streets are significant public open spaces which connect people and places and support the development of sustainable, economically vibrant and complete communities. New and existing City streets will incorporate a Complete Streets approach and be designed to perform their diverse roles by:
    - a) balancing the needs and priorities of the various users and uses within the right-of-way, including provision for:
      - i. the safe and efficient movement of pedestrians of all ages and abilities, cyclists, transit vehicles and users, goods and services vehicles, emergency vehicles, and motorists across the network;
      - ii. space for trees, landscaping and green infrastructure;
      - iii. space for other street elements, such as utilities and services, snow and stormwater management, wayfinding, boulevard cafes, marketing and vending, and street furniture; and
      - iv. ensuring the safety of users of all ages and abilities;
    - b) improving the quality and convenience of active transportation options within all communities by giving full consideration to the needs of pedestrians, cyclists and public transit users;

### Complete Streets

The "Complete Streets" approach recognizes that there is no single way in which to make a street "complete". It depends on numerous factors whose relative importance varies according to the character and context of each particular street. While it may not be viable or appropriate to accommodate every type of user or use on every street, the overall objective is to create a well-functioning street network that is planned and designed to provide safe access and efficient operation for all street activities and functions. Guidelines for applying the "Complete Streets" approach will be developed to assist in resolving and balancing the competing demands placed upon the use of street rights-of-way and applied when streets are constructed, reconstructed or otherwise improved.

The Development Infrastructure Policy and Standards provide direction for the design of public local streets and includes criteria for when private streets may be considered appropriate, as well as supporting design standards.



Streetscape design guidelines to promote the consistent and beautiful landscaping for City of Toronto streets will be used for municipal works and improvements accompanying development.

### Green Infrastructure

Green infrastructure means natural and human-made elements that provide ecological and hydrological functions and processes. Green infrastructure may include components such as natural heritage features and systems, parklands, stormwater management systems, street trees, urban forests, natural channels, permeable surfaces, and green roofs.



## CHAPTER THREE

### Public Streets

Public streets are vital to the City's ability to preserve access and address for development, provide mobility options for residents and connect to essential public services such as garbage collection, emergency services access, utility infrastructure and snow removal and storage. The City's standards for the design of streets ensure that these public services can be provided over time in an efficient, safe, secure and equitable manner. Public streets can be managed, maintained and upgraded to respond to growth and development.



BEFORE



AFTER

The two different worlds of the York Street pedestrian passageway

- c) reflecting differences in local context and character;
  - d) providing building access and address, as well as amenities such as view corridors, sky view and sunlight; and
  - e) serving as community destinations and public gathering places.
7. Toronto's concession road grid is a major organizing element to be maintained, improved and recognized in public design initiatives. To improve mobility and recreational opportunities where these streets are interrupted by topographical features or utility corridors, pedestrian and bicycle routes should be established across these features.
  8. New streets will be designed to:
    - a) promote a connected grid-like network of streets that offers safe and convenient travel options;
    - b) provide connections with adjacent neighbourhoods;
    - c) extend sight lines and view corridors;
    - d) divide larger sites into smaller development blocks;
    - e) provide access and addresses for new development;
    - f) allow the public to freely enter without obstruction;
    - g) implement the Complete Streets approach to develop a street network that balances the needs and priorities of the various users and uses within the right-of-way;
    - h) provide and improve the frontage, visibility, access and prominence of natural and human-made features including parks, cemeteries, school yards and campus lands; and
    - i) provide access for emergency vehicles.
  9. New streets will be public streets unless otherwise deemed appropriate by the City. Private streets, where they are deemed to be appropriate, will be designed to connect to and integrate into the broader public street network and meet the design objectives for new public streets.
  10. Lanes provide an important function as off-street access for vehicles, parking and servicing. As part of the public realm, lanes will be public and opportunities for lane enhancements should be identified as part of the development approval process. Where appropriate, lanes should be designed with consideration for safe, accessible and comfortable pedestrian and cyclist movement.
  11. Private shared driveways, where deemed to be appropriate by the City, will be publicly accessible, designed as part of the broader public street and lane network, and meet the design objectives for public lanes.
  12. Interior concourses, plazas, pedestrian mews, and mid-block connections, whether private or publicly owned, will be designed to complement and extend, but not replace, the role of public streets, parks and open spaces as the main place for civic life and pedestrian activity. They should be designed for users of all ages and abilities and be comfortable, safe and integrated into the local network of pedestrian movement with direct access from the public sidewalk and clear way-finding within.

13. Sidewalks and boulevards will be designed to provide safe, attractive, interesting and comfortable spaces for users of all ages and abilities by:
  - a) providing well designed and co-ordinated tree planting, landscaping, amenity spaces, setbacks, green infrastructure, pedestrian-scale lighting, street furnishings and decorative paving as part of street improvements;
  - b) locating and designing utilities within streets, within buildings or underground, in a manner that will minimize negative impacts on the natural, pedestrian and visual environment and enable the planting and growth of trees to maturity; and
  - c) providing unobstructed, direct and continuous paths of travel in all seasons with an appropriate width to serve existing and anticipated pedestrian volumes.
14. Design measures which promote pedestrian safety and security will be applied to streetscapes, lanes, parks, other public and private open spaces, and all new and renovated buildings.
15. New and existing city blocks and development lots within them will be designed to:
  - a) expand and enhance the public realm network;
  - b) have an appropriate size and configuration for the proposed land use, scale of development and intended form of buildings and open space;
  - c) enhance the walking and cycling networks by minimizing block lengths where appropriate, providing new and enhanced pedestrian and cycling connections, and integrating development with the local pedestrian and cycling networks;
  - d) promote street-oriented development with buildings fronting onto and having access and address from street and park edges;
  - e) provide adequate room within the development lot or block for parking and servicing needs, including the provision and extension of public lanes for service and delivery access where technically feasible and appropriate;
  - f) identify opportunities and provide for the integration of green infrastructure; and
  - g) allow for incremental, phased development.
16. The preservation, long-term growth and increase in the amount of healthy trees will be a priority for all development. Development proposals will demonstrate how the protection, provision and maintenance of trees and their growing spaces above and below ground will be achieved.
17. Access and enjoyment of the natural features of the City, such as the Lake Ontario shoreline, the Lake Iroquois escarpment, woodlots, ravines and valley lands, will be enhanced and protected by:
  - a) improving physical and visual access from adjacent public streets, parks and open spaces and by designing these into a comprehensive public realm network;



### Toronto's Pedestrian Charter

The *Toronto Pedestrian Charter* was adopted by Council in May 2002. It reflects the principle that a city's walkability is one of the most important measures of the quality of its public realm, and of its health and vitality. It outlines:

- the urban design principles that ensure that walking is safe, comfortable, convenient and direct for people of all ages and abilities;
- actions the City can take to create an urban environment in all parts of the City that encourages and supports walking as a form of travel, exercise and recreation; and,
- the social, environmental and economic benefits of creating a pedestrian-friendly urban environment.

The objectives of the *Toronto Pedestrian Charter* are consistent with the goals of the Official Plan to create a more vibrant, beautiful, prosperous and liveable City.

Safety design guidelines will be applied in the review of all development proposals. Environmental design for safety principles will be promoted through public education and support for community safety audits.

- b) ensuring that adjacent development, including new streets, parks and open spaces, building location, height, massing and organization, will preserve and enhance access, views and vistas between these natural features and the public realm;
  - c) providing for public access along, into and through these natural open spaces, where appropriate; and
  - d) minimizing shadows on natural features to preserve their utility and ecological health.
18. New parks and open spaces will be located and designed to:
- a) connect and extend, wherever possible, to existing parks, natural areas, and other open spaces such as school yards;
  - b) consider opportunities for future expansion of the park or open space onto adjacent sites with development potential;
  - c) provide a comfortable setting with wind and sunlight conditions that promote use and enjoyment of the space for community events and by users of all ages and abilities;
  - d) provide appropriate spaces for a variety of active and passive recreation, as well as productive recreation such as community gardening; and
  - e) emphasize and improve unique aspects of the community's identity and character, including natural and human-made heritage.
19. Parks and publicly accessible open spaces such as POPS and schoolyards should be made prominent, visible, functional and accessible by:
- a) locating parks and publicly accessible open spaces on appropriate public street frontages to establish direct visual and physical access; and
  - b) promoting buildings that face parks and open spaces and have active uses along the frontages.
20. Privately Owned Publicly-Accessible Spaces (POPS) are spaces that contribute to the public realm but remain privately owned and maintained. POPS do not replace the need for new public parks and open spaces. POPS provided through development will:
- a) generally be publicly accessible and may include temporary commercial uses which animate the POPS;
  - b) be designed and programed for users of a variety of ages and abilities to serve the local population;
  - c) be sited in highly visible locations;
  - d) be sited and designed to be seamlessly integrated and connected into the broader public realm;
  - e) include new trees, seating, public art, landscaping and integration of stormwater capture where appropriate;
  - f) include the City's POPS signage identifying the space as being publicly accessible; and
  - g) be informed by the City's Urban Design Guidelines for Privately Owned Publicly-Accessible Spaces.
21. A public square is a special open space type primarily defined at its edges by streets and/or civic buildings. Its unique urban form with high visibility and access allows it to be a social and civic

gathering space that provides opportunities for social interaction, entertainment, cultural events and flexible programming that enhance the daily lives of residents and workers. Public squares are a desirable form of open space because of their spaciousness, prominence and easy access. Public squares should be designed to:

- a) be integrated with the broader public realm at a scale appropriate for the surrounding context;
  - b) have significant street frontage and direct pedestrian connections to the public sidewalk;
  - c) support a variety of programming such as flexible hardscaped areas, gardens and lawns, fountains or other water features, concert facilities and stages, public buildings and washrooms, small outdoor game areas, seating areas and places to eat, depending on their size and location;
  - d) support temporary facilities such as small-scale retail kiosks and vendors, temporary markets, performance and exhibit spaces, and a range of other facilities.
22. Scenic routes are streets with public views of important natural or human-made features and should be preserved and, where possible, improved by:
- a) maintaining views and vistas as new development occurs;
  - b) creating or extending scenic routes or views when an opportunity arises; and
  - c) increasing pedestrian and cycling facilities and amenities along the route.
23. Public works and private development will maintain views from the public realm to the skylines of the *Downtown and Central Waterfront*, *North York Centre*, *Etobicoke Centre*, and *Scarborough Centre* shown on Maps 7a and 7b. These views are dynamic and are expected to evolve over time to include new buildings constructed within the *Downtown and Central Waterfront*, *North York Centre*, *Etobicoke Centre* and *Scarborough Centre*.
24. Views from the public realm to prominent buildings, structures, landscapes and natural features are an important part of the form and image of the City. Public works and private development will maintain, frame and, where possible through project design, create views from the public realm to important natural and human-made features as identified on Maps 7a and 7b.
25. Views from the public realm to prominent, buildings, structures, landscapes and natural features identified on Maps 7a and 7b are important and are described in Schedule 4. Additional views from the public realm to prominent buildings, structures, landscapes and natural features may be added to Maps 7a and 7b and Schedule 4 through amendment to the Official Plan.
26. Civic buildings are buildings that contain, in whole or in part, programs or services funded by the public including libraries, schools and recreation facilities. They are an important part of the public realm and a focus of community activity. They will be located, designed and massed to promote their public status on prominent, visible and accessible sites, including street intersections and sites that end a street view or are adjacent to an

Maps 7a and 7b identify a selection of important views across the City, however this selection of views is not exhaustive. These maps are living documents which may be added to or modified from time-to-time, through an Official Plan Amendment.

important natural or cultural feature. Open space associated with public buildings will be designed to enhance the setting for the building and support a variety of public functions associated with its program.

27. Access to publicly accessible spaces and buildings will be ensured by:
  - a) creating and maintaining a connected network of streets, parks and open spaces with unobstructed pedestrian clearways and curb cuts at corners on all City streets;
  - b) requiring that plans for all new and altered buildings, transit facilities and public works meet City and Provincial accessibility standards; and
  - c) retrofitting over time all existing City owned buildings that are open to the public and open spaces to make them accessible to users of all ages and abilities, and encouraging the owners of private buildings and spaces to do likewise through public education and retrofit programs.

### 3.1.2 PUBLIC REALM – HIGHER-ORDER TRANSIT

Higher-order transit contributes to the public life of the communities it serves, and helps promote a connected, inclusive and resilient city. The public facing elements, including station sites and related facilities and infrastructure, should be designed not only for efficient movement and to encourage transit use, but to integrate into the local community in a manner that provides a high-quality pedestrian experience, supports the envisioned context, facilitates the creation of complete communities and contributes to placemaking. In addition to the other Public Realm and Built Form policies of this Plan, transit infrastructure will be designed to achieve the following:

#### Policies

1. Transit station sites, facilities and related infrastructure will provide high-quality architecture, landscape architecture and urban design.
2. Transit station sites, facilities and related infrastructure will be located, designed and constructed to integrate into, enhance and extend the public realm, create civic destinations and facilitate the creation of complete communities by:
  - a) locating in visible and accessible locations that seamlessly connect to public streets;
  - b) balancing the movement efficiency of pedestrians, cyclists and transit users in a manner appropriate to the context;



- c) providing safe, attractive and accessible routes and places of public entry, travel and use through the use of design elements such as, but not limited to:
    - i. setbacks and other open spaces to accommodate transit user and pedestrian volumes and provide pedestrian amenity;
    - ii. tree planting, landscaping, pedestrian-scale lighting, street furnishings, decorative paving and other sustainable features or green infrastructure; and
    - iii. protection from the elements in waiting areas and entrances;
  - d) introducing public art installations in and around stations, where appropriate;
  - e) maximizing glazing on street, park and open space facing facades for accessibility, orientation and safety; and
  - f) providing new or upgraded streets and safe pedestrian and cycling connections to promote access to the stations, where appropriate and feasible.
3. Publicly accessible elements of transit infrastructure, including, but not limited to pedestrian setbacks, forecourts, plazas, paths, vertical circulation, entrances, corridors, concourses and platforms, will be located, organized and designed to function effectively, fit into the existing and planned context, and provide a high-quality transit user experience by:
- a) developing a simple and consistent approach to the design of transit station sites and infrastructure to enhance wayfinding;
  - b) providing distinct, direct, safe and convenient connections for transit users;
  - c) supporting convenient vertical and horizontal transit connections;
  - d) using durable, high-quality materials for public-facing infrastructure;
  - e) addressing accessibility through user-focused design; and
  - f) ensuring integration and connectivity with the surface transit, cycling and pedestrian networks.
4. The ancillary elements of transit infrastructure, including, but not limited to traction power substations, maintenance and storage facilities, emergency exit buildings, vents, transformers, walls and other functional elements, will be located, organized and designed to be contextually responsive to their surroundings and support and limit their impact on the public realm and adjacent properties by:
- a) providing appropriate setbacks, landscaping, massing, design and screening;
  - b) being integrated into other facilities, where feasible; and
  - c) minimizing retaining walls and ensuring that any exposed retaining walls attain a high standard of design.



Access to public spaces and buildings for everyone

### 3.1.3 BUILT FORM

Our quality of life and personal enjoyment of the public realm depend in part on the buildings that define and support the edges of our streets, parks and open spaces. The scale and massing of buildings define the edges of, and give shape to, the public realm. The ground floor uses, entrances, doors, windows, materiality and quality of these building edges help to determine the visual quality, activity, comfortable environment and perception of safety in those public spaces. Individual building façades that are visible from, and form the edges of streets, parks or open spaces are read together as the walls that define and support the public realm. They should be conceived not only in terms of individual building sites and programs, but also in terms of how sites, buildings and their interface with the public realm fit within the existing and/or planned context of the neighbourhood and the city. Each new development should be designed to make a contribution to the overall quality of urban design in the city.

Most of Toronto is already built with at least one generation of buildings. Future development will be built on infill and redevelopment sites and will need to fit in, respecting and improving the character of the surrounding area. Over the next several decades the majority of growth will take place in areas of the city where intensification is planned – in the Downtown, the Centres, and along the Avenues. On large sites, and in other areas where the existing physical context is no longer appropriate, new planning contexts will be created to ensure that each new development expands the public realm and that buildings in these areas work together and add up to more than the sum of their parts. This is an extraordinary opportunity to build the next generation of development that will fit into, reinforce and strengthen the many diverse contexts and character areas in Toronto, enhancing liveability and quality of life for existing and new residents, workers and visitors.

