RAIL CORRIDOR PLANNING STUDY

October 2017

M Toronto

URBAN STRATEGIES INC This report provides the planning analysis and rationale in support of the proposed Rail Deck Park Secondary Plan and related proposed amendments to the Railway Lands West, Central and East Secondary Plans.

This report is divided in the following sections:

PART A: INTRODUCTION

Section 1: Introduction – provides background and context to explain the origins of the draft OPA in relation to TOcore Planning Downtown and other related planning initiatives.

PART B: ANALYSIS

Section 2: Site & Surrounding Context – provides an overview of the site and its surrounding urban context, documenting existing and emerging conditions related to land use, built form, the existing and planned transportation network, and development activity.

Section 3: History of the Railway Lands – documents the history of the Site and Railway Lands, and analyzes the history of the planning framework and development approvals in the Railway Lands.

Section 4: Population & Employment Growth – provides a documentation and analysis of population and employment growth of the Local Study Area and Downtown Study Area.

Section 5: Parks & Open Space Needs – provides an inventory and assessment of existing and planned parkland and parkland provision rates in the Local Study Area and Downtown Study Area, and details the findings of a parkland property inventory assessment to identify potential locations for a large park in the Downtown Study Area.

PART C: PLANNING FRAMEWORK

Section 6: Planning Framework – includes a detailed summary and analysis of the existing and emerging planning policy framework related to the Site, including provincial and municipal policy and emerging policy direction.

PART D: PLANNING ISSUES, OPINIONS & CONCLUSION

Section 7: Planning Issues & Opinions – provides the planning rationale, detailing the planning issues and opinions in support of the draft OPA.

Section 8: Conclusions – summarizes the conclusions in support of the draft OPA.

APPENDICES

Appendices provide supplementary material related to the analysis and planning framework, prepared as part of the Planning Study.

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1.0 INTRODUCTION

1.0 INTRODUCTION

Over the past 20 years, Downtown Toronto has experienced unprecedented population and employment growth. High growth is anticipated to continue to 2041. This is increasing demand for and pressure on existing parks, and there are limited lands available for new parks.

Parkland, community amenities and infrastructure must keep pace to ensure Downtown remains a great place to live, work, learn, play, and invest.

Downtown has great smaller parks, including the recently revitalized Berczy Park and Grange Park. But large parks are an essential ingredient in this mix. Large parks serve regional, city-wide, as well as local functions, and provide space for events, civic gatherings and active and passive recreation, with benefits to residents, workers, students, and visitors. Large parks contribute to a high quality of life, physical and mental health and wellbeing, civic identity, economic development and tourism, and environmental sustainability.



The lands along and adjacent to the Union Station Rail Corridor, from Bathurst Street to Blue Jays Way represent a generational opportunity to create a large park in the heart of Downtown, and realize provincial and municipal growth planning and city-building objectives.



1.1 Introduction & Overview

This report details the findings of a comprehensive planning study prepared to inform the City of Toronto's draft Official Plan Amendment for the lands within the Union Station Rail Corridor from Bathurst Street to Blue Jays Way, the Northern Linear Park, and the planned Mouth of the Creek Park.

The City of Toronto has prepared a draft Official Plan Amendment ("the draft OPA") for the lands generally bounded by Front Street West to the north, Iceboat Terrace to the south, and Bathurst Street to the west and Blue Jays Way to the east ("the Site").

The draft OPA will result in a new Rail Deck Park Secondary Plan ("the proposed Secondary Plan") and related amendments to the Railway Lands West, Central and East Secondary Plans. The draft OPA designates the Site as *Park and Open Space Areas*, while allowing for continued and expanded rail operations within the rail corridor.

This planning study report provides a comprehensive planning analysis and rationale in support of the draft OPA and proposed Secondary Plan. It demonstrates that the proposed *Park and Open Space Area* land use designation represent the best and most appropriate land use for the Site. The proposed Secondary Plan has regard for the *Planning Act* and matters of provincial interest, is consistent with the Provincial Policy Statement, conforms to the Growth Plan for the Greater Golden Horseshoe, and advances the vision, objectives and policies of the Official Plan. It also advances the major objectives in the Railway Lands West and Central Secondary Plans, and is consistent with the Proposed Downtown Plan. The findings of this planning study conclude that a park use over the rail corridor and the proposed Secondary Plan is in the public interest and represents good planning.

1.2 About the Site

The Site is located in the Railway Lands, within Downtown Toronto. It is approximately 1.5 kilometres west of Union Station, and west of the Financial District and South Core neighbourhood.

The Railway Lands, and the adjacent King-Spadina, Fort York, Garrison Common and Central Waterfront neighbourhoods have experienced significant growth over the past 30 years, transforming from primarily industrial areas to mixed-use urban neighbourhoods.

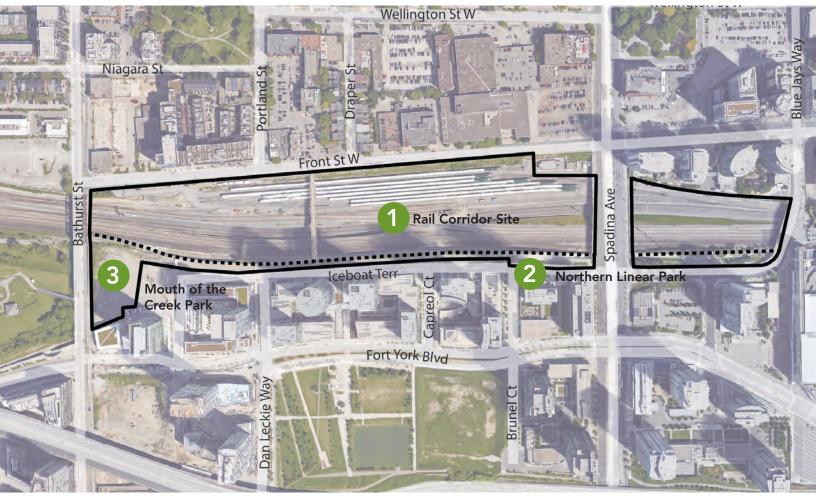


Figure 1. Map of the Site and Immediate Surrounding Context

The land subject to the proposed Secondary Plan consist of the following components:



The Rail Corridor Site: the lands within the Union Station Rail Corridor, extending from Blue Jays Way to Bathurst Street. The Rail Corridor Site is approximately 840 metres in length. It is located in the Union Station Rail Corridor (USRC), which is the busiest passenger transit corridor in Canada.