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

#### Policies

##### SITE ORGANIZATION & LOCATION

1. Development will be located and organized to fit with its existing and planned context. It will frame and support adjacent streets, lanes, parks and open spaces to promote civic life and the use of the public realm, and to improve the safety, pedestrian comfort, interest and experience, and casual views to these spaces from the development by:
  - a) generally locating buildings parallel to the street or along

- the edge of a park or open space with consistent front yard setbacks;
  - b) providing additional setbacks or open spaces at the following locations, where appropriate:
    - i. street intersections;
    - ii. prominent destinations;
    - iii. parks and open spaces;
    - iv. transit stops;
    - v. natural areas;
    - vi. sites that end a street corridor; and
    - vii. areas with high pedestrian volumes;
  - c) locating main building entrances on the prominent building facades so that they front onto a public street, park or open spaces, are clearly visible and directly accessible from a public street;
  - d) providing ground floor uses, clear windows and entrances that allow views from and, where possible access to, adjacent streets, parks and open spaces;
  - e) preserving existing mature trees wherever possible and incorporating them into the development site; and
  - f) providing comfortable wind conditions and air circulation at the street and adjacent open spaces to preserve the utility and intended use of the public realm, including sitting and standing.
2. Development will provide accessible open space, where appropriate. On blocks that have access to direct sunlight and daylight, development will prioritize the provision of accessible open space in those locations.
  3. Development will protect privacy within adjacent buildings by providing setbacks and separation distances from neighbouring properties and adjacent building walls containing windows.
  4. Development will locate and organize vehicle parking, vehicular access and ramps, loading, servicing, storage areas, and utilities to minimize their impact and improve the safety and attractiveness of the public realm, the site and surrounding by:
    - a) using shared service areas where possible within development blocks, including public lanes, shared private driveways, and service courts;
    - b) consolidating and minimizing the width of driveways and curb cuts across the public sidewalk;
    - c) integrating services and utility functions within buildings, where appropriate;
    - d) providing underground parking, where appropriate;
    - e) limiting new, and removing existing, surface parking and vehicular access between the front face of a building and the public street or sidewalk; and
    - f) limiting above-ground parking structures, integrating them within buildings, and providing active uses and attractive building facades along adjacent streets, parks and open spaces.

### Existing and Planned Contexts

The existing context of any given area refers to what is there now. The planned context refers to what is intended in the future. In stable areas, such as *Neighbourhoods* and *Apartment Neighbourhoods*, the planned context typically reinforces the existing context. In growth areas, such as *Centres* and *Avenues*, the planned context generally anticipates change.

Height and density aspects of the planned context of new development will be assessed on the basis of the Plan's policies, including Secondary Plans and site and area specific policies. Where there are no height and density limits in the Plan, height and density limits of area zoning that implements the Plan will be a benchmark for assessment of those aspects of the planned context. Where there are no height and density limits in the Plan and no area zoning implementing the Plan, height and density aspects of the planned context will be determined on the basis of an area review such as that undertaken to implement Subsection 2.2.3.2 b) of the Plan. In this case, in determining an application, Council will have due regard for the existing and planned contexts. In instances of apparent inconsistency between existing and planned contexts when interpreting the built form policies as they relate to height and density, the planned context will prevail.



## Street Proportion

Street proportion is the ratio of the height of buildings along the edges of the street and the distance between buildings across the street. Street proportion is a fundamental determinant in the character of the street and provides a measure of certain qualities of the street and the buildings that front onto it, including its access to direct sunlight and daylight. Street proportion ranges from wide streets with low buildings, which receive a lot of direct sunlight and daylight throughout the seasons, to canyon-like streets with tall buildings and little access to direct sunlight or daylight.

Street proportion is contextual and varies across the City. It is not expected to change in areas where growth is not planned. Good street proportion will be used to guide the massing of development in growth areas. It will be determined by considering the existing conditions and determining the appropriate setbacks, scale and massing of buildings to provide a street proportion that will provide good sunlight and daylight conditions, considering the planned intensity of development and expectations for the character and quality of the street in the future.

Good street proportion will be implemented through a number of measures including setbacks, building heights, pedestrian perception zones, streetwall heights, base building heights and step-backs.

## BUILDING SHAPE, SCALE & MASSING

5. Development will be located and massed to fit within the existing and planned context, define and frame the edges of the public realm with good street proportion, fit with the character, and ensure access to direct sunlight and daylight on the public realm by:
  - a) providing streetwall heights and setbacks that fit harmoniously with the existing and/or planned context; and
  - b) stepping back building mass and reducing building footprints above the streetwall height.
6. Development will be required to provide good transition in scale between areas of different building heights and/or intensity of use in consideration of both the existing and planned contexts of neighbouring properties and the public realm.
7. Transition in scale will be provided within the development site(s) and measured from shared and adjacent property line(s).
8. Where development includes, or is adjacent to, a park or open space, the building(s) should be designed to provide good transition in scale to the parks or open spaces to provide access to direct sunlight and daylight.

## IMPROVING THE PUBLIC REALM THROUGH BUILDING DESIGN

9. The design of new building facades visible from the public realm will consider the scale, proportion, materiality and rhythm of the façade to:
  - a) ensure fit with adjacent building facades;
  - b) contribute to a pedestrian scale by providing a high quality of design on building floors adjacent to and visible from the public realm;
  - c) break up long facades in a manner that respects and reinforces the existing and planned context; and
  - d) ensure grade relationships that provide direct access and views into and from the public realm.
10. Development will promote civic life and provide amenity for pedestrians in the public realm to make areas adjacent to streets, parks and open spaces attractive, interesting, comfortable and functional by providing:
  - a) improvements to adjacent boulevards and sidewalks including sustainable design elements, which prioritize street trees and may include one or more of the following: shrubs, hedges, plantings or other ground cover, permeable paving materials, bio-retention swales, street furniture including seating in various forms, curb ramps, waste and recycling containers, energy efficient lighting and bicycle parking facilities;
  - b) co-ordinated landscape improvements in setbacks to enhance local character, fit with public streetscapes, and provide attractive, safe transitions between the private and public realms;
  - c) weather protection such as canopies and awnings;
  - d) landscaped open space within the development site;



- e) landscaped edges of surface parking lots along streets, parks and open spaces to define the edge and visually screen the parking lots from the public realm;
- f) safe, direct pedestrian routes and tree plantings throughout the site and within surface parking lots, where possible; and
- g) public art, where the developer agrees to provide this.

#### PRIVATE & SHARED AMENITY SPACES

- 11. New indoor and outdoor shared amenity spaces provided as part of multi-unit residential developments should be high quality, well designed, and consider the needs of residents of all ages and abilities over time and throughout the year.
- 12. Non-residential development is encouraged to provide high-quality and well designed indoor and outdoor amenity space.
- 13. Outdoor amenity spaces should:
  - a) be located at or above grade;
  - b) have access to daylight;
  - c) have access to direct sunlight, where possible;
  - d) provide comfortable wind, shadow and noise conditions;
  - e) be located away from and physically separated from loading and servicing areas;
  - f) have generous and well-designed landscaped areas to offer privacy and an attractive interface with the public realm;
  - g) accommodate existing and mature tree growth; and
  - h) promote use in all seasons.

### 3.1.4 BUILT FORM – BUILDING TYPES

Toronto is a complex city built over many decades with a diversity of uses, block, lot and building type patterns. These patterns vary street by street, block by block and neighbourhood by neighbourhood.

Three scales of building types – Townhouse and Low-Rise Apartments, Mid-Rise, and Tall – for residential, office and mixed-use intensification have emerged in the recent period of development. These building types are defined by their scale and physical characteristics including site and building organization, relationship to the public street, and building massing and height. The built form relationships and design of these building types is informed by citywide urban design guidelines that help to ensure the proper form and fit with the existing and planned context.

The building types listed in this section are not exhaustive but can help inform innovations in building design. Other building types, including institutional buildings, shopping centres and some employment buildings, as well as public infrastructure, generally have unique built form relationships and should be informed by the General Built Form policies in Section 3.1.3.

#### Transition in Scale

Transition in scale is the geometric relationship between areas of low-scale development, parks or open spaces and taller, more intense development. It provides a measure of the impacts, including shadows and privacy, of larger-scale development on low-scale neighbourhoods and the public realm. It can be achieved using a variety of measures – individually or in different combinations – including angular planes, stepping height limits, location and orientation of buildings, the use of setbacks and step-backs of building mass, and separation distances. Good transition in scale is contextual and will be determined by considering the planned level of growth in relation to adjacent sites and the public realm. It should balance growth with the impacts of intensification in a way that is both repeatable and predictable in its impacts.

#### Exterior Design - Character, Scale and Appearance

The façade is the exterior parts of a building visible to the public, and its exterior design contributes to a more beautiful and engaging Toronto. The exterior design of a façade is the form, scale, proportion, pattern and materials of building elements including its doors, roofs, windows and decorative elements, such as cornices and belt-course. The harmonious relationship of a new façade to its context can be achieved with contemporary expression provided that the existing context, proportions, forms, sizes and scale are fully respected and appropriate materials are used. A new façade need not be a simple replication of adjacent building façades.

The exterior design of a façade at grade, closest to the pedestrian environment, is an important design consideration to help new development support the public realm and fit with the existing and/or planned context. In particular, the nature, scale and placement of doors as well as the placement, type and treatment of windows on the façade, taking into account the character and functions of interior uses, play an important role in supporting a safe, accessible and vibrant public realm.

These aspects of the exterior design of a building are a fundamental part of the City's review under Site Plan Control.

### Policies

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

### TOWNHOUSE & LOW-RISE APARTMENT BUILDINGS

Townhouse and low-rise apartment buildings provide desirable, grade-related housing in a form that is more intensive than single and semi-detached houses. They assist in providing a mix of housing options, defining and supporting streets, parks and open spaces, at a lower scale – generally no taller than four storeys in height – and can be designed to be compatible with and provide transition to existing streetscapes of lower-scaled areas.

These low-rise types may be designed as infill buildings on small sites or included as part of large sites to increase the range of building types.

### Policies

2. Townhouse and low-rise apartment buildings are generally no taller than four storeys in height.
3. Townhouse and low-rise apartment buildings will be designed to:
  - a) provide unit and building entrances that have direct access to and are visible from public streets, pedestrian mews and walkways;
  - b) integrate with existing grades at the property line; and
  - c) allow for daylight and privacy on occupied ground floor units by providing appropriate facing distances, building heights, angular planes and step-backs.

### MID-RISE BUILDINGS

Mid-rise buildings are a transit-supportive form of development that provides a level of intensification at a scale between low-rise and tall building forms. Mid-rise building heights are contextual and are informed by the width of the right-of-way onto which they front. In Toronto, where streets vary in width from 16.5 metres to over 40 metres, midrise buildings may vary in height between four and 11

storeys for residential uses, or fewer for office uses, dependent on the adjacent right-of-way width.

Mid-rise buildings help establish and reinforce an urban environment through a development form that is repeatable, moderate in scale, has good, predictable street proportion, allows for access to midday sunlight in the spring and autumn, has open views to the sky from the street, and that can support high-quality, accessible open spaces in the block. Mid-rise buildings provide good transition in scale that has predictable impacts on adjacent low-scale uses.

### Policies

4. Mid-rise buildings will be designed to:
  - a) have heights generally no greater than the width of the right-of-way that it fronts onto;
  - b) maintain street proportion and open views of the sky from the public realm by stepping back building massing generally at a height equivalent to 80% of the adjacent right-of-way width; and
  - c) allow for daylight and privacy on occupied ground floor units by providing appropriate facing distances, building heights, angular planes and step-backs.
5. Mid-rise buildings on corner sites with different right-of-way widths will have building heights along each street edge that relate to their corresponding right-of-way width.
6. Mid-rise buildings on deep sites should be designed to provide and frame accessible and well-proportioned open spaces that have access to sunlight and daylight.

## TALL BUILDINGS

Tall buildings are the most intensive form of growth that come with both opportunities and challenges. When the quality of architecture and site design is emphasized, tall buildings can become important city landmarks, help to make the city's structure visible, and contribute positively to the skyline. By concentrating development on a small part of the site, they can also provide high quality publicly accessible open spaces and areas for community services and amenity.

Tall buildings play a role in achieving residential and office growth ambitions in parts of the Downtown and Central Waterfront and the Centres, as well as other areas across the city. However, not every site is appropriate for a tall building. Tall buildings should only be considered where they can fit into the existing or planned context, and where the site's size, configuration and context allows for the appropriate design criteria to be met.

### Design Charrette

One of the best ways to work through all of the issues associated with a tall building development proposal is to conduct a comprehensive design charrette. A charrette is a multi-day design workshop held on or near the development site during which all of the project stakeholders are assembled to work through a number of design issues. Typically, the developer is responsible for assembling a team consisting of urban designers, architects, landscape architects, urban transportation experts, residents, local business leaders and City staff. The charrette permits a number of design alternatives to be explored very quickly and to receive instant feedback. The charrette culminates in a final presentation during which the alternatives are presented and discussed, and the consensus plan is selected.

### Policies

7. Tall buildings are generally greater in height than the width of the adjacent right-of-way.
8. Tall buildings should typically be designed to consist of three parts – a base, a tower and a top – carefully integrated into a single whole.
9. The base portion of tall buildings should:
  - a) respect and reinforce good street proportion and pedestrian scale; and
  - b) be lined with active, grade-related uses.
10. The tower portion of a tall building should be designed to:
  - a) reduce the physical and visual impacts of the tower onto the public realm;
  - b) limit shadow impacts on the public realm and surrounding properties;
  - c) maximize access to sunlight and open views of the sky from the public realm;
  - d) limit and mitigate pedestrian level wind impacts; and
  - e) provide access to daylight and protect privacy in interior spaces within the tower.
11. Policies 3.1.4.10 a) through 3.1.4.10 e) should be achieved by:
  - a) stepping back the tower from the base building;
  - b) generally aligning the tower with, and parallel to, the street;
  - c) limiting and shaping the size of tower floorplates above base buildings;
  - d) providing appropriate separation distances from side and rear lot lines as well as other towers; and
  - e) locating and shaping balconies to limit shadow impacts.
12. The top portion of a tall building should be designed to:
  - a) integrate roof top mechanical systems into the building design;
  - b) contribute to the surrounding skyline identity and character; and
  - c) avoid up-lighting and excessive lighting.

### 3.1.5 PUBLIC ART

Public art installations, both publicly and privately owned, make walking through the City's streets, open spaces and parks a delight for residents, workers and visitors alike. Public art has broad appeal and can contribute to the identity and character of a place by telling a story about the site's history. It creates a landmark and celebrates the cultural diversity and creativity of our communities. A partnership between the public and private sectors is to be nurtured to transform Toronto into a large public art gallery with installations throughout the City.



## Policies

1. The creation of public art that reflects our cultural diversity and history will be promoted by:
  - a) adopting a Public Art Master Plan;
  - b) promoting the Toronto Public Art Reserve Fund and actively soliciting gifts of cash, and gifts in-kind to the City to implement the Public Art Master Plan;
  - c) encouraging public art initiatives on properties under the jurisdiction of the City, its agencies, boards and commissions;
  - d) dedicating one per cent of the capital budget of all major municipal buildings and structures to public art; and
  - e) encouraging the inclusion of public art in all significant private sector developments across the City.



Public art is a work of art created to beautify a specific space to which the public has access. The public art installation may range from a stand-alone installation to an integrated architectural treatment or landscape design.

As part of the new *Culture Plan*, the City will be adopting a *Public Art Master Plan* that will identify important sites and opportunities for public art installations. To make this dream a reality, the City needs assistance. Toronto needs to promote its Public Art Reserve Fund, contributions to which can be eligible for tax deductions as a gift to a municipality. Public art installations are also community benefits to be considered as part of the Section 37 incentives policies in Chapter Five of this Plan.

## 3.1.6 HERITAGE CONSERVATION

Toronto's cultural heritage can be seen in the significant buildings, properties, districts, landscapes and archaeological sites found throughout the city. Their protection, wise use and management demonstrate the City's goal to integrate the significant achievements of our people, their history, our landmarks, and our neighbourhoods into a shared sense of place and belonging for its inhabitants.

The City's significant heritage properties tell stories about the forces and events that have shaped Toronto. They reveal the City's historical geography; a lakefront terrain carved by rivers and valleys that 11,000 years ago first allowed our First Nations to hunt and fish, and later farm. The Plan policies call for an engagement protocol with First Nations and the Métis for heritage properties and archaeological sites that may be of interest to them, as well as ensuring that information is provided to First Nations and Métis where archaeological resources are found to be First Nations or Métis in origin.

Our cultural heritage includes both the tangible and intangible values and attributes of the distinct towns, villages and cities that have come together to create the Toronto we know today. They enable us to reflect upon the diversity of our communities and neighbourhoods, and our distinct role as a provincial capital. The scale, number and significance of our cultural heritage resources is described in an on-going process of identification, evaluation and preservation that includes a Heritage Register and a comprehensive mapping of the City's archaeologically sensitive areas and sites. The identification of heritage properties that tell our City's stories is an on-going process.

Our heritage properties represent a collective past and their protection, use and adaptive reuse also enrich our daily experience of the City; from commuting through Union Station and dining at the Distillery District, to hiking the Humber River and Rouge Valleys, which were important trade routes and the sites of large and vibrant

First Nations settlements. We celebrate communally in squares in front of the Scarborough and North York Civic Centres and City Hall. Consciously or unconsciously, our heritage resources are part of our daily experience of our City.

Cultural Heritage is an important component of sustainable development and place making. The preservation of our cultural heritage is essential to the character of this urban and liveable city that can contribute to other social cultural, economic and environmental goals of the City. As a result, heritage conservation is integrated within the policies in many other sections of this Official Plan. The heritage policies of this Plan not only promote the preservation of important heritage buildings and structures but also the public views of them for the enjoyment of Torontonians. Schedule 4 describes the significance of each of the views of important heritage properties shown on Maps 7A and 7B.

The conservation of natural heritage is also an important element of heritage conservation in Toronto. The Official Plan provides for the conservation of Toronto's urban forest, ravines and river valleys in policies protecting the Natural Heritage System contained in Section 3.4 and Map 9 of the Plan. The conservation of important heritage resources includes those policies protecting Toronto's Natural Heritage Areas.

As Toronto continues to grow and intensify this growth must recognize and be balanced with the ongoing conservation of our significant heritage properties, views, natural heritage system, and landscapes. In this context, the regulatory tools available to the City will be used to conserve the significant cultural heritage values and attributes of our heritage properties. Conservation of cultural heritage resources not only enriches our lives, it is an important shared responsibility and a prominent civic legacy that we must leave for future generations.

### Policies

1. The Heritage Register will be maintained by the City Clerk, or his or her designate and will include all properties and Heritage Conservation Districts of cultural heritage value or interest that are designated under Parts IV and V of the *Ontario Heritage Act*, and will include all non-designated properties that have been identified through consultation with the City's heritage committee and approved by Council for their inclusion. The Heritage Register will be publicly accessible.
2. Properties and Heritage Conservation Districts of potential cultural heritage value or interest will be identified and evaluated to determine their cultural heritage value or interest consistent with provincial regulations, where applicable, and will include the consideration of cultural heritage values including design or physical value, historical or associative value and contextual value. The evaluation of cultural heritage value of a Heritage Conservation District may also consider social or community value and natural

Criteria for evaluating the potential Cultural Heritage Value of proposed Heritage Conservation Districts are included in Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference.

or scientific value. The contributions of Toronto's diverse cultures will be considered in determining the cultural heritage value of properties on the Heritage Register.

3. Heritage properties of cultural heritage value or interest properties, including Heritage Conservation Districts and archaeological sites that are publicly known will be protected by being designated under the *Ontario Heritage Act* and/or included on the Heritage Register.
4. Properties on the Heritage Register will be conserved and maintained consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada*, as revised from time to time and as adopted by Council.
5. Proposed *alterations*, development, and/or public works on or adjacent to, a property on the Heritage Register will ensure that the *integrity* of the heritage property's cultural heritage value and attributes will be retained, prior to work commencing on the property and to the satisfaction of the City. Where a Heritage Impact Assessment is required in Schedule 3 of the Official Plan, it will describe and assess the potential impacts and mitigation strategies for the proposed alteration, development or public work.
6. The adaptive re-use of properties on the Heritage Register is encouraged for new uses permitted in the applicable Official Plan land use designation, consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada*.
7. Prior to undertaking an approved *alteration* to a property on the Heritage Register, the property will be recorded and documented by the owner, to the satisfaction of the City.
8. When a City-owned property on the Heritage Register is no longer required for its current use, the City will demonstrate excellence in the *conservation*, maintenance and compatible adaptive reuse of the property.
9. When a City-owned property on the Heritage Register is sold, leased or transferred to another owner, it will be designated under the *Ontario Heritage Act*. A Heritage Easement Agreement will be secured and monitored, and public access maintained to its heritage attributes, where feasible. This policy may not apply to City-owned properties in Heritage Conservation Districts that are not considered to be individually *significant*.
10. A heritage management plan will be adopted by Council. The heritage management plan will be a comprehensive and evolving strategy for the identification, conservation and management of all properties on the Heritage Register, unidentified and potential heritage properties.
11. A protocol will be developed to co-ordinate and direct actions of the City and its agents in the event that a property on the Heritage Register is threatened by an emergency such as a fire, flood, willful damage or other unanticipated events. This protocol will address the *conservation* of the heritage property once the primary life and safety objectives of evacuating and ensuring public safety have been completed.

Commemoration and interpretation programs that recognize various cultural or ethnic groups can add to the overall understanding of the City's lost sites, including co-operation with First Nations in programs commemorating and interpreting sites of importance. This may include, among others, programs such as the emerging moccasin identifier program.

12. Designated heritage properties will be protected against deterioration by neglect through the enforcement of heritage property standards by-laws.
13. In collaboration with First Nations, Métis and the Provincial Government, the City will develop a protocol for matters related to identifying, evaluating and protecting properties and *cultural heritage landscapes* on the Heritage Register, archaeological sites and artifacts where they may be of interest to First Nations or Métis.
14. Potential and existing properties of cultural heritage value or interest, including *cultural heritage landscapes* and Heritage Conservation Districts, will be identified and included in area planning studies and plans with recommendations for further study, evaluation and *conservation*.

### RAISING HERITAGE AWARENESS

15. The development of neighbourhood heritage initiatives will be encouraged to promote an understanding of local history and how our neighbourhoods and open spaces have evolved.
16. Properties on the Heritage Register and publicly known archaeological sites and artifacts will be promoted through educational programs, museums, local celebrations and other programming opportunities.
17. Commemoration of lost historical sites will be encouraged whenever a new private development or public work is undertaken in the vicinity of historic sites, such as those where major historical events occurred, important buildings or landscape features have disappeared or where important cultural activities have taken place. Interpretation of existing properties on the Heritage Register will also be encouraged.

### INCENTIVES

18. Incentives for the *conservation* and maintenance of designated heritage properties will be created and made available to heritage property owners.
19. *Conservation* and maintenance of designated heritage properties funded in whole or in part through incentives such as grants, tax rebates or other mechanisms will achieve excellence in conservation, consistent with Council adopted standards and guidelines.
20. Publicly funded institutions such as universities, schools and hospitals will be required to enter into a Heritage Easement Agreement as a condition of accepting heritage conservation or maintenance incentives.
21. Additional gross floor area may be permitted in excess of what is permitted in the Zoning By-law for lands designated *Mixed Use Areas, Regeneration Areas, Employment Areas, Institutional Areas* or *Apartment Neighbourhoods* for a heritage building or structure on a designated heritage property that is part of a new development, provided that:
  - a) the application includes the *conservation* of a heritage building or structure on a property designated under the *Ontario Heritage Act*;



- b) additional gross floor area specifically provided through this policy will not exceed that of the heritage building or structure being retained;
- c) the additional floor area will not detract from the heritage property and will not conflict with any other Official Plan policies;
- d) excellence in the *conservation* of the values, attributes, character and three-dimensional *integrity* of the heritage property including the buildings or structures thereon is achieved and additional density will not be granted for the incorporation of facades or isolated building elements into new development;
- e) where the property is within a Heritage Conservation District, the proposed development conforms to the Heritage Conservation District plan and/or any guidelines for that district; and
- f) the *conserved* heritage building or structure is protected in a Heritage Easement Agreement and the agreement and necessary by-laws are enacted prior to approval of the site plan for the entire development.

#### HERITAGE IMPACT ASSESSMENTS

- 22. Heritage Impact Assessment will address all applicable heritage conservation policies of the Official Plan and the assessment will demonstrate *conservation* options and mitigation measures consistent with those policies. A Heritage Impact Assessment shall be considered when determining how a heritage property is to be *conserved*.
- 23. Heritage Impact Assessment will evaluate the impact of a proposed *alteration* to a property on the Heritage Register, and/or to properties *adjacent* to a property on the Heritage Register, to the satisfaction of the City.
- 24. Heritage Impact Assessment will be required for the proposed *demolition* of a property on the Heritage Register. Where *demolition* of a property adjacent to a property on the Heritage Register is proposed, the City may require a study on the implications of the *demolition* on the structural integrity of the property on the Heritage Register.
- 25. In addition to a Heritage Impact Assessment, the City may request a Heritage Property Conservation Plan to address in detail the *conservation* treatments for the subject heritage property. The City may also request a Heritage Interpretation Plan to promote a heritage property or area, to the public.

#### DEVELOPMENT ON PROPERTIES ON THE HERITAGE REGISTER

- 26. New construction on, or *adjacent* to, a property on the Heritage Register will be designed to *conserve* the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact on it.
- 27. Where it is supported by the cultural heritage values and attributes of a property on the Heritage Register, the *conservation* of whole or substantial portions of buildings, structures and landscapes on those properties is desirable and encouraged. The retention of facades alone is discouraged.

Heritage Impact Assessments enable the City to obtain information about the potential impacts a development or *alteration* may have on a property on the Heritage Register. A Heritage Impact Assessment shall consider and have regard for the property's cultural heritage values and attributes as identified by Council and will provide a basis for establishing how impacts may be mitigated or avoided, whether the impacts are acceptable, and how the cultural heritage values and attributes will be *conserved*.

#### Heritage Property Conservation Plan

A Heritage Property Conservation Plan is a detailed technical description of how the conservation strategy contained in an approved Heritage Impact Assessment will be implemented. It may also be requested to assist in the review of complex restoration projects. The conservation plan is expected to build on the information provided in the HIA. It generally contains, but is not limited to, the following:

- a) a description of the approved conservation strategy as contained in a referenced HIA, including treatments and principles to be applied to the cultural heritage resources being conserved;
- b) identification of any proposed changes to previously approved strategies;
- c) detailed scope of work including an updated condition assessment, all necessary technical and engineering studies or reports, architectural and restoration plans and drawings, and a full written description of proposed interventions accompanied by a detailed cost estimate;
- d) a strategy for the monitoring and protection of the heritage property, and adjacent heritage properties, during construction;
- e) schedule for conservation work, inspection, maintenance, and phases;
- f) sign guidelines and plans, lighting plans and detailed landscape plans, as required by the City; and
- g) recommendations for short or long term maintenance and the qualifications for anyone responsible for conservation work.

Council has adopted *Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference* for the study and planning of all Heritage Conservation Districts in the City.

28. The owner of a designated heritage property will be encouraged to enter into a Heritage Easement Agreement where the City considers additional protection beyond designation desirable due to the location, proposed *alteration*, and/or the nature of that property.
29. Heritage buildings and/or structures located on properties on the Heritage Register should be *conserved* on their original location. However, where it is supported by the cultural heritage values and attributes of a property on the Heritage Register a heritage building may be relocated within its property or development site where:
  - a) the heritage building or structure is not attached to or adjoining another building or structure;
  - b) the location, orientation, situation or view of the heritage building is not identified in the Official Plan or as a cultural heritage value or attribute of the property, and/or the proposed relocation will not negatively affect the cultural heritage values or attributes of the property;
  - c) the portion of the heritage building or structure that contains the identified cultural heritage values and attributes is being *conserved* in its entirety and will not be demolished, disassembled and/or reconstructed;
  - d) the relocation on site does not conflict with any applicable Heritage Conservation District plans;
  - e) a Heritage Property Conservation Plan is submitted that demonstrates that the *removal* and relocation of the building or structure within its existing property will not pose any physical risk to the heritage building and/or structure, its cultural heritage values and attributes, to the satisfaction of the City; and
  - f) these and any other related conditions are secured in a Heritage Easement Agreement prior to *removal* and relocation on site.

### HERITAGE CONSERVATION DISTRICTS

30. Potential Heritage Conservation Districts will be identified and evaluated to determine their significance and cultural heritage values, in a Heritage Conservation District study. Heritage Conservation Districts that have been evaluated to be *significant* for their cultural heritage value will be designated and *conserved*.
31. Heritage Conservation District studies and plans will, among other things:
  - a) be conducted in accordance with Council adopted guidelines and terms of reference;
  - b) include protocols for amendment and periodic review; and
  - c) include provisions addressing the relationship between the Heritage Conservation District Plan and the Official Plan and provincial policy within the context of the Heritage Conservation District Plan's directions for *conserving* the cultural heritage values and character of the Heritage Conservation District, its attributes, and the properties within it, including but not limited to identifying any required changes to the Official Plan and zoning by-law.

32. Impacts of site *alterations*, developments, municipal improvements, and/or public works within or *adjacent* to Heritage Conservation Districts will be assessed to ensure that the *integrity* of the districts' heritage values, attributes, and character are *conserved*. This assessment will be achieved through a Heritage Impact Assessment, consistent with Schedule 3 of the Official Plan, to the satisfaction of the City.
33. Heritage Conservation Districts should be managed and *conserved* by approving only those *alterations*, additions, new *development*, *demolitions*, removals and public works in accordance with respective Heritage Conservation District plans.

### ARCHAEOLOGICAL RESOURCES

34. The Archaeological Management Plan will be implemented and maintained to manage archaeological resources and areas of archaeological potential.
35. Development and site *alteration* will be permitted on lands containing archaeological resources or areas of archaeological potential only where the archaeological resources have been assessed, documented and *conserved*. Any *alterations* to known archaeological sites will only be performed by licensed archaeologists.
36. Preservation in situ is the preferred *conservation* strategy for an archaeological site. Where mitigative measures and/or alternative development approaches would not feasibly allow for in situ *conservation*, archaeological resources may be subject to excavation whereby the information and artifact assemblages are safeguarded in an alternative location, to the City's satisfaction.
37. Where an archaeological site or resource is found to have cultural heritage value, and is being *conserved*, in situ *conservation* should be secured in a heritage easement agreement.
38. Upon receiving information that lands proposed for development may include archaeological resources or constitute an area of archaeological potential, the owner of such land will undertake studies by a licensed archaeologist to:
  - a) assess the property in compliance with Provincial Standards and Guidelines for Consulting Archaeologists, and to the satisfaction of the City;
  - b) assess the impact of the proposed development on any archaeological resources;
  - c) identify methods to mitigate any negative impact that the proposed development may have on any archaeological resources, including methods of protection on-site or interpretation and curating; and
  - d) provide to the City a Provincial concurrence letter recognizing the completion of the Archaeological Assessment where one is issued by the Province.
39. Where archaeological resources are encountered or documented, as part of a development application or public work, and found to be First Nations or Métis in origin:

Mitigation of identified physical and visual impacts may be achieved by the implementation of recommendations set out in a Heritage Property Conservation Plan or Heritage Impact Assessment and can include considerations such as scale, massing, materials, height, building orientation and location relative to the heritage property.

The City will establish a citywide guideline for identifying and evaluating potential *cultural heritage landscapes* prior to including individual *cultural heritage landscapes* on the Heritage Register or designating them under the *Ontario Heritage Act*. Such a guideline will be adopted by Council and will include direction for the clear delineation of the boundaries of cultural heritage landscapes at the time of their listing or designation, as appropriate.

Views of prominent heritage properties are important. Those views can support the prominence and surroundings of heritage properties, and raise awareness of them. The view of a heritage property may also support or relate to the cultural heritage values and attributes of a property on the Heritage Register, where this is documented in a designation bylaw or view study.

- a) the City will provide a copy of the Stage 1 and 2 Archaeological Assessment report(s) to those First Nations or Métis with the closest cultural affiliation as identified by the City to those resources, and in whose traditional territories the archaeological resources were found prior to the development proceeding;
  - b) engagement by the proponent and their licensed archaeologist with the First Nation or Métis with the closest cultural affiliation as identified by the City and in whose traditional territory the *significant* archaeological resources are situated, should occur to obtain input on appropriate *conservation* or interpretation approaches; and
  - c) publicly owned lands with *significant* archaeological resources of First Nations or Métis origin may be deemed not suitable for development.
40. Archaeological discoveries, and their cultural narratives, should be interpreted for the public through innovative architectural and/or landscape architectural design, public art installations, or other public realm projects associated with the site.
41. The City will provide a repository to take possession of all archaeological artifacts and records of archaeological assessment activities undertaken in the City, for the purpose of maintenance, research and exhibition.
42. The City may require an Archaeological Assessment for marine archaeological remains and artifacts, to be conducted by a licensed marine archaeologist, when a development is proposed in the water or along the waterfront and/or shoreline.

### CULTURAL HERITAGE LANDSCAPES

43. Potential *cultural heritage landscapes* will be identified and evaluated to determine their significance and cultural heritage values. *Significant cultural heritage landscapes* will be included on the Heritage Register and/or designated under either Part IV or Part V of the *Ontario Heritage Act*.