The Rail Corridor Site contains active rail tracks and other rail infrastructure, and the GO Bathurst North Yard. There is a grade change from 3 to 4 metres from Front Street West and Iceboat Terrace to the south, with a sloped embankment down to the GO Bathurst North Yard. The Rail Corridor Site includes a linear strip of land to the immediate south of the Front Street West right-of-way.

Size: 7.5 hectares

2 The Northern Linear Park: An existing linear park which runs along the southern portion of the rail corridor from Blue Jays Way to Queens Wharf Road.

Size: 0.8 hectares

The Mouth of the Creek Park: A planned park located to the immediate west of Northern Linear Park and to the north of the Library District Condos and the Fort York Library (municipally known as 170 and 190 Fort York Boulevard).

Size: 0.5 hectares

In total, the Site is approximately 8.8 hectares in size.

Section 2.1 of this report provides a more detailed description of the Site.

There is a 0.5 hectares property owned by Metrolinx at the south-west corner of Front Street West and Spadina Avenue. The Metrolinx site is the planned location of the Spadina-Front GO Regional Express Rail (RER) Station, which will provide frequent regional transit service.

The Metrolinx site is not subject to the proposed Secondary Plan, however, the proposed Rail Deck Park Secondary Plan provides direction to enhance the citybuilding opportunities presented by the park and the RER Station.

Planning Framework Overview

The Site is subject to the Provincial Policy Statement (2014), the Growth Plan for the Greater Golden Horseshoe (2017), and the City of Toronto Official Plan (2006). The Site is located within *Downtown and the Central Waterfront* (Map 2 – Urban Structure). The Site carries the following land use designations, as per Map 18 of the City of Toronto Official Plan:

- **Rail Corridor Site:** Primarily designated a Utility Corridor;
- Northern Linear Park: Designated as Park and Open Space Areas: ; and
- Mouth of the Creek Park: Designated as Mixed Use Areas and Parks and Open Space Areas: Parks.

The Site is currently subject to the Railway Lands West and Central Secondary Plans, which were approved by the Ontario Municipal Board (OMB) in 1994, and amended in subsequent years.

The Secondary Plans identify the Rail Corridor Site as a Future Development Area and Utility Corridor A, and detail policies guiding comprehensive overbuilding above the rail corridor. The Secondary Plans require comprehensive studies to evaluate various land use and decking considerations with any application to amend the Secondary Plan. Development in the Future Development Area/Utility Corridor A may only be permitted through an Official Plan Amendment.

The Site is subject to the Railway Lands West and Central Zoning By-law (By-laws No. 1994-0805 and By-law 1994-0806). Northern Linear Park is zoned as Commercial Residential (CR) and Mouth of the Creek Park is zoned as General (G). Both designations permit parks and other community service uses. The Rail Corridor is zoned Transportation, which permits transportation-related infrastructure to a height of 15 metres. The by-laws also permit use of any land for the purpose of public service use by the City of Toronto.

The draft OPA will result in a new Rail Deck Park Secondary Plan covering the Site, and related amendments to the Railway Lands West, Central and East Secondary Plans.

1.3 Background, Council Directions & Decisions

The proposed Secondary Plan builds on a series of related studies, reports and Council decisions to plan for growth, complete communities and parks and open space needs in Downtown.

TOcore: Planning Downtown

In the context of rapid growth and intensification of Downtown, the City of Toronto has undertaken a three-year multi-phase inter-divisional study, led by City Planning called *TOcore: Planning Downtown*. The purpose of TOcore is to ensure growth positively contributes to Toronto's Downtown as a great place to live, work, play and invest. Through the study, the City of Toronto has undertaken a comprehensive review of the infrastructure, amenities and public services to support the Downtown as a complete community.

Spring 2014

The **Downtown Toronto Trends, Issues and Intensification Report** identified parkland acquisition as a key priority to protect the quality of life of Downtown.

Fall 2015

STAFF REPORT

OWNTOWN

ARKS

The **TOcore Phase 1 Summary Report and Phase 2 Directions** identified recommendations to inform a renewed planning framework and a series of infrastructure strategies. The findings from Phase 1 Taking Stock indicated that the existing parks and open space in Downtown is increasingly strained by rapid residential and population growth. To improve parks and public spaces, the report recommended development of a Parks and Public Realm Plan for Downtown, with consideration of "Big Moves' by looking for parkland opportunities in unlikely spaces such as under the Gardiner Expressway or utilizing the rail corridor.

Spring 2016

In March 2016, Parks and Recreation released the **Downtown Parks Background Report**, to inform the Parks and Public Realm Plan. The report identified challenges and opportunities to improve parks in the Downtown. It identified the need to acquire new parks and open spaces, and find creative city-building ideas for establishing new open spaces and enhancing public realm conditions.

Summer 2016

In the summer of 2016, Mayor Tory announced a vision for an iconic new park over the Rail Corridor Site in the Downtown, known as **Rail Deck Park.**

Fall 2016

At its October 2016 meeting, City Council considered a City Staff report dated September 15, 2016 to initiate planning for a significant new park over the rail corridor, called "Rail Deck Park". **Council requested that City Planning staff initiate Official Plan Amendments** to provide a planning framework for a park use over the rail corridor. The report separately outlined a work plan for an Implementation Strategy, including real estate matters, engineering, costing and financing, and partnership strategies.



At its December 2016 meeting, City Council adopted a staff report entitled '**TOcore Planning Toronto's Downtown: Proposals Report – Secondary Plan Directions and Update.'** The report recommended a series of proposals that would be provide the basis for the proposed Downtown Plan. The Proposals Report included a policy direction (C13) to support and encourage the development of a significant park space over the rail corridor.

Summer 2017

At its June 2017 meeting, the Toronto and East York Community Council ("TEYCC") approved recommendations brought forward in a **Preliminary Staff Report** (dated June 1, 2017) related to the draft OPA. The recommendations directed the City Planning Division to conduct consultation with the public and other stakeholders on the proposed Official Plan Amendments and Zoning By-law Amendments, and report back in the fall of 2017 to TEYCC on the results of the consultation process and any proposed Official Plan and Zoning By-law Amendments, and other implementing documents for consideration at a statutory public meeting under the *Planning Act*.

Fall 2017

In August, the City Planning Division released the **TOcore Proposed Downtown Plan.** At its October 2017 meeting, Council directed the City Planning Division to undertake stakeholder and public consultation on the Proposed Downtown Plan in the fall of 2017. It is anticipated that the City Planning Division will report back to Council with a final Recommendations Report and an Official Plan Amendment for the Downtown Plan in Spring 2018.

The Proposed Downtown Plan will serve as a blueprint for future growth and infrastructure. It is a 25-year vision that sets the direction for the city centre as the cultural, civic, retail and economic heart of Toronto and a great place to live. The proposed Downtown Plan provides detailed direction on the appropriate scale and location of future growth and links growth with infrastructure provision to ensure the creation of complete communities.

The TOcore project is also advancing a **Downtown Parks and Public Realm**, which will advance the Downtown Plan's proposed policies guiding parks and the public realm. The Downtown Parks and Public Realm Plan provides a framework to create an expanded and improved parks and open spaces system.

A major component of the proposed Parks and Public Realm Plan is **'the Stitch'** - a series of public space moves that will improve north-south and east-west connections across the downtown rail lines, the Gardiner Expressway and Lake Shore Boulevard. The Site forms a major component of the Stitch.

The Proposed Downtown Plan is described in detail in section 6.13 of this report.

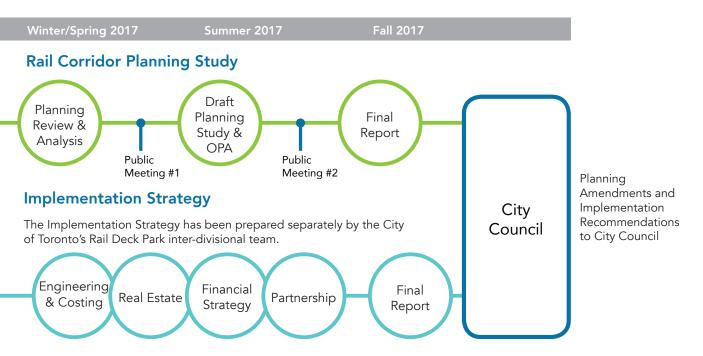
1.4 Planning Study Methodology & Related Studies

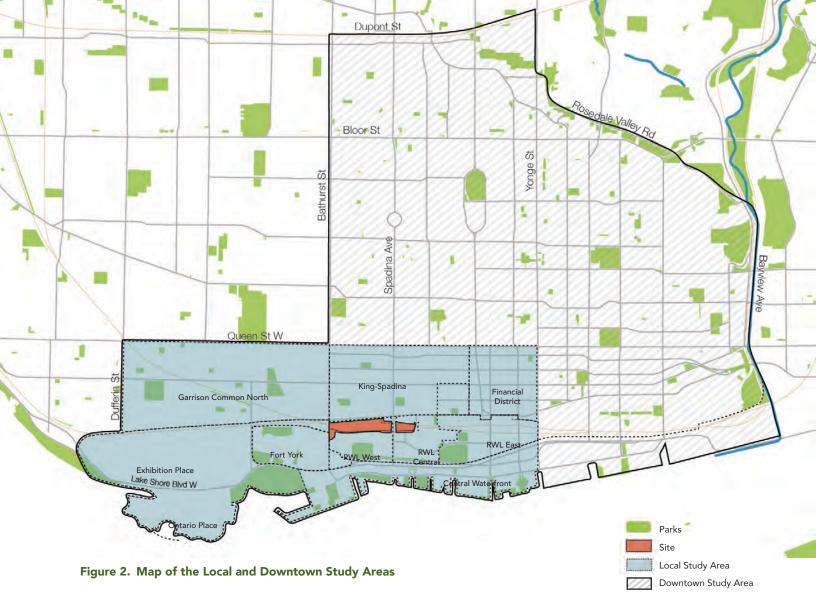
Urban Strategies was engaged by the City of Toronto's City Planning division to undertake a comprehensive planning study to assess appropriate changes to the planning framework. The planning study has provided findings that support a draft Official Plan Amendment ("the draft OPA") and introduces the proposed Rail Deck Park Secondary Plan to guide the creation of a large-scale park over the rail corridor.

This report and the enclosed appendices detail the existing and emerging land use, transportation and built form conditions in and around and the Site. This report provides an analysis of the history of the Railway Lands planning framework, population and employment growth trends, parks and open space needs, and a detailed analysis of the existing and emerging planning framework.

Related Studies - The City of Toronto crossdivisional project team is also preparing a detailed implementation strategy for the proposed park, considering technical feasibility, real estate, costing, and legal issues. The City of Toronto and Build Toronto retained WSP/MMM Group to explore technical aspects of decking over the Site to inform the structural design, engineering and the development of a decking structure.

Other City Initiatives - In addition to the TOcore Planning Downtown Study, the City of Toronto is undertaking a number of related studies and initiatives related to parks and open space needs. These include the City-wide Parkland Strategy, and the City-wide Facilities Master Plan. This planning study incorporates the findings and analysis prepared to inform these strategies.





Planning Study Areas

To inform and support the planning analysis, this report explores the Site within the following study areas:

Local Study Area - The Local Study Area represents



the Secondary Plan areas adjacent and in proximity to the Railway Lands. The Local Study Area is bounded by Queen Street West to the north, Yonge Street to the east, Lake Ontario to the south and Dufferin Street to the west.

This area includes the Financial District as identified on Map 2 of the Official Plan (Urban Structure) and the following Secondary Plan areas including: Garrison Common North, King-Spadina, Central Waterfront (lands west of Yonge Street), Fort York Neighbourhood and Railway Lands West, Central and East.