### VIEWS OF HERITAGE PROPERTIES

The policies for the protection of views to heritage properties of this section should also be read with specific regard for the view policies in Section 3.1.1 of this Plan, where applicable.

44. The view to a property on the Heritage Register as described in Schedule 4 will be conserved unobstructed where the view is included on Map 7a or 7b.
45. The Queens Park Legislative Assembly, Old City Hall and City Hall are public ceremonial sites of exceptional importance and prominence. Protection of views from the public realm to these three properties, identified on Maps 7a and 7b, will include the prevention of any further intrusions visible above and behind the building silhouette, as well as protecting the view to the buildings from any further obstruction. The identified views from the public realm, to and beyond these properties, will be *conserved*.
46. A Heritage Impact Assessment may be required where a development application may have an impact on a view described on



Schedule 4, Section A as a heritage building, structure or landscape identified on Map 7a or 7b, to the satisfaction of the City. Views identified on Maps 7a and 7b may also need to be assessed for their potential cultural heritage value.

#### HERITAGE PLACES OF WORSHIP

47. Religious heritage properties constitute a substantial portion of the City's cultural and architectural heritage. Those religious heritage properties that remain in active use for worship purposes will be subject to the policies of this Section of the Plan which, in the event of any conflict, will take precedence over the other policies of this Plan.
48. Religious properties may be listed on the Heritage Register and designated under Parts IV and V of the *Ontario Heritage Act*. The designating by-law will be consistent with the policies of this Official Plan.
49. The liturgical elements of any religious heritage property in active use for worship will be excluded from the heritage conservation provisions of this Plan. For the purposes of this section, "liturgical element" means a building element, ornament or decoration that is a symbol or material thing traditionally considered by a religious organization to be part of the rites of public worship.
50. Faith groups will advise the City as to the identified liturgical elements to be identified in the designating by-law.
51. So long as the place of worship remains in active use for religious purposes interior alterations related to the rites of worship including removal, alteration or installation of structures, fixtures and/or liturgical elements will not be subject to the heritage policies of this Plan.
52. If a heritage review is required for the interior alterations not related to the rites of worship it will be undertaken by the City and faith groups with the mutual goal of conserving the property's cultural heritage values and respecting and protecting the faith group's rites of worship.
53. The City will, in consultation with faith groups, establish a protocol to implement these policies.

The Ontario Heritage Toolkit: Heritage Places of Worship is a useful reference document for making decisions about how to approach the protection and alteration of places of worship included on the Heritage Register. The City, in consultation with faith groups, will establish a protocol for the protection of places of worship with cultural heritage value.

### Heritage Conservation Definitions

For the purposes of Section 3.1.6 the following definitions will apply:

**Adjacent:** means those lands adjoining a property on the Heritage Register or lands that are directly across from and near to a property on the Heritage Register and separated by land used as a private or public road, highway, street, lane, trail, right-of-way, walkway, green space, park and/or easement, or an intersection of any of these; whose location has the potential to have an impact on a property on the heritage register; or as otherwise defined in a Heritage Conservation District Plan adopted by by-law.

**Alteration:** is any change to a property on the Heritage Register in any manner including its restoration, renovation, repair or disturbance, or a change, *demolition* or *removal* of an *adjacent* property that may result in any change to a property on the Heritage Register.

**Conserved:** means the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained under the *Ontario Heritage Act*. This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment and/or Heritage Impact Assessment. Mitigative measures and/or alternative development approaches can be included in these plans and assessments. Conservation and conserve have corresponding meanings.

**Cultural Heritage Landscape:** a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Aboriginal community. The area may involve features such as structures, spaces, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association. Examples may include, but are not limited to, heritage conservation districts designated under the *Ontario Heritage Act*, villages, parks, gardens, battlefields, mainstreets and neighbourhoods, cemeteries, trailways, viewsheds, natural areas and industrial complexes of heritage significance, and areas recognized by federal or international designation authorities (e.g. a National Historic Site or District designation, or a UNESCO World Heritage Site).

**Demolition:** is the complete destruction of a heritage structure and property from its site, including the disassembly of structures and properties on the Heritage Register for the purpose of reassembly at a later date.

**Integrity:** as it relates to a heritage property or an archaeological site/resource, is a measure of its wholeness and intactness of the cultural heritage values and attributes. Examining the conditions of integrity requires assessing the extent to which the property includes all elements necessary to express its cultural heritage value; is of adequate size to ensure the complete representation of the features and processes that convey the property's significance; and the extent to which it suffers from adverse affects of development and/or neglect. Integrity should be assessed within a Heritage Impact Assessment.

**Removal:** is the complete and permanent dislocation of a heritage resource from its site, including relocation of structures to another property.

**Significant:** in regard to cultural heritage and archaeology, resources that have been determined to have cultural heritage value or interest for the important contribution they make to our understanding of the history of a place, an event, or a people.

## 3.2 THE HUMAN ENVIRONMENT

Strong communities are the foundation of a healthy city. It is necessary for the economic health of our cities to have communities where Torontonians are engaged, children are valued, diversity is celebrated and residents have equitable access to housing, support services and recreational opportunities. Vibrant and healthy communities are a defining element of the human ecology of a city, where each of us is connected to and affected by, the welfare of our neighbours.

Over time, the Plan's land use strategy will influence the pattern of development that affects access to open space, jobs, housing opportunities, food, public transit and services. Other development policies addressing housing, community services and facilities, parks and open space, and the arts are needed in support of that strategy and to ensure that our future is one of social interaction, integration and well-being.

### 3.2.1 HOUSING

Adequate and affordable housing is a basic requirement for everyone. Where we live and our housing security contribute to our well-being and connect us to our community. Current and future residents must be able to access and maintain adequate, affordable and appropriate housing. The City's quality of life, economic competitiveness, social cohesion, as well as its balance and diversity depend on it.

Specific policies are needed when a particular kind of housing, whether it be type, tenure or level of affordability, is not sufficiently supplied by the market to meet demand or maintain diversity in the housing stock. Housing gains are needed through new supply and, where new supply is inadequate, existing housing must be maintained.

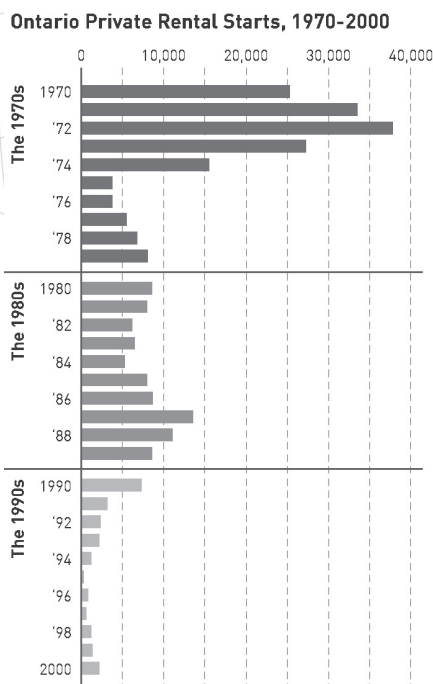
The current production of ownership housing, especially condominium apartments, is in abundant supply. What is needed is a healthier balance among high rise ownership housing and other forms of housing, including purpose-built rental housing, affordable rental housing and affordable low-rise ownership housing for larger households with children and multi-family households. Policies, incentives and assistance are needed in order to respond to the City's unmet housing needs, especially mid-range and affordable rental housing. More than half of Toronto households rent, yet little new affordable rental housing is being built.

We need to address four areas:

- **Stimulating production of new private sector rental housing supply**  
All levels of government need to do all they can to create a business environment in which private rental housing, especially at affordable and mid-range rents, is an attractive investment. This includes federal and provincial tax reform as well as the provision

A Municipal Housing Statement will be prepared regularly and will outline recent housing activity and trends, identify housing needs, as one basis for an action plan to meet those needs.

# CHAPTER THREE



A healthy supply of rental housing is critical to attracting residents and business

of municipal incentives.

- **Preserving what we have**

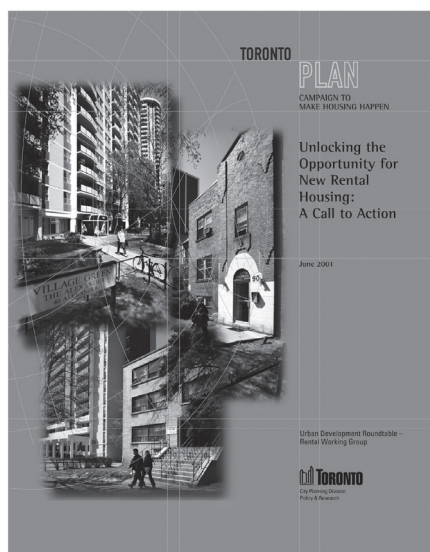
As long as there is insufficient new supply to meet the demand for rental housing, our existing stock of affordable rental housing is an asset that must be preserved. In this sense, rental housing is not unlike our heritage buildings - we need to do all we can to prevent the loss or deterioration of units.

- **Making efficient and effective use of the City's own housing resources to achieve a range of housing objectives**

The private sector cannot meet the housing needs of our most vulnerable populations or those in need of rent-geared-to-income housing. Our social housing stock is aging and making better use of these resources will present both challenges and opportunities in the coming decades.

- **Working in partnership to take advantage of emerging opportunities**

Addressing many of the City's housing challenges will require working in partnership with the other levels of government as well as the private and non-profit sectors. We must be positioned to take advantage of key opportunities, especially senior government housing supply programs, to encourage new affordable and social housing production.



## Policies

1. A full range of housing, in terms of form, tenure and affordability, across the City and within neighbourhoods, will be provided and maintained to meet the current and future needs of residents. A full range of housing includes: ownership and rental housing, affordable and mid-range rental and ownership housing, social housing, shared and/or congregate-living housing arrangements, supportive housing, emergency and transitional housing for homeless people and at-risk groups, housing that meets the needs of people with physical disabilities and housing that makes more efficient use of the existing housing stock.
2. The existing stock of housing will be maintained, improved and replenished. The City will encourage the renovation and retrofitting of older residential apartment buildings. New housing supply will be encouraged through intensification and infill that is consistent with this Plan.
3. Investment in new rental housing, particularly affordable rental housing, will be encouraged by a co-ordinated effort from all levels of government through implementation of a range of strategies, including effective taxation, regulatory, administrative policies and incentives.
4. Where appropriate, assistance will be provided to encourage the production of affordable housing either by the City itself or in combination with senior government programs and initiatives, or by senior governments alone. Municipal assistance may include:
  - a) in the case of affordable rental housing and in order to achieve a

- range of affordability, measures such as: loans and grants, land at or below market rates, fees and property tax exemptions, rent supplement and other appropriate assistance; and
- b) in the case of affordable ownership housing provided on a long term basis by non-profit groups, especially affordable low rise family housing, measures such as: land at or below market rate, fees exemption and other appropriate forms of assistance with priority given to non-profit and non-profit co-operative housing providers.
5. Significant new development on sites containing six or more rental units, where existing rental units will be kept in the new development:
    - a) will secure as rental housing, the existing rental housing units which have affordable rents and mid-range rents; and
    - b) should secure needed improvements and renovations to the existing rental housing to extend the life of the building(s) that are to remain and to improve amenities, without pass-through costs to tenants. These improvements and renovations should be a City priority under Section 5.1.1 of this Plan where no alternative programs are in place to offer financial assistance for this work.
  6. New development that would have the effect of removing all or a part of a private building or related group of buildings, and would result in the loss of six or more rental housing units will not be approved unless:
    - a) all of the rental housing units have rents that exceed mid-range rents at the time of application, or
    - b) in cases where planning approvals other than site plan are sought, the following are secured:
      - i. at least the same number, size and type of rental housing units are replaced and maintained with rents similar to those in effect at the time the redevelopment application is made;
      - ii. for a period of at least 10 years, rents for replacement units will be the rent at first occupancy increased annually by not more than the Provincial Rent Increase Guideline or a similar guideline as Council may approve from time to time; and
      - iii. an acceptable tenant relocation and assistance plan addressing the right to return to occupy one of the replacement units at similar rents, the provision of alternative accommodation at similar rents, and other assistance to lessen hardship, or
    - c) in Council's opinion, the supply and availability of rental housing in the City has returned to a healthy state and is able to meet the housing requirements of current and future residents. This decision will be based on a number of factors, including whether:
      - i. rental housing in the City is showing positive, sustained improvement as demonstrated by significant net gains in the supply of rental housing including significant levels of production of rental housing, and continued projected net gains in the supply of rental housing;

Since adopting the *Final Report of the Mayor's Homelessness Action Task Force* in 1999, the City has taken action to encourage the production of new rental housing, including more affordable rental housing. These actions have included a "housing first" policy for surplus municipal lands, the establishment of a Capital Revolving Fund for Affordable Housing and a Let's Build Program, a new multi-residential property tax rate, and exemptions of fees and charges for new affordable non-profit rental housing and a Municipal Housing Facility By-law. Council also enacted a by-law permitting second suites in single and semi-detached houses across the City.

In addition to the City's actions, there needs to be a significant shift in the policy and the tax environment to ensure a well performing housing market that provides an adequate level of new supply, healthy vacancy rates and stable rents. The market cannot fully respond under the current circumstances. Recognizing that a co-ordinated approach is needed involving all levels of government, as well as the private and nonprofit sectors, Council endorsed a *Rental Action Plan* in July 2001.

This *Rental Action Plan*, developed in consultation with rental builders and investors, identified a range of measures to encourage both private and non-profit rental production. The Action Plan calls on the Federal Government to address a range of taxation and mortgage insurance issues. The focus of provincial actions are taxation, regulatory matters, and the need for outreach and education. The Action Plan also identifies steps for the City of Toronto, such as allowing for more housing, including rental housing.



- ii. the overall rental apartment vacancy rate for the City of Toronto, as reported by the Canada Mortgage and Housing Corporation, has been at or above 3.0 per cent for the preceding four consecutive annual surveys;
  - iii. the proposal may negatively affect the supply or availability of rental housing or rental housing sub-sectors including affordable units, units suitable for families, or housing for vulnerable populations such as seniors, persons with special needs, or students, either in the City, or in a geographic sub-area or a neighbourhood of the City; and
  - iv. all provisions of other applicable legislation and policies have been satisfied.
- 7. Redevelopment of social housing properties, including those which propose a mix of housing including varying levels of rental assistance, varying housing types and forms and/or the inclusion of affordable ownership housing options, that would have the effect of removing a social housing building or related group of buildings containing one or more social housing units, will secure:
  - a) full replacement of the social housing units;
  - b) replacement social housing units at rents similar to those at the time of the application, including the provision of a similar number of units with rents geared to household income; and
  - c) an acceptable tenant relocation and assistance plan addressing provision of alternative accommodation for tenants at similar rents, including rent-geared-to-income subsidies, right-of-first-refusal to occupy one of the replacement social housing units and other assistance to mitigate hardship.
- 8. The conversion to condominium, or the severance or subdivision, of any building or related group of buildings, containing six or more rental housing units will not be approved unless:
  - a) all of the rental housing units have rents that exceed mid-range rents at the time of application; or
  - b) in Council's opinion, the supply and availability of rental housing in the City has returned to a healthy state and is able to meet the housing requirements of current and future residents. This decision will be based on a number of factors, including whether:
    - i. rental housing in the City is showing positive, sustained improvement as demonstrated by significant net gains in the supply of rental housing including significant levels of production of rental housing, and continued projected net gains in the supply of rental housing;
    - ii. the overall rental apartment vacancy rate for the City of Toronto, as reported by the Canada Mortgage and Housing Corporation, has been at or above 3.0 per cent for the preceding four consecutive annual surveys;
    - iii. the proposal may negatively affect the supply or availability of rental housing or rental housing sub-sectors including affordable units, units suitable for families, or housing for vulnerable populations such as seniors, persons with special needs, or students, either in the City, or in a geographic sub-area or a neighbourhood of the City; and

- iv. all provisions of other applicable legislation and policies have been satisfied.
9. Large residential developments provide an opportunity to achieve a mix of housing in terms of types and affordability. On large sites, generally greater than 5 hectares in size:
- a) a minimum of 30 per cent of the new housing units will be in forms other than single-detached and semi-detached houses, such as row housing, triplexes and multi-unit residential buildings; and
  - b) in accordance with and subject to Section 5.1.1 of this Plan where an increase in height and/or density is sought, the first priority community benefit will be the provision of 20 per cent of the additional residential units as affordable housing. This affordable housing contribution may take the form of affordable housing constructed on-site or the conveyance of land in the development to the City for the purpose of affordable housing, or, at the discretion of the City:
    - i. with the agreement of the developer, affordable housing units constructed near the development site or elsewhere in the City;
    - ii. the conveyance of land to the City for the purpose of affordable housing near the proposed development site; or
    - iii. cash in lieu for the purpose of constructing affordable housing in or near the proposed development site.
10. Second units will be encouraged in order to increase the supply and availability of rental housing across the city and within neighbourhoods. Second units may be provided within a primary dwelling in a detached or semi-detached house or townhouse. Second units may also be provided within a building that is ancillary to a detached or semi-detached house or townhouse where it can be demonstrated that it will respect and reinforce the existing physical character of the neighbourhood.
11. New development in areas where dwelling rooms, such as those in rooming houses, are permitted that would have the effect of removing all or part of a private building or related group of buildings, and would result in the loss of six or more dwelling rooms will not be approved unless:
- a) all of the dwelling rooms have rents that exceed dwelling room tier 2 mid-range rents at the time of application, or
  - b) in cases where planning approvals other than site plan are sought, the following are secured:
    - i. at least the same amount of residential gross floor area is replaced and maintained as dwelling rooms or rental bachelor units;
    - ii. any available replacement housing not occupied by returning tenants will be offered to eligible households, as approved by Council;
    - iii. for a period of at least 15 years, the rents for replacement dwelling rooms and replacement rental bachelor units will be similar to the dwelling room rents in effect at the time the development application is made, or at Dwelling room tier 1 or tier 2 affordable rent or dwelling room tier 1 or tier 2 mid-



Infill townhouses keep families in the City

Second units are self-contained residential units subordinate to a primary dwelling, in which both kitchen and bathroom facilities are provided. Second units may also be referred to as a secondary suite, basement apartment, accessory apartment, coach house or laneway suite. Second units within ancillary buildings will have regard for matters such as: ensuring compatible height, massing and scale; maintaining adequate privacy, sunlight and sky views; and providing direct and safe access to meet fire and emergency service requirements.

range rent as applicable based on the dwelling room rents in effect at the time the development application is made if there is no returning tenant, with the rent at first occupancy increased annually by not more than the Provincial Rent Increase Guideline or a similar guideline as Council may approve from time to time; and

- iv. an acceptable tenant relocation and assistance plan addressing the right to return to occupy the replacement housing at similar rents, the provision of alternative accommodation at similar rents, and other assistance to lessen hardship.
- c) Notwithstanding policies b.i and b.iii, the City will seek opportunities to secure the provision of additional replacement rental dwelling rooms or replacement rental units to achieve at least the same number of existing dwelling rooms lost and to secure rents for replacement housing for a period of at least 49 years; or
- d) in Council's opinion, the supply and availability of low-end of market rental housing in the City has returned to a healthy state and is able to meet the housing requirements of current and future residents. This decision will be based on a number of factors, including whether:
  - i. low-end of market rental housing in the City is showing positive, sustained improvement as demonstrated by significant net gains in the supply of low-end of market rental housing including significant levels of production of low-end of market rental housing, and continued projected net gains in the supply of low-end of market rental housing;
  - ii. the overall rental apartment vacancy rate for the City of Toronto, as reported by the Canada Mortgage and Housing Corporation, has been at or above 3.0 per cent for the preceding four consecutive annual surveys;
  - iii. the proposal may negatively affect the supply or availability of dwelling rooms or rental housing sub-sectors including affordable units, units suitable for families, or housing for vulnerable populations such as seniors, persons with special needs, or students, either in the City, or in a geographic sub-area or a neighbourhood of the City; and
  - iv. all provisions of other applicable legislation and policies have been satisfied.
- 12. New development that would have the effect of removing all or part of a private building or related group of buildings, and would result in the loss of one or more rental units or dwelling rooms will not be approved unless an acceptable tenant relocation and assistance plan is provided to lessen hardship for existing tenants.
- 13. New development containing residential units and subject to an inclusionary zoning by-law, outlined in Section 5.1.8 of this Plan, will not be approved unless:
  - a) for development that is located in IZ Market Area 1 identified on Map 37:
    - i. if a condominium development is proposed, a minimum of 10 percent of the total new residential gross floor area shall be

## CHAPTER THREE

- secured as affordable ownership housing or a minimum of 7 percent of the total new residential gross floor area shall be secured as affordable rental housing; or
  - ii. if a purpose-built rental development is proposed, there is no minimum requirement for affordable rental housing;
  - b) for development that is located in IZ Market Area 2 identified on Map 37:
    - i. if a condominium development is proposed, a minimum of 8 percent of the total new residential gross floor area shall be secured as affordable ownership housing or a minimum of 6 percent of the total new residential gross floor area shall be secured as affordable rental housing; or
    - ii. if a purpose-built rental development is proposed, there is no minimum requirement for affordable rental housing;
  - c) for development that is located in IZ Market Area 3 identified on Map 37:
    - i. if a condominium development is proposed, a minimum of 7 percent of the total new residential gross floor area shall be secured as affordable ownership housing or a minimum of 5 percent of the total new residential gross floor area shall be secured as affordable rental housing; or
    - ii. if a purpose-built rental development is proposed, there is no minimum requirement for affordable rental housing;
  - d) the affordable housing shall be secured at affordable rents or affordable ownership prices for a period of at least 99 years from the date of first residential occupancy of the unit; and
  - e) the unit mix of the affordable housing reflects the market component of the development, as appropriate, to achieve a balanced mix of unit types and sizes and support the creation of affordable housing suitable for families.
14. The requirements for affordable housing outlined in Policy 3.2.1.13 will not be applied by the City until the later of September 18, 2022 or approval of a Protected Major Transit Station Area by the Minister pursuant to the *Planning Act*.
15. The affordable rental housing required in Policy 3.2.1.13 a) i. will increase by 1.5 percent, b) i. will increase by 1 percent, and c) i. will increase by 0.5 percent per year beginning January 1, 2025 and until January 1, 2030. Affordable ownership housing requirements will be set at one point four times the affordable rental housing requirements.
16. Beginning January 1, 2026, the minimum affordable rental housing required in Policy 3.2.1.13 a) ii. and b) ii. will be set at 5 percent for development located in IZ Market Area 1 and 3 percent for development located in IZ Market Area 2.

IZ market areas are determined based on the following indicators: resale prices and escalation, new condominium prices and escalation, new rental prices, residential development activity and financial impact viability. These areas will be reviewed at least every 5 years as part of the update to the Inclusionary Zoning Assessment Report.

### Housing Definitions

**Rental housing** is a building or related group of buildings containing one or more rented residential units, including vacant units that have been used for rented residential purposes, and units that are being or have last been used for rented residential purposes in equity co-operative or co-ownership housing, but does not include condominium-registered or life-lease units.

**Rental property** means the land upon which rental housing is located.

A **related group of buildings** are buildings that are under the same ownership and on the same parcel of land as defined in section 46 of the Planning Act, as may be amended from time to time or form part of the same development application.

**Affordable rental housing** and **affordable rents** means housing where the total monthly shelter cost (gross monthly rent including utilities – heat, hydro and hot water – but excluding parking and cable television charges) is at or below one times the average City of Toronto rent, by unit type (number of bedrooms), as reported annually by the Canada Mortgage and Housing Corporation.

**Affordable ownership housing** is housing which is priced at or below an amount where the total monthly shelter cost (mortgage principal and interest – based on a 25-year amortization, 10 per cent down payment and the chartered bank administered mortgage rate for a conventional 5-year mortgage as reported by the Bank of Canada at the time of application – plus property taxes calculated on a monthly basis) equals the average City of Toronto rent, by unit type, as reported annually by the Canada Mortgage and Housing Corporation. Affordable ownership price includes GST and any other mandatory costs associated with purchasing the unit.

**Mid-range rents** are the total monthly shelter costs which exceed affordable rents but fall below one and one-half times the average City of Toronto rent, by unit type, as reported annually by Canada Mortgage and Housing Corporation.

**Social housing** refers to rental housing units which are owned by a non-profit housing corporation, including housing provided by non-profit housing co-operatives to their members, and which are produced or funded under government programs providing comprehensive funding or financing arrangements, whether or not in partnership with municipal government.



**Dwelling room** means a room used as living accommodation that is available for rent and that is not self-contained. A dwelling room may contain private sanitary facilities or cooking facilities, but not both. A dwelling room, for the purposes of this policy, excludes living accommodation exempted from the application of the *Residential Tenancies Act*, or successor legislation.

**Dwelling room tier 1 affordable rents** means rent that is 60 percent or lower of the average City of Toronto rent for a bachelor unit, as reported annually by the Canada Mortgage and Housing Corporation.

**Dwelling room tier 2 affordable rents** means rent that is between 61 percent and 80 percent of the average City of Toronto rent for a bachelor unit, as reported annually by the Canada Mortgage and Housing Corporation.

**Dwelling room tier 1 mid-range rents** means rent that is between 81 percent and 100 percent of the average City of Toronto rent for a bachelor unit, as reported annually by the Canada Mortgage and Housing Corporation.

**Dwelling room tier 2 mid-range rents** means rent that is between 101 percent and 120 percent of the average City of Toronto rent for a bachelor unit, as reported annually by the Canada Mortgage and Housing Corporation.

### Inclusionary Zoning Definitions

For the purposes of Section 3.2.1.13, 3.2.1.14, 3.2.1.15 and 3.2.1.16, the following definitions will apply:

**Affordable rental housing** and **affordable rents** means housing where the total monthly shelter cost (gross monthly rent, inclusive of utilities for heat, hydro, hot water and water) is at or below the lesser of one times the average City of Toronto rent, by dwelling unit type, as reported annually by the Canada Mortgage and Housing Corporation, or 30 percent of the before-tax monthly income of renter households in the City of Toronto as follows:

- a) studio units: one-person households at or below the 50th percentile income;
- b) one-bedroom units: one-person households at or below the 60th percentile income;
- c) two-bedroom units: two-person households at or below the 60th percentile income; and
- d) three-bedroom units: three-person households at or below the 60th percentile income.

**Affordable ownership housing** and **affordable ownership prices** means housing where the purchase price (which for new units is inclusive of Harmonized Sales Tax payable by the purchaser) is at or below an amount where the total monthly shelter cost (mortgage principal and interest – based on a 25-year amortization, 10 per cent down payment and the mortgage rate for a conventional 5-year mortgage as reported by the Bank of Canada in January of the applicable year, and a mortgage insurance premium – plus property taxes calculated on a monthly basis based on the purchase price, and standard condominium fees) is affordable, based on paying no more than 30 percent of before-tax monthly income, to all households in the City of Toronto as follows:

- a) studio units: households at or below the 30th percentile income;
- b) one-bedroom units: households at or below the 40th percentile income;
- c) two-bedroom units: households at or below the 50th percentile income; and
- d) three-bedroom units: households at or below the 60th percentile income.

### 3.2.2 COMMUNITY SERVICES AND FACILITIES

Addressing the quality of life and health and well-being of Toronto's communities requires effective and co-ordinated planning, the involvement of all human services sectors and investment in a comprehensive social infrastructure. Social infrastructure includes the whole system of government and community resources, programs, facilities and social networks that contribute to people's health, safety, mobility and wellbeing. Strategic investment in social infrastructure encourages greater levels of equity, equality, access, participation and social cohesion across the City and within communities.

Locally-delivered community services also form part of the essential support to people living and working in Toronto and are the building blocks of our neighbourhoods. These community services are as important to the City's future as "hard" services like sewer, water, roads and transit.

For the City and local agencies to deliver services and meet community needs, they require ready access to community service facilities such as community and recreation centres, arenas, community health clinics, community gardens and publicly funded schools and libraries, located across the City and within neighbourhoods.

An existing network of community facilities provides a strong foundation upon which to build. Preserving and improving access to facilities in established neighbourhoods and providing for a full range of community services and facilities in areas experiencing major or incremental physical growth, is a responsibility to be shared by the



Community services contribute to our quality of life



## CHAPTER THREE

City, public agencies and the development community. Making the best use of what we have, promoting shared use and shared responsibility and preparing for growth and change are hallmarks of a strong future.

The City's ability to grow wisely depends on responding in a timely way to the demand for new or additional services and facilities generated as the population grows. To ensure this kind of timely response, a standard component of local community planning must be a strategy setting out the facilities required to expand the capacity of local service providers.

### Policies

1. Adequate and equitable access to community services and local institutions will be encouraged by:
  - a) providing and preserving local community service facilities and local institutions across the City dedicated to this purpose;
  - b) improving and expanding local community service facilities and local institutions in established neighbourhoods that are under or poorly served; and
  - c) ensuring that an appropriate range of community services and facilities and local institutions are provided in areas of major or incremental physical growth.
2. Keeping surplus schools for community service purposes will be pursued where the need for such facilities has been identified as a priority. Where this is not feasible, alternate uses of closed schools must be compatible with the surrounding neighbourhood and should provide City residents with continued access to school playgrounds and playing fields.
3. Shared use of multi-service facilities will be encouraged. Shared use of municipal and/or school facilities, places of worship and lands for community service purposes will be particularly encouraged. The addition of other uses on school sites, including other community service facilities, residential units or office space, is permitted provided all uses can be adequately accommodated.
4. Council recognizes that schools are an integral community resource that serve not only as learning institutions but also as socio-cultural centres and a source of valuable community open space. The City will encourage and promote the shared use of schools, parks and public open space. The City will consider acquiring publicly owned school sites, shown on Map 7, for parks and open space purposes should they no longer be needed as learning institutions.
5. Strategies for providing new social infrastructure or improving existing community service facilities will be developed for areas that are inadequately serviced or experiencing major growth or change and will be informed through the preparation of a community services strategy, which will include:
  - a) a demographic profile of area residents;
  - b) an inventory of existing services within the area, or readily accessible to area residents;



The Waterfront School, The City School, St. Stephen's Waterfront Child Care Centre and Waterfront Neighbourhood Centre all share the same building

### Toronto Children's Charter

The *Toronto Children's Charter* adopted by Council summarizes the rights and freedoms to which all Toronto children are entitled, and the City's responsibility to ensure that its most vulnerable residents have access to a fair share of society's resources.

Based on the entitlements in the *Charter*, a Report Card is issued each year assessing the overall wellbeing of the city's children. A companion Annual Action Plan is submitted to Council during the budget process to assist the City in meeting its responsibilities to children. The Official Plan plays a role in advancing the *Charter's* principles, particularly related to availability and access to services, adequate housing and other basic needs that must be fulfilled to achieve a healthy and good quality of life.

## CHAPTER THREE

### Community Services Strategies

Community services strategies, developed in consultation with local residents, service providers and other stakeholders will be initiated in instances where large scale development or major changes in land use are being contemplated. They may also be initiated in response to significant demographic or social change within an identified area. The needs of children and youth require special attention in the development of all community services strategies.

- c) identification of existing capacity and service gaps in local facilities;
  - d) identification of local priorities;
  - e) recommended range of services and co-location opportunities; and
  - f) identification of funding strategies including, but not limited to, funds secured through the development approval process, the City's capital and operating budgets and public/private partnerships.
6. Community services strategies and implementation mechanisms will be required for residential or mixed use sites generally larger than 5 hectares and all new neighbourhoods, in order to inform the range of facilities needed to support development.
  7. The inclusion of community services facilities will be encouraged in all significant private sector development across the City through development incentives and public initiatives.

### 3.2.3 PARKS AND OPEN SPACES

Our exceptional system of green spaces helps make Toronto a healthy and liveable City. The City's *Green Space System*, made up of parks and open spaces, the natural heritage system and a variety of privately managed but publicly accessible spaces, is an integral part of our quality of life and social well-being. It provides opportunities for recreation, relaxation and experiencing nature in peace and quiet and contributes to Toronto's competitive advantage as a place to invest.

Our parks, open spaces and natural areas are a diverse and complex system. From local and district parks to the large City parks that punctuate the City's waterfront and river valleys; from parks offering passive respite to those that bustle with active recreation and cultural opportunities; from schoolyards to cemeteries to urban plazas; from trails to mid-block connections; and community gardens; each piece of the system adds value to the whole.

As Toronto grows and changes, the parks and open space system will need to expand. But our green infrastructure is no different than our roads and sewers. Maintenance and reinvestment in what we have is as important to city-building and our quality of life as adding new land to the inventory. Whether expanding the system, or improving and maintaining it, the challenge is to do so in a way that considers not only the diversity and complexity of the parks and open space system, but also considers the diverse and complex needs of people and neighbourhoods across the City and the physical and financial constraints on our ability to expand.