These Secondary Plans cover areas within the southwest and central portion of Downtown and to the immediate west of Downtown, all of which have experienced high levels of growth over the past 20 years. The Local Study Area represents an area

generally within 800 metres, or an approximately 10-minute walk, from the Site. The limits of the Local Study Area were determined by examining population and employment growth over the past 20 years, and reviewing land use, transportation and built form patterns.

The **Downtown Study Area** - includes the boundaries



of Downtown, as per the TOcore Study Area, plus the Local Study Area. The Downtown is bounded by the CP Rail Corridor and Rosedale Valley Road to the north, the Don River to the east, Lake Ontario

to the south and Bathurst Street to the west. Given the Site's size, location, function and city-building opportunity, it is important to consider its role and relationship within this broader urban context.

This planning study also explores the Site within the wider regional context of the Greater Golden Horseshoe (GGH).

1.5 Public Consultation Process

The City of Toronto in partnership with other civic leaders has hosted a series of consultation activities related to this planning study.

Public Meetings

- June 13, 2017 The City of Toronto hosted a public consultation meeting on the future of the Site, with over 200 attendees. This meeting provided an opportunity for City staff and Urban Strategies Inc. to provide an overview of this planning study, share preliminary findings, and discuss draft policy directions.
- September 25, 2017 The City of Toronto hosted a second public consultation meeting on the future of the Site, and presented the proposed directions for the planning framework, with over 300 attendees.

Online Engagement

- **Project Websites** Two separate websites were established by the City of Toronto on the planning study and the broader proposed Rail Deck Park project.
- Online Survey On June 13, 2017, an online survey was made available on the City's website on the planning study and proposed Rail Deck Park project.

Other Engagement

- April 25, 2017 The Urban Land Institute, together with the City of Toronto hosted a symposium, with a panel of speakers sharing experiences about creating signature parks in North American cities.
- May 7, 2017 Parks People, together with the City of Toronto hosted a Jane's Walk of the Site and surrounding area, with 130 people in attendance. Parks People, together with the City of Toronto also hosted a series of walks on signature parks in Toronto with tours of Guild Park in July, Centennial Park in August, and Earl Bales Park in September.
- June 10, 2017 The Canadian Urban Institute and Maximum City hosted a workshop with youth about the future of Toronto, and asked youth to identify a vision for the proposed park. City staff have also engaged with schools from different areas across the city to discuss the proposed park and hear from young people on their vision and priorities for a signature Downtown park.
- Other Engagement with City-building Leaders - City staff have also taken advantage of existing forums for engagement on planning matters, including presentations to the TOcore Leaders Table on September 8, 2017, and to the Toronto Planning Review Panel on September 16, 2017.



> Public consultation meeting on June 13th

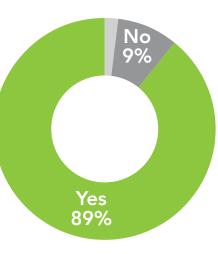


> Youth consultation event on June 10th

What We've Heard

Survey Response

Survey participants were asked: Do you agree with Council's direction to support a park use over the rail corridor?



It would be great to have a space downtown comparable to other large cities. The park would add much needed green space for both citizens and visitors.

Cities can never have enough parks. They are meeting places, places of exercise and solitude, places of peace and happiness, and perhaps most importantly, places to

A large and accessible park so close to the downtown core would be wonderful for the city having a free and beautiful place to enjoy. Toronto needs this park. It will bring so much spirit and tourism to the city.

This is a total win scenario. More land for people to use in a place where we really need it. The city needs more green space for people to be able to escape the concrete jungle.

Downtown core is very dense and requires family friendly space for all ages.

A park here is not just a gain for the downtown but for the city as a whole.

reconnect with nature.

We are experiencing continuous years of residential and population growth. We need growth in services to match this. We need more family friendly spaces and areas that promote social gatherings and healthy living.



1.6 The Proposed Rail Deck Park Secondary Plan

The City of Toronto Planning Division has prepared a proposed Rail Deck Park Secondary Plan that will guide the planning and development of a signature public park in Downtown. It details a vision and six objectives to guide the planning, design and development of the park. It also provides policy directions on land use, heritage, transportation and circulation, environment, servicing and infrastructure, public realm and park design, and implementation.



The proposed park will transform the unused air space above the rail corridor into Toronto's next great gathering space for recreation, culture, and celebration.

The proposed park represents a bold and creative solution to the challenges of city-building - the first of its kind in the city and the country. An innovative decking structure will span across the rail corridor, allowing rail operations to continue safely and efficiently below.

VISION

Rail Deck Park will transform the space above an active rail corridor in the heart of one of Downtown's fastest-growing communities into a signature public park. It will be a beautiful and bustling place which acts as a major destination for people from across the City and outside Toronto, while also serving the immediate community. Rail Deck Park is a long-term commitment to quality of life for all Torontonians.

Conceptual Image of Proposed Park, View looking east, Artistic Rendering, by Public Work



OBJECTIVES

- Provide a Park for all Toronto
- Enhance Connectivity and Accessibility

Create a Place to Gather and Celebrate

- Invest in Resiliency and Green Infrastructure
- Support and Integrate Rail
- Acknowledge and Conserve the History of the Railway Lands









2.0 SITE & SURROUNDING CONTEXT

3.0 HISTORY OF THE RAILWAY LANDS

4.0 POPULATION & EMPLOYMENT GROWTH

5.0 PARKS & OPEN SPACE NEEDS



> The Site & Immediate Surrounding Context

The Site is located in the Railway Lands, in the heart of Downtown Toronto's growing mixed-use neighbourhoods, with a mix of cultural, entertainment, commercial, office and other uses.

This section of the report provides a detailed description of the Site, the immediate surrounding context, and the broader urban context. Further detail is provided in Appendix A.

2.1 The Site

The Site (Rail Corridor Site, Northern Linear Park & Mouth of the Creek Park)

The Site is roughly bounded by Bathurst Street, Front Street West, Blue Jays Way, and Iceboat Terrace, and includes the Rail Corridor Site, the existing Northern Linear Park, the land along Bathurst Street south of the rail corridor that will become Mouth of the Creek Park. The total area is approximately 8.8 hectares in size.

The Site is located within and around the Union Station Rail Corridor (USRC), recognized as the largest rail passenger facility in Canada. Union Station serves an estimated 45,000 passenger arrivals at peak periods. The USRC has recently undergone major work to update equipment and improve efficiency and safety for both passenger and freight operations. As part of the URSC, the Rail Corridor Site contains 14 active rail tracks and other infrastructure such as signals and switches. The rail tracks generally are at a lower elevation than the surrounding properties. The northern edge of the Rail Corridor Site, measured from Front Street West, is approximately three to four metres lower than the southern edge of the Site, measured from Iceboat Terrace.

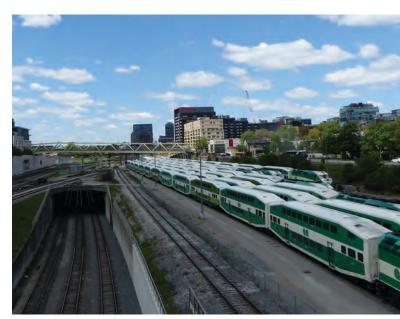
The northern portion of the Site includes a 4-metre wide strip of land owned by the City of Toronto, located between the rail corridor and Front Street West. This strip is not considered part of the Front Street West right-of-way.

The Site contains the Bathurst North Yard, owned and operated by Metrolinx, located south of Front Street West. The yard is currently used for train storage between morning and evening rush hours, with light servicing and some storage of other maintenance materials. Vehicular access to the yard is provided from Front Street West, via a ramp located just east of Bathurst Street. The yard also has a GO Transit building near Spadina Avenue that houses crew facilities and maintenance equipment, and several surface parking spaces.

Puente de Luz pedestrian bridge spans the corridor, connecting Portland Street and Dan Leckie Way. Spadina Avenue, a six-lane, major north-south road with streetcar service, also provides vehicular, pedestrian and cycling access over the rail corridor.



> Rail Corridor & Northern Linear Park, looking east



> Rail Corridor & North Bathurst Yards, looking west

Northern Linear Park is a linear park that runs to the immediate south of the rail corridor, to the immediate north of Iceboat Terrace. It features a multi-use pathway, public art, and plantings.

Mouth of the Creek Park is a planned park that will be located at the foot of Bathurst Street, to the immediate south of the Rail Corridor Site. Mouth of the Creek is located at the site of the former mouth of Garrison Creek, and the former Lake Ontario shoreline.

The Site excludes the Metrolinx owned site at the southwest corner of Spadina Avenue and Front Street West, which is the planned location of Spadina-Front GO RER Station. The proposed Secondary Plan provides direction on coordinating with Metrolinx to enhance the city-building opportunity presented by the park and the RER Station.

2.2 Immediate Surrounding Context



> Draper Street, looking north

North

Front Street West is directly north of the Site. A range of uses and building types are found north of Front Street West including mid-rise residential, low-rise residential, and low-rise commercial uses. Many of the properties have been designated under the *Ontario Heritage Act*, including 29 properties comprising the Draper Street Heritage Conservation District, and another three properties along Front Street West. A major mixed-use development - "The Well" - has recently been approved north of Front Street at Spadina Avenue. The area north of the Site and east of Spadina Avenue has been developed with four high-density residential towers as part of the CityPlace development.

South

A high retaining wall borders the south of the Site, and accommodates underground uses west of Spadina Avenue, including parking garages and amenity space for the adjacent development at CityPlace.

The area south of the existing Northern Linear Park has primarily been developed with high density residential uses with retail at grade. These buildings range in height from 16 to 50 storeys.

South of the site planned for Mouth of the Creek Park, which is considered part of the Site, is the new Fort York branch of the Toronto Public Library.

West

The Bathurst Street bridge (over the rail corridor) is located to the immediate west of the Site. The rail corridor continues west of Bathurst Street. The Fort York National Historic Site is located south of this portion of the rail corridor. A vacant lot is located west of Bathurst Street and north of the rail corridor. This lot at 28 Bathurst Street was recently rezoned to support a future 0.8 hectare public park.

East

Blue Jays Way is located to the immediate east of the Site. Along the eastern edge of Blue Jays Way is a small plaza and green space built over the rail corridor. This area is publicly-accessible, privatelyowned open space. A five storey office building is directly north of this plaza and green space. Rogers Centre is located further east.



> Fort York and Gardiner Expressway



> CityPlace (Bremner Boulevard, looking east)

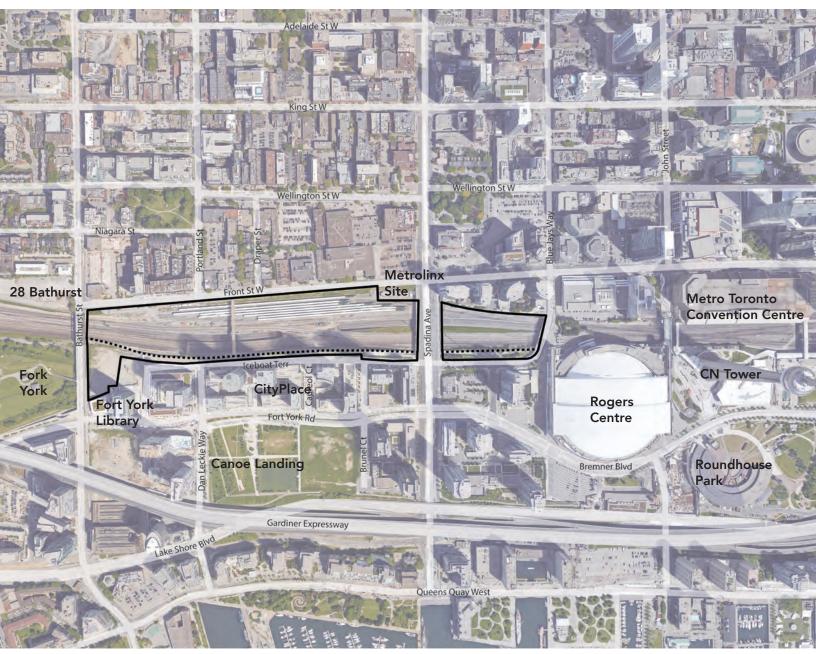


Figure 3. Map of the Site & Immediate Surrounding Context



The Site is located in the Railway Lands, surrounded by some of Downtown's fastest growing mixed use neighbourhoods. The Railway Lands, and the adjacent King-Spadina, Fort York, Garrison Common and Central Waterfront neighbourhoods have experienced significant growth over the past 20 years, transforming from primarily industrial areas to vibrant urban neighbourhoods, with a mix of cultural, entertainment, commercial, office and other uses.