## Policies

1. Toronto's system of parks and open spaces will continue to be a necessary element of city-building as the City grows and changes. Maintaining, enhancing and expanding the system requires the following actions:
  - a) adding new parks and amenities, particularly in growth areas and maintaining, improving and expanding existing parks;
  - b) designing high quality parks and their amenities to promote user comfort, safety, accessibility and year-round use and to enhance the experience of "place", providing experiential and educational opportunities to interact with the natural world;
  - c) protecting access to existing publicly accessible open spaces, as well as expanding the system of open spaces and developing open space linkages; and
  - d) promoting and using private open space and recreation facilities, including areas suitable for community or allotment gardening, to supplement the City's parks, facilities and amenities.
2. Parkland acquisition strategies, including decisions about whether to accept parkland or cash as a condition of development, will take into account a range of factors:
  - a) amount of existing parkland as illustrated on Maps 8(A) and (B);
  - b) parkland characteristics and quality;
  - c) providing safe, stimulating and engaging play spaces for children;
  - d) existing natural features of the site;
  - e) existing amenities and facilities;
  - f) population change, demographic and social characteristics;
  - g) anticipated development;
  - h) amount of publicly accessible open space;
  - i) opportunities to link parks and open spaces;
  - j) urban form; and
  - k) land availability and cost.

The City's park planning areas are shown on Map 8(C). The information on Map 8(B) for these park planning areas will be used to require, wherever possible, that new parkland be provided when development occurs in areas of low parkland provision.

3. The effects of development from adjacent properties, including additional shadows, noise, traffic and wind on parks and open spaces will be minimized as necessary to preserve their utility.
4. All development will be subject to the dedication of 5 per cent of lands for parks purposes for residential development and 2 per cent for all other uses unless the alternative parkland dedication rate applies.
5. An alternative parkland dedication rate of 0.4 hectares per 300 units will be applied to proposals for residential development and for the residential portion of mixed use development as follows:
  - a) the development proposal is in a priority area where Council has identified a need for parkland and enacted an Alternative Parkland Dedication By-law;

## Types of Parks

In January 2002, Council endorsed the Parkland Acquisition Strategic Directions Report to guide the acquisition of new parkland by the City. That report organized the City's parkland system into two primary categories as follows: *Local Parkland*, which is primarily intended to serve communities within a reasonable walking distance; and *City-wide Parkland*, which is intended to serve residents from across the City. These broad categories of parkland can be further divided into four park types as follows:

### Local Parkland

**Parkettes:** Generally smaller parks with seating and other passive recreation amenities.

**Local Parks:** Parks that offer a range of neighbourhood-oriented passive and active recreational opportunities.

### City-wide Parkland

**District Parks:** Generally larger, complex parks that draw population from beyond the local community and contain general and specialized passive and recreational opportunities.

**City Parks:** Parks that provide unique or specialized passive and active recreation amenities, which draw users from across the City.



- b) for sites less than 1 hectare in size, the parkland dedication will not exceed 10 per cent of the development site, net of any conveyances for public road purposes;
  - c) for sites 1 hectare to 5 hectares in size, the parkland dedication will not exceed 15 per cent of the development site, net of any conveyances for public road purposes;
  - d) for sites greater than 5 hectares in size, the parkland dedication will not exceed 20 per cent of the development site, net of any conveyances for public road purposes;
  - e) in no case will the parkland dedication, cash-in-lieu, or combination thereof, be less than 5 per cent of the development site or the value of the development site, net of any conveyances for public road purposes;
  - f) where the size, shape or location of the proposed parkland is deemed by Council to be unsuitable for parks or public recreation purposes, Council may require cash-in-lieu. The value of cash-in-lieu will not exceed:
    - i. 10 per cent of the value of the development site, net of any conveyances for public road purposes, for sites less than 1 hectare in size;
    - ii. 15 per cent of the value of the development site, net of any conveyances for public road purposes, for sites 1 hectare to 5 hectares in size; and
    - iii. 20 per cent of the value of the development site, net of any conveyances for public road purposes, for sites over 5 hectares in size;
  - g) to maximize opportunities to obtain parkland, the dedication of land is preferred to a dedication of cash-in-lieu, especially on sites 1 hectare or greater in size;
  - h) any payment of cash-in-lieu of land to be conveyed through the alternative rate provision in excess of 5 per cent of the site area will be used to acquire parkland that is accessible to the area in which the development is located or to improve parks in the vicinity of the development; and
  - i) this alternative parkland dedication will not be applied by the City until January 1, 2008. For any complete building permit application that complies with applicable zoning, received prior to January 1, 2008, the City will apply the alternative parkland dedication of the predecessor municipal Official Plan. A complete building permit application is considered to be an application submitted to the Chief Building Official for an above grade building permit which substantially complies with all technical requirements of the *Building Code Act* and includes the payment of all applicable fees. Any Alternative Parkland Dedication By-law enacted by the City prior to January 1, 2008 will conform to these transition policies.
6. The specific combination of land and/or cash-in-lieu of land will be determined by the City as part of the consideration of each specific proposal. In areas of low parkland provision, being the lowest two quintiles shown on Map 8(B), priority will be given to the creation or improvement of parkland that, wherever possible, is located in

or accessible to the park planning area in which the development providing the required parkland contribution is located.

7. Where on-site parkland dedication is not feasible, an off-site parkland dedication that is accessible to the area where the development site is located may be substituted for an on-site dedication, provided that:
  - a) the off-site dedication is a good physical substitute for any on-site dedication;
  - b) the value of the off-site dedication is equal to the value of the on-site dedication that would otherwise be required; and
  - c) both the City and the applicant agree to the substitution.
8. The location and configuration of land to be conveyed should:
  - a) be free of encumbrances unless approved by Council;
  - b) be sufficiently visible and accessible from adjacent public streets to promote the safe use of the park;
  - c) be of a usable shape, topography and size that reflects its intended use;
  - d) be consolidated or linked with an existing or proposed park or green space or natural heritage system where possible; and
  - e) meet applicable Provincial soil regulations and/or guidelines for residential/parkland uses.
9. Any previously authorized agreements for use of the alternative parkland dedication rate legally in effect at the time of adoption of the Plan are deemed to comply with this Plan.



Gibson Square is part of a development in North York Centre

### 3.3 BUILDING NEW NEIGHBOURHOODS

Once a decision has been made to develop an area as a new neighbourhood, a comprehensive planning framework is required. New neighbourhoods will usually need new infrastructure, streets, parks and local services to support new development and connect it with the surrounding fabric of the City. They must also function as communities, not just housing. The general approach to planning new neighbourhoods follows, but more detailed guidance will be found in other parts of the Plan.

#### Policies

1. New neighbourhoods will have a comprehensive planning framework reflecting the Plan's city-wide goals as well as the local context. The framework should include:
  - a) the pattern of streets, development blocks, open spaces and other infrastructure, including adequate space for planting of trees;
  - b) the mix and location of land uses;
  - c) a strategy to provide parkland and to protect, enhance or restore natural heritage;



A new community on the old Maclean Hunter site fits with the existing neighbourhood

### The Natural Heritage System and Inventory

Toronto's natural heritage system is an evolving mosaic that integrates the following features and functions:

- significant landforms and physical features, including drumlins and the Lake Iroquois shorecliff;
- watercourses and hydrological features and functions;
- the riparian zone which encompasses the aquatic habitat adjacent to the watercourse that is essential to a healthy stream;
- valley slopes and floodplains;
- terrestrial natural habitat types, including forest, wetland, successional, meadow, and beaches and bluffs;
- significant aquatic features and functions;
- vegetation communities and species of concern; and
- significant biological features that are directly addressed by Provincial policy, such as Areas of Natural and Scientific Interest.

The natural heritage system is illustrated on Map 9, which is not a statutory map. When development is proposed on or near lands shown as part of the natural heritage system, the proposed development's impact on the system is to be evaluated and an impact study may be required. As part of the evaluation, the natural heritage features on or near the property in question and their location will be more precisely defined.

- d) a strategy to provide community services and local institutions;
  - e) a strategy to provide affordable housing;
  - f) a strategy for energy conservation, peak demand reduction, resilience to power disruptions and small local integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage;
  - g) a strategy for stormwater management and water conservation; and
  - h) a strategy for waste management.
2. New neighbourhoods will be viable as communities. They should have:
    - a) a community focal point within easy walking distance of the neighbourhood's residents and workers;
    - b) a fine grain of interconnected streets and pedestrian routes that define development blocks;
    - c) a mix of uses and a range of building types;
    - d) high quality parks, community recreation centres, open space and public buildings; and
    - e) services and facilities that meet the needs of residents, workers and visitors.
  3. New neighbourhoods will be carefully integrated into the surrounding fabric of the City. They will have:
    - a) good access to transit and good connections to the surrounding streets and open spaces;
    - b) uses and building scales that are compatible with surrounding development;
    - c) community services and parks that fit within the wider system; and
    - d) a housing mix that contributes to the full range of housing.

## 3.4 THE NATURAL ENVIRONMENT

Strong communities and a competitive economy need a healthy natural environment. Clean air, soil and water and abundant trees, parks and open spaces, underlie our health and well-being and attract people to work and invest in the City. Building the City while protecting and enhancing the natural environment is the aim of good stewardship. The natural environment is complex. It does not recognize boundaries and there are limits to the stresses resulting from human activity that it can absorb. To be good stewards of the natural environment we must acknowledge that it has no boundaries and we must respect its limits.

By promoting growth in locations and in forms that support the use of transit, we will reduce energy consumption and air pollution caused by auto use. Through better sustainable design and construction practices we can save energy and reduce the impacts of stormwater run-off. Environmental considerations must also be part of our everyday

decision making because interaction with the environment is constant. The impacts of growth on the natural environment must be anticipated and assessed if we are to have a healthy environment.

The impacts of a changing climate need to be fully considered in new development and redevelopment activities, in our stewardship of the natural environment and in infrastructure planning and watercourse management. Future weather studies undertaken by the City indicate an expected increase in the magnitude and frequency of heat waves and intense precipitation events. The weather changes associated with climate change must inform new ways of planning and design to promote a healthy natural environment and safe, resilient communities.

Human settlement has dramatically changed the landscape of Toronto. Our remaining natural heritage features and functions require special attention. They are an evolving mosaic of natural habitats that supports the variety of nature in the City and provide important ecosystem functions. The City's significant natural heritage features and functions are shown as the natural heritage system on Map 9. The natural heritage system is important to the City, both within and beyond our boundaries, and needs to be protected for the long term. It is made up of areas where protecting, restoring and enhancing the natural features and functions should have high priority in our city-building decisions. We must be careful to assess the impacts of new development in areas near the natural heritage system. The size of this adjacent impact zone will vary across the City, depending on the local characteristics of the natural heritage system and adjacent areas. The natural heritage system shown on Map 9 is an evolving natural system that may grow beyond these boundaries. There are other areas with natural heritage value that are not shown on the map. As well, there may be other such areas in the future that will have to be identified and protected.

The urban forest is essential to the City's character. More than three million trees dominate our ravines, line our boulevards and beautify our parks. They provide shade and habitat, help clean the air, contribute to the green links between our streets, neighbourhoods, employment areas and parks, and support ecosystem diversity. City-building and development pressures, however, can create a difficult environment in which to sustain the urban forest canopy. We must not only protect the existing urban forest, but also enhance it, especially by planting native trees and trees that increase canopy coverage and diversity, or other non-invasive species where urban conditions may limit the survival of native species.

Protecting Toronto's natural environment and urban forest should not be compromised by growth, insensitivity to the needs of the environment, or neglect. To this end, proposals for new development may need to be accompanied by a study assessing their impact on the natural environment. We must also be ready to seize opportunities to restore, enhance and extend the natural heritage system through new developments or partnerships with other agencies and institutions.

### The Natural Heritage System and Inventory (continued)

The City of Toronto and the Toronto and Region Conservation Authority have developed an Inventory, as part of a Natural Heritage Study, which identifies and contains data on the various components of the natural heritage system and provides strategic direction for improving the natural ecosystem and increasing biodiversity. This inventory information, and any other relevant information provided through impact studies, will be made public, subject to statutory constraints, and used to evaluate development proposals and identify priority locations where the system should be protected, restored and enhanced.

The City has undertaken a program of further study and fieldwork to confirm and identify areas within the natural heritage system that are particularly sensitive and require additional protection to preserve their environmentally significant qualities. These areas are shown on Map 12A. Most provincially significant wetlands and areas of natural and scientific interest that have been identified by the Province are shown on Map 12B. Where development is proposed adjacent to these areas, their boundaries will be more precisely determined and any negative impacts will be identified through an impact study as referred to in Policy 12.

Further study and fieldwork will continue to update and refine the natural heritage system inventory and assist in identifying strategic directions for improving natural ecosystems, promoting biodiversity and increasing resiliency.



Effects of stormwater runoff on Lake Ontario



### Watercourse and Infrastructure Management

Watercourses have significant erosive forces which can cause damage to valley lands and subsurface infrastructure. Rebuilding portions of water courses, using natural channel systems principles, increases their stability and protects public safety and infrastructure. Valley lands may also contain important City infrastructure such as gravity based waste water collection systems, which require maintenance and expansion to protect public health and serve population growth.

All of these works are carried out in accordance with provincial, federal and TRCA requirements and are designed to restore and enhance, where feasible, the natural features and functions of the ravines and valley lands.

### Biodiversity

Biodiversity refers to the rich variety of life forms and the critical roles they play within varied ecosystems. Ecological health is related to healthy biodiversity. The greater the biodiversity of a defined geographic area, the greater the ecological health and resiliency of that area. Policies protecting and enhancing the natural heritage system are a key pillar of biodiversity conservation within Toronto. The biodiversity found in small green spaces, street trees, green roofs, community gardens, hydro corridors, cemeteries, and backyards also play an important role in our urban ecosystem. The City of Toronto's Biodiversity Series provides detailed information on the flora and fauna found in the City, fostering awareness and stewardship of local biodiversity.

This Plan looks at the natural environment as a series of "layers". The natural heritage system shown on Map 9 is one layer and hazard lands regulated by the Toronto Region and Conservation Authority are another. In turn, the policies for the *Green Space System* and the *Parks and Open Space Areas* designation provide a clearer guide to the limits on development contemplated for some key elements of the natural environment.

### Policies

1. To support strong communities, a competitive economy and a high quality of life, public and private city-building activities and changes to the built environment, including public works, will be environmentally friendly, based on:
  - a) protecting and improving the health of the natural ecosystem, by:
    - i. minimizing air, soil and water pollution;
    - ii. recognizing rainwater and snowmelt as a resource to improve the health of Toronto's watercourses and the near shore zones of Lake Ontario;
    - iii. managing the quantity and improving the quality of stormwater and groundwater infiltration and flows;
    - iv. cleaning-up contaminated soils, sediment, groundwater, watercourses and buildings;
    - v. mitigating the unacceptable effects of noise and light; and
    - vi. minimizing the release and proliferation of invasive species and mitigating their impacts;
  - b) sustaining, restoring and enhancing the health and integrity of the natural ecosystem, supporting biodiversity in the City and targeting ecological improvements, paying particular attention to:
    - i. locations of habitat for native flora and fauna, both terrestrial and aquatic;
    - ii. water and sediment quality;
    - iii. ground and surface water contributions to natural features;
    - iv. landforms, ravines, watercourses, wetlands and the shoreline and associated biophysical processes;
    - v. natural linkages between the natural heritage system and other green spaces;
    - vi. seasonal movements of migration species;
    - vii. opportunities for additional habitat provided by the built environment; and
    - viii. the potential impacts of a changing climate on biodiversity and ecosystem health;
  - c) addressing environmental stresses caused by the consumption of natural resources, by reducing:
    - i. the amount of solid waste requiring disposal in landfill and by promoting programs for reducing, reusing, recycling and composting;
    - ii. consumption of water and generation of wastewater;
    - iii. energy consumption and greenhouse gas emissions; and
    - iv. reliance on carbon-based fuels for energy;



- d) preserving and enhancing the urban forest by:
    - i. providing suitable growing environments for trees;
    - ii. increasing tree canopy coverage and diversity, especially of long-lived native and large shade trees; and
    - iii. regulating the injury and destruction of trees;
  - e) reducing the risks to life, health, safety, property, and ecosystem health that are associated with flooding, unstable slopes, erosion and contaminated lands and considering the potential impacts of climate change that may increase the risk associated with natural hazards;
  - f) reducing the adverse effects of stormwater and snow melt based on a hierarchy of watershed-based wet weather flow practices which recognize that wet weather flow is most effectively managed where it falls, supplemented by conveyance, then end-of-pipe solutions;
  - g) protecting, improving or restoring the quality and quantity of water and drinking water sources; and
  - h) promoting green infrastructure to complement infrastructure.
2. New development will include stormwater management in accordance with best management practices. This should include source control and on-site facilities to manage stormwater where rain and snow fall, and to ensure it does not produce a net increase in stormwater flows or degrade stormwater quality. On-site facilities are not always feasible, in which case alternative management solutions will be considered.
  3. A study will be required, when appropriate, to assess a proposed development's impact on the natural environment and propose measures to reduce negative impacts on and where possible improve, the natural environment.
  4. Abandoned wells will be properly decommissioned, and subsurface construction activities near sensitive surface and groundwater features will minimize impacts on groundwater flows.
  5. **[Decision by O.L.T. not yet determined:** Development is prohibited within the floodplain, except for buildings and structures in *Special Policy Areas* shown on Maps 10 and 11, which must be protected from flooding to at least the 350-year flood level. **]**
  6. Areas within the floodplain may only be used for activities that:
    - a) retain existing topography;
    - b) protect, restore or improve existing natural features and functions;
    - c) do not result in unacceptable risks to life or property; and
    - d) minimize the need to mitigate and remediate floods, erosion and damage to the natural ecosystem.
  7. Utilities or services may be located within, or cross the floodplain, including:
    - a) transportation and above-ground utilities, which may be permitted only to cross the floodplain if there is no reasonable alternative; and
    - b) underground utilities, flood or erosion control, stormwater management, and conservation.

### Climate Change Emergency

Climate change is the biggest challenge facing our planet. In October 2019, Council voted unanimously to declare a climate emergency and accelerate efforts to mitigate and adapt to climate change. Council also endorsed a net zero greenhouse gas emissions target that is in line with keeping global average temperature rise below 1.5 degrees Celsius and set the goal for Toronto of becoming net zero before 2050. The declaration reinforces the City's climate action outlined in Transform TO: Climate Action for a Healthy, Equitable and Prosperous Toronto, Toronto's climate action strategy to reduce local greenhouse gas emissions. The Toronto Green Standard plays an important role in reducing greenhouse gas emissions for new development by requiring and incenting sustainable performance measures through the development review process, including a Council approved 'stepped path' to require near zero emissions for new construction by 2030.

### Identifying Hazard Lands

Hazard Lands are areas which because of their susceptibility to flooding or unstable slopes or soils, will be hazardous to life and property if developed. To implement the provincial policy direction of prohibiting development in hazard lands, the floodplain, the top-of-bank and the toe-of-slope have to be identified in different situations and locations across the City. The TRCA reviews technical reports related to flooding or geotechnical slope stability.

The floodplain is the area adjoining a watercourse which has been or may be subject to flooding hazards. In many cases, the side slope of the valley helps to contain floodwaters.

The top-of-bank is the break at the top and the toe-of-slope is the break at the bottom of the side slope of a valley, bluff, or landform that distinguishes them from the surrounding landscape. Where the slope is unstable, the location of the stable top-of-bank will be estimated to allow for future erosion, using a variety of methods, including field investigations and geotechnical studies.

# CHAPTER THREE

## Buffers

Buffers are strips of land that are contiguous to natural features and help to protect its natural features and functions from the negative impacts of adjacent development. Buffers may extend beyond lands required to set back development from natural hazards. Lands set aside for buffers are generally kept in a vegetated state and can include existing vegetated areas and areas that can be vegetated. Buffer widths vary depending on the sensitivity and functions of the natural feature and the proposed development. Buffer widths may be greater than set-backs required from hazard lands. Where development is proposed adjacent to natural features, buffer widths should be established through an impact study. Guidelines will be established to assist in identifying buffer widths.



Floodplain adjacent to the Humber River

## Regulating Hazards

The City has limited discretion in the regulation and management of areas subject to natural hazards. Provincial policy generally directs development to areas outside of hazard lands, especially areas subject to flooding, erosion and dynamic beach hazards. The policy further imposes strict requirements for development that may be permitted in a floodplain.

8. Development will be set back from the following locations by at least 10 metres, or more if warranted by the severity of existing or potential natural hazards:
  - a) the top-of-bank of valleys, ravines and bluffs;
  - b) toe-of-slope of valleys, ravines and bluffs;
  - c) other locations where slope instability, erosion, flooding, or other physical conditions present a significant risk to life or property; and
  - d) other locations near the shoreline which may be hazardous if developed because of flooding, erosion or dynamic beach processes.

Minor additions to existing development, replacement structures and ancillary structures are exempt from this policy.

9. Alteration of the existing slope of a valley, ravine or bluff or shoreline for the purpose of accommodating development will not be permitted.
10. Land below the top-of-bank, or other hazard lands, may not be used to calculate permissible density in the zoning by-law or used to satisfy parkland dedication requirements.
11. Development is generally not permitted in the natural heritage system illustrated on Map 9. Where the underlying land use designation provides for development in or near the natural heritage system, development will:
  - a) recognize natural heritage values and potential impacts on the natural ecosystem as much as is reasonable in the context of other objectives for the area; and
  - b) minimize adverse impacts and when possible, restore and enhance the natural heritage system.
12. Consents to sever land or approval of plans of subdivision will not be permitted for any parcel of land that is entirely within or part of the natural heritage system unless:
  - a) the land is being conveyed to the Toronto and Region Conservation Authority or other public agencies;
  - b) **[Decision by O.L.T. not yet determined:** the land is within an approved *Special Policy Area*]; or
  - c) an assessment of the impacts to the natural heritage system has been satisfactorily completed.
13. All proposed development in or near the natural heritage system will be evaluated to assess the development's impacts on the natural heritage system and identify measures to mitigate negative impact on and/or improve the natural heritage system, taking into account the consequences for:
  - a) terrestrial natural habitat features and functions including wetlands and wildlife habitat;
  - b) known watercourses and hydrologic functions and features;
  - c) significant physical features and land forms;
  - d) riparian zones;
  - e) buffer areas and functions;
  - f) vegetation communities and species of concern; and

- g) aquatic features and functions including the shoreline of Lake Ontario.

To assist this evaluation, an impact study may be required in accordance with guidelines established for this purpose.

14. Areas of land or water within the natural heritage system with any of the following characteristics are particularly sensitive and require additional protection to preserve their environmentally significant qualities:
- a) habitats for vulnerable, rare, threatened or endangered plant and/or animal species and communities that are vulnerable, threatened or endangered within the City or the Greater Toronto Area; or
  - b) rare, high quality or unusual landforms created by geomorphological processes within the City or the Greater Toronto Area; or
  - c) habitats or communities of flora and fauna that are of a large size or have an unusually high diversity of otherwise commonly encountered biological communities and associated plants and animals; or
  - d) areas where an ecological function contributes appreciably to the healthy maintenance of a natural ecosystem beyond its boundaries, such as serving as a wildlife migratory stopover or concentration point, or serving as a water storage or recharge area.

Development or site alteration, with the exception of trails, where appropriate, and conservation, flood and erosion control projects, is not permitted on lands within the natural heritage system that exhibit any of these characteristics. Activities will be limited to those that are compatible with the preservation of the natural features and ecological functions attributed to the areas. New or expanding infrastructure should be avoided unless there is no reasonable alternative, adverse impacts are minimized and natural features and ecological functions are restored or enhanced where feasible. An impact study, as referred to in Policy 12, will be required for any proposed undertaking in those areas not already the subject of an Environmental Assessment under the *Environmental Assessment Act*.

Known areas exhibiting these environmentally significant characteristics are shown on Map 12A. Where these areas extend onto lands above the top of bank which have underlying zoning permissions, the lands may be used to calculate permissible density in the zoning bylaw. An impact study, as referred to in policy 12, will be required for any proposed development adjacent to these areas. Any proposed development will avoid these areas, minimize negative impacts and, when possible, restore and enhance the ecological functions attributed to these areas.

15. Provincially significant natural heritage features will be protected by:
- a) prohibiting development or site alteration in provincially significant wetlands;
  - b) prohibiting development or site alteration in significant portions of the habitat of threatened or endangered species and fish

### Regulating Hazards (continued)

Development is permitted in *Special Policy Areas* which are parts of the community that have historically existed in the floodplain, where stringent control of development would result in significant social and economic hardships to the community and where official plan policies have been approved by both the Ministers of Natural Resources and Forestry and Municipal Affairs and Housing. Large areas of the Portlands and south of Eastern Avenue, Hoggs Hollow near Yonge and York Mills, Rockcliffe Park near Weston and Black Creek and Jane-Wilson are *Special Policy Areas*.

Comprehensive approaches to development, redevelopment or infrastructure projects, such as the lower Don flood protection project, that assist in reducing flood hazard will be encouraged.

The most important documents for managing hazards in Toronto are the Provincial Policy Statement (2014), the Ministry of Natural Resources and Forestry's Technical Guide to River and Stream Systems: Flooding Hazard Limit, and the Toronto and Region Conservation Authority's Development, Interference with Wetlands and Alterations to Shorelines and Watercourses Regulation (Ontario Regulation 166/06), which it administers in accordance with its Living City Policies.

### Managing Wet Weather Flow

Wet weather flow (stormwater and snowmelt) has degraded Toronto's environment as the City has developed, particularly because it pollutes rivers and the lake and also because it causes flooding and erodes the streams and valleys.

A *Wet Weather Flow Management Master Plan* with associated policies and guidelines was developed to improve the way that wet weather flow is handled. This Master Plan provides a broad context from which to review all municipal undertakings and development activities affecting wet weather flow. Its key principles are:

- that rainwater and snowmelt is a valuable resource;
- that wet weather flow should be managed on a watershed basis; and
- that wet weather flow is most effectively managed where it falls, before it enters the sewers, watercourses or the Lake.

## The TRCA: The City's Partner in Managing the Natural Environment

The Toronto and Region Conservation Authority plays an important role in managing Toronto's natural environment. The Authority:

- safeguards, manages and restores watercourses, lakes, woodlands, wetlands and natural habitat;
- protects life and property from flooding and erosion through watershed planning, monitoring and maintenance efforts and its regulation under the *Conservation Authorities Act*; and
- provides educational and recreational opportunities for the public.

The Authority's "Living City" vision focuses on three objectives: healthy watercourses and shorelines; regional biodiversity; and sustainable communities.

The TRCA was a partner in the City's *Natural Heritage Study* which provided the basis for identifying the natural heritage system for the Plan, as well as advancing TRCA's Living City vision. The Plan sets the stage for the City and TRCA to continue its partnership to create a healthy and sustainable integration of natural ecosystems and human communities in the City and the region beyond.

## Toronto Green Roof By-law

Green roofs help reduce the urban heat island effect and associated energy use, manage stormwater runoff, reduce pollutants entering our waterways, improve air quality and beautify our city. Green roofs also provide an opportunity to create habitat and enhance biodiversity in the urban fabric of the City.

The Green Roof By-law has been in effect since January 31, 2010. It requires the construction of green roofs on most types of new large building development. All green roofs in Toronto, including those required under the By-law, are required to meet minimum standards which are defined in the Toronto Green Roof Construction Standard.

habitat, except in accordance with provincial and federal requirements;

- c) only permitting development or site alteration in the following locations if it has been demonstrated, through a study, that there will be no negative impacts on the natural features or the ecological functions for which the area is identified:
  - i. lands adjacent to provincially significant wetlands, or significant portions of the habitat of threatened or endangered species;
  - ii. lands adjacent to fish habitat; and
  - iii. in or on lands adjacent to provincially significant areas of natural and scientific interest, woodlands, valleylands and wildlife habitat; and
- d) avoiding new or expanding infrastructure unless there is no reasonable alternative, negative impacts are minimized and natural features and ecological functions are restored or enhanced where feasible.

Provincially significant wetlands and areas of natural and scientific interest identified by the Province are shown on Map 12B. Where development is proposed adjacent to these areas, their boundaries will be more precisely determined. The Province may identify additional areas to which these policies apply.

16. Protecting, restoring and enhancing the natural heritage system will recognize the joint role of, and opportunities for, partnerships among public and private landowners, institutions and organizations.
17. Lakefilling projects in Lake Ontario will be supported only where:
  - a) the land created will be used for natural habitat, public recreation or essential public works;
  - b) the project has been the subject of an Environmental Assessment which ensures that water quality and quantity and terrestrial and aquatic habitat will be protected or enhanced; and
  - c) the project does not create new or aggravate existing natural hazards.
18. Minor lakefilling activities will be supported only for the purposes of:
  - a) stabilizing slope and shoreline to protect existing development and not to facilitate new development, or intensification or alteration of existing development;
  - b) creating or enhancing aquatic habitat;
  - c) naturalizing the shoreline;
  - d) improving water quality; or
  - e) where appropriate, providing public access to the water's edge.
19. Innovative energy producing options, sustainable design and construction practices and green industry will be supported and encouraged in new development and building renovation through:
  - a) the use of innovative green spaces such as green roofs and designs that reduce the urban heat island effect and enhance urban ecology;



## CHAPTER THREE

- b) innovative methods of stormwater management including stormwater attenuation and re-use and use of green infrastructure;
  - c) advanced water conservation and efficiency methods;
  - d) advanced energy conservation and efficiency technologies and processes that contribute towards an energy neutral built environment including:
    - i. establishing and extending district heating and cooling facilities and connections;
    - ii. renewable energy systems including wind and solar power
    - iii. small local integrated energy solutions such as combined heat and power and energy storage;
    - iv. active and passive design measures that conserve energy and reduce peak demand; and
    - v. back-up power systems to improve resiliency to power interruptions; and
  - e) designs that facilitate waste reduction, recycling and other innovative management technologies and practices.
20. Development, redevelopment and infrastructure that will assist in achieving green house gas emissions reductions, consistent with international, national and municipal targets will be encouraged.
  21. Major facilities such as airports, transportation/rail infrastructure, corridors and yards, waste management facilities and industries and sensitive land uses such as residences and educational and health facilities will be appropriately designed, buffered and/or separated from each other to prevent adverse effects from noise, vibration, odour and other contaminants, and to promote safety. To assist in identifying impacts and mitigative measures, the proponent may be required to prepare studies in accordance with guidelines established for this purpose. The proponent will be responsible for implementing any required mitigative measures.
  22. Redevelopment of large industrial sites, including brownfield sites, should receive special attention to achieve high standards of pollution abatement, green roof technology and/or alternative energy production, such as co-generation, hydrogen energy or renewable energy.
  23. Prior to development occurring on known or potentially contaminated sites, or on sites on or within 500 metres (or within a previously determined area of influence) of a known or suspected former waste disposal site, potential adverse impacts will be identified and assessed through a study, and any measures needed to remediate or mitigate the contamination will be identified and implemented.

**Bird-Friendly**

Toronto is on a major migratory flyway and during the annual spring and fall migration the City experiences a significant influx of migrating birds. Most migrating bird species are unable to adapt to urban conditions and become confused by a combination of the lights and glass of buildings. They are attracted by the lights while flying at night, land and then fly into the glass of buildings which reflect trees and sky in the daytime. Bird 'collisions' or 'strikes' have become a serious issue in Toronto and to address this, the City prepared the *Bird Friendly Development Guidelines* and requires bird-friendly design in all new development subject to site plan approval.

**Light Pollution**

Light pollution in the form of glare, light trespass, over lighting and sky glow can reduce visibility for pedestrians and vehicles and have a negative impact on the health of humans, birds and the natural environment. Light pollution has also drastically limited our view of the stars in the night sky. Properly designed lighting is efficient and effective, providing light exactly where it needs to be for safety and security and results in energy savings and reduced greenhouse gas emissions. Controlling light spillage can also result in darker environments for sleeping, less light at night that may attract migratory birds and less disturbance for fauna in natural areas. Effective lighting improves the quality of urban life for everyone.



*Council's Strategic Plan and the Economic Development Strategy both guide projects to meet the goals of supporting our diverse economic base, creating employment opportunities for Torontonians across the City, bringing new wealth to Toronto through the export of products and services and of improving the City's fiscal position by growing the commercial and industrial assessment base. These goals are also fundamental to the city-building objectives of the Official Plan.*

## 3.5 TORONTO'S ECONOMIC HEALTH

Toronto's diverse economy has been our strength over many years. It has helped us to weather economic downturns and has been the source of opportunities for the incubation of new enterprises. This strong economic base has provided a wealth of opportunity for the City's growing labour force and has been a factor in attracting new residents from elsewhere in Canada and from around the world. Increasing global connectivity of key firms and clusters, along with new economic opportunities and connections brought to Toronto by immigrants from around the world, mean that Toronto's economy is "plugged into" the rest of the world in ways hardly imaginable 30 years ago.

Council has adopted an *Economic Development Strategy* designed to build on our strengths and address weaknesses in our economic outlook. The actions that arise from this Strategy will be revised over time as conditions in markets and in the work force change. What role does the Official Plan play in sustaining and improving Toronto's economic health?

As a plan to guide the long term physical growth of the City, the Official Plan will help create economic opportunity in the way that it directs growth, guides land use activity and the construction of new buildings. It can also improve our economic health by supporting improvements to the foundations of economic competitiveness.