Figure 4. Map of Surrounding Urban Context

Site

West

Garrison Common North (King West, West Queen West, Liberty Village and Niagara)

Garrison Common North encompasses the King West, West Queen West, Liberty Village, and Niagara neighbourhoods. Historically the area was a heavy and light industrial district with some residential neighbourhoods and major institutions. The general area has experienced growth, accommodated in new condominium development and loft conversions of old industrial buildings.

Exhibition Place

Exhibition Place accommodates a range of sports, entertainment, recreation, and hospitality uses, including convention centres, Ricoh Coliseum, BMO Field, among others. The site includes a large paved parking area which supports these uses as well as the Canadian National Exhibition. Altogether, 5.5 million people visit Exhibition Place each year.

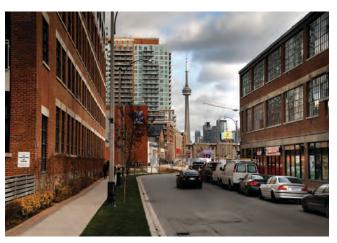
Fort York Neighbourhood

The planned redevelopment of Fort York neighbourhood began in the mid 1990s, and is ongoing today. More than 10 mid- and high-rise buildings have been built, some with retail and services at grade. June Callwood Park (0.46 hectare) opened in 2014 to serve this new population. Fort York Heritage Conservation District – the first HCD in Toronto – is north of Fort York neighbourhood. The ceremonial Coronation Park (12.7 ha) is to the south, across Lake Shore Boulevard.

North

King-Spadina

The Kings Regeneration Initiative has transformed a former textile manufacturing district into one of the most vibrant and densely-populated neighbourhoods in Toronto. King-Spadina maintains an important employment function. Creative sectors in particular are attracted to the areas historic "brick-and-beam" buildings.



> Liberty Village, looking east



> Canadian National Exhibition at Exhibition Place



> View of King-Spadina Neighbourhood, looking northeast

South and East

Railway Lands West and Central (CityPlace)

Once occupied by rail lines and railway infrastructure, this area is now a densely-populated mixed-use neighbourhood. There are more than 20 mid and high-rise residential buildings ranging from eight to 49 storeys. Some community facilities have been built, including Fort York Library and Canoe Landing Park, and two schools and a community centre are currently under construction. This neighbourhood also includes many regional tourism and entertainment destinations, including Rogers Centre, Ripley's Aquarium and the CN Tower.



> CN Tower, Ripley's Aquarium and South Core



> Harbourfront Neighbourhood, Queen's Quay



CityPlace Neighbourhood

Financial District & Railway Lands East (South Core)

The Financial District is made up primarily nonresidential uses, though some residential towers have been built in South Core – the lands south of Union Station and associated with the Railway Lands East. The district is defined by its tall and dense built form, which includes banks and corporate headquarters, hotels, shopping centres, and entertainment uses. Despite the substantial concentration of workers, visitors and, more recently, residents, there is only one public park in the Financial District – Cloud Gardens (0.22 ha). There are more parks in Railway Lands East, the largest being Roundhouse Park (4.79 ha).

Harbourfront

Harbourfront neighbourhood, in the Central Waterfront area, between Bathurst Street and Yonge Street south of the Gardiner Expressway, is characterized by a mix of residential, office, retail, and tourism and entertainment uses. There are several parks and open spaces along the waterfront, which are heavily-used and support a range of major tourism and cultural programming uses.

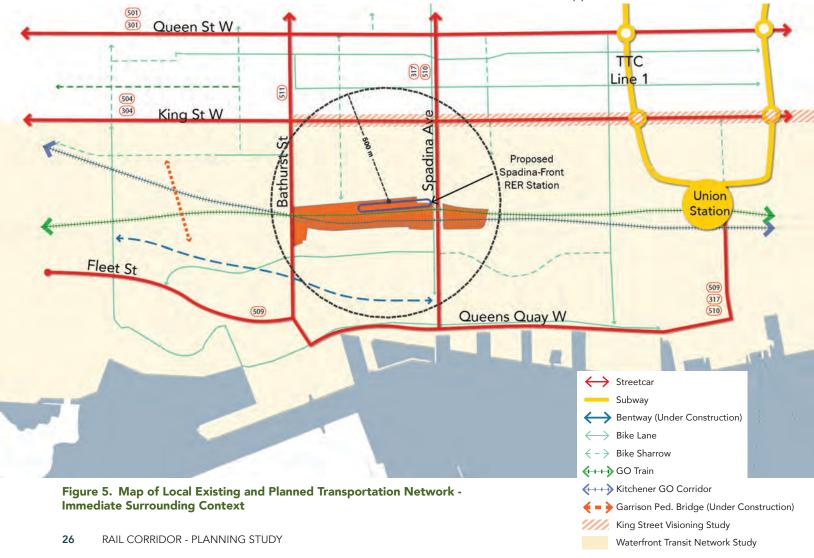
Appendix A provides further detail on each of these neighbourhoods.

2.4 Transportation

The Site is located in a highly accessible area of Toronto. It is serviced by a range of transit options, including streetcar lines, bus routes, and active transportation connections. Some of these transit routes, such as the 504 King and 510 Spadina streetcars, are among the busiest surface routes in the city, in terms of ridership. The Site is also within close proximity of Union Station, the busiest passenger transportation hub in Canada, serving 250,000 people daily. Union Station is a multimodal transportation hub, connecting TTC subway service, GO Transit service, and the Union Pearson Express to Toronto Pearson International Airport.