By designating areas suitable for population and job growth, this Plan creates opportunities for development to accommodate diverse business ventures *Downtown*, in the *Centres*, along the *Avenues* and in the *Employment Areas*. By moving away from specialized single-use districts and emphasizing the mixing of urban activities, this Plan sets out flexible and adaptive policies to meet the changing economic conditions of the future and create a vibrant City.

### 3.5.1 CREATING A STRONG AND DIVERSE CIVIC ECONOMY

Toronto's economy is thriving, but continued efforts are required to attract new business and jobs, maintain the diversity of our economic base and maintain a healthy municipal tax base. Policies of the Plan to achieve this include:

- **[Decision by O.L.T. not yet determined:** Promotion of transit-oriented office growth in the *Downtown* and *Central Waterfront*, the *Centres*, and within walking distance of rapid transit stations;]
- Retention of *Employment Areas* exclusively as stable places of business and economic activities;
- Providing locations for the retail commercial and institutional sectors to meet the needs of our City and Region's growing population; and

- **[Decision by O.L.T. not yet determined:** Promoting the cultural sector as an important element of our economy.

Almost half of the City's current jobs, and a majority of its future jobs, are in offices. The Greater Toronto Area could be adding millions of square metres of office space over the coming decades, and, given existing road congestion, it is essential to promote office growth on rapid transit lines throughout the City and Region. The Official Plan directs office growth, and in particular the development of large freestanding office buildings, to the *Downtown* and *Central Waterfront*, the *Centres*, and within 500 metres of rapid transit stations. At the same time, existing office space in these transit-rich areas needs to be sustained, not demolished to make way for new residential buildings. Where a residential development is proposed on sites with over 1000 square metres of employment space in these areas served by rapid transit where residential uses are already permitted, the development must also result in an increase of employment space.]

Toronto's *Employment Areas* have great potential for additional employment growth through the incubation of new business, the nurturing of small business to become large business, attracting new and expanding employment clusters, and intensifying the form of development in our employment lands. To grow employment and investment the Plan promotes, and the City currently provides, both tax incentives and priority processing for new and expanding office buildings and industries. These incentives augment the supports for economic growth in Toronto already provided by: a well-educated and skilled labour force, access to financial capital, a strong research and development sector, advanced communications networks, a dynamic business climate, and an enviable quality of life in safe, inclusive neighbourhoods.

"A cluster is a set of inter-linked private sector industries and public sector institutions, whose final production reaches markets outside of the region. ...An expanding export base - or competitive clusters - is the key to the economic prosperity of the City. In an increasingly open economy, the increasing consumption of certain types of imports is not only inevitable, but is a key aspect of rising living standards. This can only be sustained by rising exports."

*Toronto Competes, Feb. 2000*

## Policies

1. Toronto's economy will be nurtured and expanded to provide for the future employment needs of Torontonians and the fiscal health of the City by:
  - a) maintaining a strong and diverse economic base;
  - b) contributing to a broad range of stable full-time employment opportunities for all Torontonians;
  - c) maintaining a healthy tax base for the City;
  - d) promoting export-oriented employment;
  - e) attracting new and expanding employment clusters that are important to Toronto's competitive advantage;
  - f) offering globally competitive locations for national and international business and offering a wide choice of sites for new business;
  - g) promoting international investment in Toronto;
  - h) providing incubation space for new start-up firms to establish themselves and grow;
  - i) supporting employment and economic development that meets

- the objectives of Toronto's Workforce Development Strategy, including people-based planning and the Vision Statement on Access, Equity and Diversity and promoting infrastructure and support programs to ensure that all Torontonians, particularly equity-seeking groups, such as racialized youth, persons with disabilities, single mothers and new comers, especially refugees, have equitable access to employment opportunities; and
- j) recognizing the full diversity of employment activities that are increasingly taking place in non-traditional employment areas, such as homes and public spaces, and strengthening the necessary regulatory frameworks and policies to support this employment.
2. A multi-faceted approach to economic development in Toronto will be pursued that:
    - a) stimulates transit-oriented office growth in the *Downtown and the Central Waterfront*, the *Centres* and within walking distance of existing and approved and funded subway, light rapid transit and GO stations in other *Mixed Use Areas, Regeneration Areas and Employment Areas*;
    - b) protects *Employment Areas* as stable places of business;
    - c) provides appropriate locations and opportunities for new retail and service establishments;
    - d) encourages the expansion of health and educational institutions, and improving transit access to them; and
    - e) promotes the Cultural Sector as an important element of our civic economy.
  3. A balanced growth of jobs and housing across the City will be pursued to:
    - a) maintain a complete community;
    - b) reduce the need for long distance commuting and lessen regional road congestion; and
    - c) increase the proportion of travel by transit, walking and cycling.
  4. Programs and incentives will be established to grow employment and investment consistent with the policies of this Official Plan, particularly targeting key economic clusters and the development of offices and industries. These programs will include both fiscal incentives and the priority processing of development applications.
  5. Investment on the part of public agencies or through partnership agreements will ensure that key infrastructure will be maintained, improved and extended to support current and future employment needs in the following areas:
    - a) roads and public transit;
    - b) water and sewer lines;
    - c) reliable supply of energy sources including electricity, natural gas, district energy centres and cooling systems;
    - d) telecommunications networks; and
    - e) access to Pearson International and Billy Bishop Airports.
  6. **[Decision by O.L.T. not yet determined:** New office development will be promoted in *Mixed Use Areas and Regeneration Areas* in the *Downtown and Central Waterfront* and *Centres*, and all other *Mixed*

*Use Areas, Regeneration Areas and Employment Areas* within 500 metres of an existing or approved and funded subway, light rapid transit or GO station. Secondary Plans and Site and Area Specific Policies may establish policies providing for minimum standards for commercial development within 500 metres of an existing or approved and funded subway, light rapid transit or GO station.】

7. **[Decision by O.L.T. not yet determined:** Major freestanding office buildings with 10,000 square metres or more of gross floor area, or the capacity for 500 jobs or more, should be located in *Mixed Use Areas, Regeneration Areas and Employment Areas* within the *Downtown and Central Waterfront* and the *Centres*, and/or within 500 metres of an existing or an approved and funded subway, light rapid transit or GO station.】
8. In planning for new subways, light rapid transit and GO routes, the location of established and potential new office concentrations will be considered.
9. **[Decision by O.L.T. not yet determined:** New development that includes residential units on a property with at least 1,000 square metres of existing non-residential gross floor area used for offices is required to increase the non-residential gross floor area used for office purposes where the property is located in a *Mixed Use Area* or *Regeneration Area* within:
  - a) the *Downtown and Central Waterfront*;
  - b) a *Centre*; or
  - c) 500 metres of an existing or an approved and funded subway, light rapid transit or GO train station.

Where site conditions and context do not permit an increase in non-residential office gross floor area on the same site, the required replacement of office floor space may be constructed on a second site, prior to or concurrent with the residential development. The second site will be within a *Mixed Use Area* or *Regeneration Area* in the *Downtown and Central Waterfront*; within a *Mixed Use Area* or *Employment Area* in the same *Centre*; or within 500 metres of the same existing or approved and funded subway, light rapid transit or GO train station.】

10. Universities, colleges and hospitals will be supported in their efforts to better serve residents and businesses throughout the region by:
  - a) creating and advancing research and development alliances;
  - b) creating new enterprises in partnership with the business community on campuses;
  - c) linking to the growth of biomedical and biotechnology enterprises;
  - d) developing the skills of Toronto's labour force as organizational and technological innovations shape economic prospects;
  - e) retaining current institutional lands for future expansion to serve a growing and ageing population within the Greater Toronto Area;
  - f) promoting the design of campuses with a high quality of public realm organized to promote visual and physical links with

- adjacent areas of the City;
- g) connecting major institutions to the network of bicycle routes; and
- h) establishing new universities, colleges and hospitals in locations with access to rapid transit and improving transit services to existing universities, colleges and hospitals not currently served by rapid transit.

### 3.5.2 CREATING A CULTURAL CAPITAL

A great city offers and promotes a vibrant cultural life. It recognizes the contribution the arts make to the quality of life of its residents. For Toronto to become one of the great cities of the 21st century, we will need to nurture leading-edge imagination and build on the strength of our rich diversity of cultural expression. A flourishing cultural life is a magnet attracting new residents to the City and convincing existing residents to stay.

Arts and cultural activities, including expressions of popular culture, crafts and multiculturalism associated with everyday activities, enrich the day-to-day quality of life of Toronto's residents and workers and play an important role in the look and feel of the City, our collective identity and the image we project beyond Toronto's borders. Our cultural industries are also an important sector of our local economy. Strategic municipal support for our cultural capital will contribute to a healthy City economy, promote cultural tourism and help us to be competitive in attracting and keeping businesses, particularly in the relatively mobile knowledge-based industries.

There is a critical role for the City to play in keeping existing and creating new performance venues, studios, rehearsal and administrative spaces, galleries and museums. We can also continue to welcome film production and location filming throughout Toronto. Community arts endeavours in the hundreds of libraries and community, cultural and recreation centres should also be supported in order to provide opportunities for people of all ages and cultural backgrounds to experience arts and cultural activities and explore their creativity. Some of our surplus municipal properties could be dedicated to arts and cultural centres while we encourage other levels of government to do likewise.

#### Policies

1. A full range of arts and cultural activities, from community-based endeavours to nationally prominent institutions, will be promoted and supported in Toronto to express the cultural diversity of our communities.
2. The arts and cultural community will have access to City owned facilities and properties, including surplus properties, for non-profit



community arts performance venues, arts education and training programs, studio, rehearsal, storage and administrative space.

3. The inclusion of new, not-for-profit arts and cultural facilities in development will be promoted through development incentives and public initiatives.
4. The arts and cultural community will be encouraged to participate in local design and beautification efforts.
5. Concentrations of cultural activities will be promoted to create arts districts and corridors that can collectively draw visitors and revitalize communities.
6. Cultural industries and employment are significantly clustered within the *King Spadina Secondary Plan* area, *King Parliament Secondary Plan* area and the Liberty Village Area of the *Garrison Common North Secondary Plan*. Non-residential floor space associated with cultural industries in these areas will be preserved or expanded for cultural industry uses.

The City's *Culture Plan* will position Toronto as a "Creative City", a leading international culture capital. The Official Plan policies support these efforts.

### Cultural Industries

Cultural industries have their origin in individual creativity, skill and talent and have a potential for wealth and job creation through the generation and advancement of intellectual property, including: design, broadcasting, film video and photography, music and the visual and performing arts, publishing, software, computer games and electronic publishing.

## 3.5.3 THE FUTURE OF RETAILING

The pattern of retail activity in Toronto has evolved over time and includes a full spectrum of convenience stores in neighbourhoods, traditional "main street" shopping streets, small plazas, large shopping malls, big box stores and specialty retail districts like Yorkville that are also tourist destinations. The retail sector has seen some dramatic shifts in the past 30 years and there is every reason to believe that the next three decades will see more change. The Plan therefore provides the flexibility for owners and operators of retail properties to adapt to changing circumstances. The population of Toronto is going to grow and the retail sector will continue to evolve to serve that growth. The Plan provides for the continued evolution of the retail sector to serve the growing population in different forms and settings. However, as the population of Toronto grows and our land base remains the same, it is essential to make the best use of available land with retail provided within multi-storey buildings with less emphasis on surface parking.

Regardless of scale or location, it is important for retail development to provide a high quality public realm and private setting with improved public amenities, and to develop in a form that fits with the existing and planned context of the immediate and surrounding areas.

As retail grows in some areas, it may close in others. The impact of the loss of retail commercial space as a result of redevelopment could, in some instances, negatively affect local residents. They may face longer trips, the loss of walkable shopping options, or the loss of an informal meeting place. In other cases the lost retail space may hardly be missed. Its closure may follow underperformance of the space as a result of changes in shopping patterns or demographics in its local market.



Traditional main street shopping



Shopping malls continue to expand and update to keep pace with consumer demands

Downtown Toronto's retail concentration is the most important and largest in the entire GTA. Indeed, at seven per cent of regional sales, the level of retail activity in the Downtown is extraordinarily high by North American standards - Toronto's Downtown places third behind New York (Manhattan) at eleven per cent and downtown Chicago at nine per cent.

*The Future of Downtown Toronto, June 2000*

Development applications and local area studies should address the potential impact of the loss of retail space that serves the daily needs of the local community and consider possible mitigation, including providing replacement retail space as part of the new development. This assessment should consider whether residents will have good access to convenience shopping for essential needs such as food and pharmaceuticals. The replacement of retail space needs to be part of the overall evaluation. At the same time any new retail space should be commercially viable if it is to be included in the new development, and in some circumstances it may make sense to provide the replacement space in addition to the amount of space for other uses that would be needed to make the development viable.

Many plazas, malls and arterial roads which previously had permissions for only commercial uses are designated as *Mixed Use Areas* to permit residential uses as an alternative to, or to support, existing retail space and to implement the reurbanization goals of this Plan. Major shopping centres can continue to expand for retail purposes or develop as areas of mixed use.

### Policies

1. A strong and diverse retail sector will be promoted by:
  - a) permitting a broad range of shopping opportunities for local residents and employees in a variety of settings;
  - b) supporting specialty retailing opportunities that attract tourists to, and residents of, the Greater Toronto Area;
  - c) encouraging and supporting effective business associations in retailing areas;
  - d) supporting retail opportunities in a form that promotes pedestrian and transit use; and
  - e) encouraging stores selling fresh food in areas currently lacking pedestrian access to fresh food.
2. To support the public realm and built form objectives of this Plan, development applications and local area studies that include retail uses are encouraged to provide:
  - a) retail development of a type, density and form that is compatible with the existing and planned context of the area;
  - b) retailing in more intensive formats; and
  - c) connections to the PATH system in the *Downtown* and other grade separated public walkways associated with subways which complement and extend the system of public streets.
3. Street related retail at the base of larger developments with a fine grain of entrances and/or articulation of storefronts should be provided in *Centres*, on streets adjacent to higher order transit, on *Avenues*, and on important pedestrian streets to promote pedestrian use. Where existing retail buildings have been set back with parking between the building and the public street or sidewalk, new street-related retail infill development is encouraged to be constructed adjacent to the public sidewalk to promote pedestrian and transit use.

4. Retail development on large sites should be designed to promote street related retail, promote pedestrian and transit use and limit traffic impacts on existing neighbourhoods and employment uses by:
  - a) dividing the large site with public streets, private streets, lanes and/or shared driveways, where appropriate, to create appropriately scaled development blocks;
  - b) providing safe and comfortable pedestrian connections between the retail stores, the parking areas and the public sidewalks at the edge of the site;
  - c) providing safe and comfortable pedestrian connections between retail developments on adjacent sites;
  - d) locating and designing development to frame and support the public realm; and
  - e) facilitating the continuation of existing retail and service uses, such as through phasing of the redevelopment, where appropriate.
5. In order to provide local opportunities for small businesses and maintain the safety, comfort and amenity of shopping areas, zoning regulations for ground floor commercial retail uses in new buildings in new neighbourhoods or in *Mixed Use Areas* along pedestrian shopping strips where most storefronts are located at or near the streetline, may provide for a maximum store or commercial unit size and minimum first-storey height based on the following considerations:
  - a) the prevailing sizes of existing stores and commercial units in the area;
  - b) other indicators of opportunities for small business, such as vacancies in existing stores and commercial units;
  - c) the provision of a range of store and commercial unit sizes to meet the range of local needs including day-to-day convenience shopping and other household goods and services;
  - d) the potential for the building design, particularly the street façade, to address the safety, comfort and amenity of the shopping area, including potential impact of large vacant stores; and
  - e) the prevailing policies of any applicable Heritage Conservation District Plans.
6. Applications that propose to redevelop retail uses that serve the daily needs of the local community in *Mixed Use Areas*, *Apartment Neighbourhoods* or *Neighbourhoods* will demonstrate, as part of a planning rationale, the amount and location of replacement retail space required to serve the daily needs of the local community, including access to fresh food and convenience needs.

### The Local Community

When assessing the potential impacts of the loss of commercial space on the local community, a key consideration is that residents should have good access to shopping to meet their convenience needs. At the same time, it must also be recognized that the market areas of convenience retail uses vary across the City depending on the local transportation framework. Consequently, the local community being assessed will be larger in areas where lower densities still require extensive auto use to shop for convenience needs. In the post-war suburbs this may include the area within about two kilometres of the space being lost (based on the observation that most residents within the City live within two kilometres of a supermarket larger than 20,000 square feet).

On the other hand, in areas where walking is a viable or necessary means to shop for convenience needs, the local community will be smaller. Walking to shop may be more viable in high density areas or those with pedestrian shopping streets. In areas with higher proportions of seniors or low income residents, walking to shop may be necessary.