In the context of recent and emerging planned growth in the Downtown, there are also a number of major planned transit investments in the area, along with ongoing transportation initiatives and studies, including the ongoing delivery and expansion of Metrolinx's GO Regional Express Rail (RER), the Waterfront Transit Reset study, and Garrison Crossing pedestrian and cycling bridge, among others.

Full details on the existing and planned transportation networks can be found in Appendix A.



Existing Transportation Network

Transit Connections

There are numerous transit routes with stops immediately along or in the vicinity of the Site, including the 510 Spadina and 511 Bathurst streetcars and the 121 Fort York-Esplanade bus. Within 500 metres of the perimeter of the Site are the 504 King/514 Cherry and 509 Harbourfront streetcars. Union Station – Canada's busiest passenger transportation hub – is one kilometre from the Site's eastern extent. Union Station is a hub for GO Transit, Union Pearson Express, Via Rail, and Amtrak services.

Active Transportation

The Site is in close proximity to major cycling infrastructure, including the Richmond Street and Adelaide Street cycle tracks. There are also bike lanes on portions of Fort York Boulevard and Bremner Boulevard, and sharrows on Spadina Avenue. Puente de Luz pedestrian bridge spans the rail corridor, connecting Portland Street to Dan Leckie Way. South of the Site is the Martin Goodman multi-use path, running parallel to Queens Quay and the waterfront. Despite this existing infrastructure, there is a general lack of north-south connections across the rail corridor, creating poor connections between the waterfront and its network of trails and open spaces.

Street Network and Existing Connections Across the Rail Corridor

The street network immediately adjacent to the Site includes Front Street West, Bathurst Street, Spadina Avenue, Blue Jays Way, and the privately-owned Iceboat Terrace. Generally, north-south streets between Bathurst Street and Blue Jays Way do not continue across the Site. This contributes to the rail corridor functioning as a barrier that divides and isolates neighbourhoods and restricts pedestrian and cyclist movement.

Billy Bishop Toronto City Airport

The Billy Bishop Toronto City Airport is located on the Toronto Islands and is Canada's sixth-busiest airport, receiving approximately 2.7 million business and leisure flyers each year. Billy Bishop Toronto City Airport provides international access to travelers and plays a pertinent role in Toronto's economy. PortsToronto recently constructed a pedestrian tunnel that connects the City of Toronto to the airport.



> Rail Corridor, looking northwest, west of Site



> Spadina Avenue TTC Streetcar



> Bike lanes in the Entertainment District (Simcoe Street)

Planned Transportation Network Transportation Studies & Investment

Metrolinx GO Transit Regional Express Rail & the Spadina-Front GO RER Station

Regional Express Rail (RER) is an ongoing Metrolinx project to transform GO Transit from a rush hour commuter service to a two-way, all-day regional transportation service. A sub-component of this is the identification of potential new stations along existing corridors. A new station at the southwest corner of Front Street West and Spadina Avenue performed well in Metrolinx's business case analysis and has been approved as part of the GO RER 10-year transit expansion program.

MTO High Speed Rail Study

The Ministry of Transportation released a Special Advisor's report recommending the implementation of high-speed rail (HSR) in the Toronto-Windsor Corridor. Phase 1 of the project would connect Toronto with Kitchener-Waterloo and London; Phase 2 would extend the service to Windsor. The HSR service would depart from Union Station, with trains travelling along existing tracks of GO Transit's Kitchener corridor.

Draft 2041 Regional Transportation Plan for the Greater Toronto and Hamilton Area

In September 2017, Metrolinx released the Draft 2041 Regional Transportation Plan (RTP), outlining a strategy for building an integrated and multi-modal transportation system. To support GO RER beyond 2025, the RTP recognizes the need to strengthen Union Station's capacity as the centre of GO RER to accommodate planned and future expansion. All decisions regarding improvements to Union Station and adjacent areas are to be consistent with and protect for long-term goals. A final version of the RTP will be submitted to the board for consideration in December 2017. This is discussed in further in section 6.4 of this report.

Waterfront Transit Reset

The City of Toronto is undertaking this study to assess the needs and options for improvements to transit along the waterfront. Draft Phase 2 findings identify Front Street West and/or Bremner Boulevard as requiring additional analysis and consideration for light rail transit and/or bus rapid transit service as major initiatives in the area advance, such as GO RER and the Relief Line West. The study also recognizes the significant off-peak and special events traffic demand that must be consider when planning for network improvements.

King Street Pilot Study

As part of TOcore Planning Downtown Study, the City of Toronto is currently undertaking a King Street Pilot Study to explore how King Street between Dufferin Street and River Street could be redesigned in order to move people more efficiently, improve placemaking, and support economic prosperity. On July 6, 2017 City Council approved a pilot project for the segment between Bathurst Street and Jarvis Street, which will remove vehicle through traffic from King Street. The pilot project will be implemented in the fall of 2017.

Garrison Crossing (Fort York Pedestrian and Cycle Bridge)

Garrison Crossing is a pedestrian bridge currently under construction that will across two railway corridors to the east of Strachan Avenue. The twopart bridge will connect with existing and planned parks and open spaces, including South Stanley Park, Ordnance Triangle Park and Garrison Common.

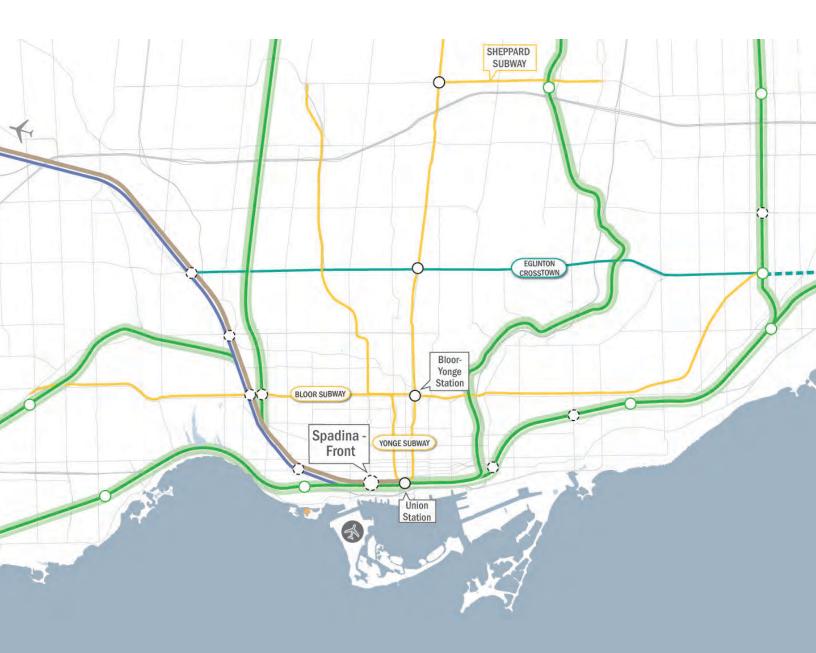
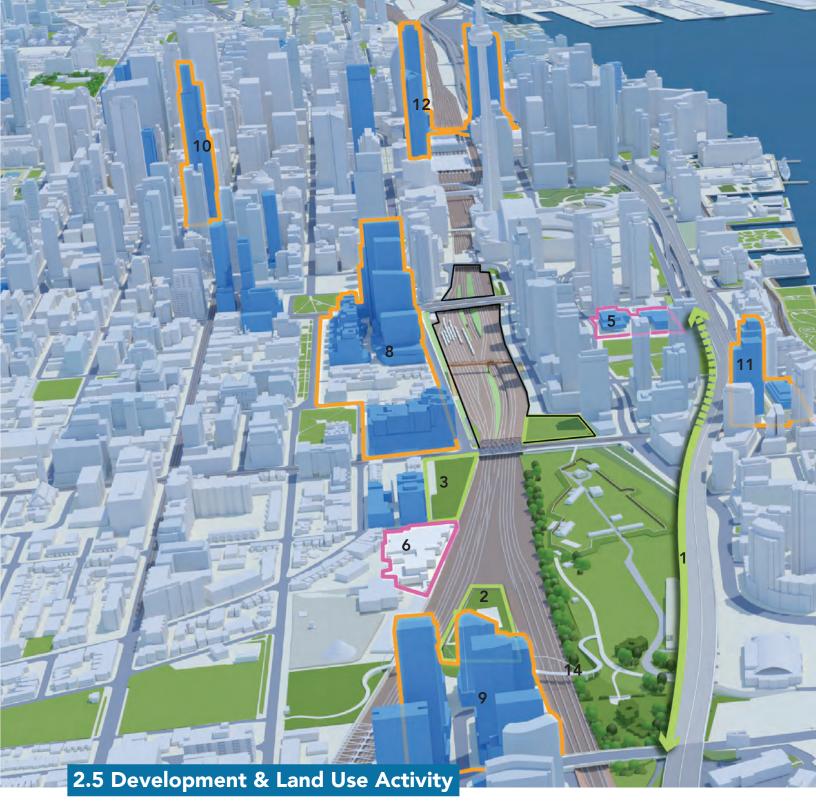


Figure 6. Existing and Planned Regional Transit Network





Local Study Area

There are a number of active development initiatives underway in the areas adjacent to the Site that will shape the future of the local area. These include new parks and open spaces, large-scale mixed-use development projects, and new institutional and community infrastructure. More detailed information on the projects can be found in Appendix A.



- 1. The Bentway
- 2. Ordnance Triangle Park
- 3. 28 Bathurst Street
- 4. Trillium Park, Ontario Place
- 5. Railway Lands West Block 31
- 6. Wellington Destructor

- 7. Canada Malting Silos
- 8. The Well & 578 Front Street West
- 9. Garrison Point
- 10. Mirvish+Gehry Toronto
- 11. 500 Lake Shore Boulevard West
- 12. Bay Park Centre

Parks and Open Spaces

There are a number of public realm improvements and new parks planned in the Local Study Area. These include innovative new public spaces under the Gardiner Expressway and on former industrial lands.

1. The Bentway

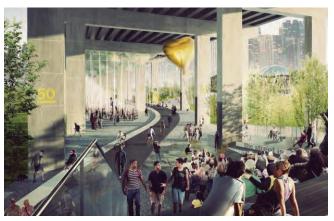
The Bentway is a 1.75 km, 1.6-hectare recreation trail located underneath the Gardiner Expressway between Strachan Avenue to Bathurst Street. The Bentway will connect seven neighbourhoods including Exhibition Place, Liberty Village, Niagara, Fort York, Bathurst Quay, Wellington Place, and CityPlace, as well as the waterfront. The Bentway will provide a series of public spaces, each with a unique recreational, community, or cultural function.

2. Ordnance Triangle Park

As part of the Section 37 agreement for the Garrison Point/Ordnance Triangle development, a 1.5-hectare area of land on Ordnance Street will be conveyed to the City of Toronto to be used as parkland. With the addition of the Garrison Crossing bridge, this new park will enhance connectivity between nearby parks including Stanley Park, Trinity Bellwoods Park, the Fort York, and the waterfront.



> Ordnance Triangle Park (Artistic Rendering, Build Toronto)



> The Bentway (Artistic Rendering, Public Work)

3. 28 Bathurst Street

In April 2017, City Council adopted an official plan and zoning by-law amendment to re-designate this previously-industrial parcel as parkland. The 1.4-hecatre site is currently occupied by a surface parking lot. The new park will be funded through the South District Cash-in-Lieu Park Development Reserve Fund.

4. Trillium Park, Ontario Place

Phase 1 of the ongoing revitalization of Ontario Place was opened to the public in June 2017. This included a 3.0-hectare urban park and waterfront trail along the eastern portion of the site, known as Trillium Park. Later phases of the revitalization will include a culture, discovery and innovation hub, a waterfront destination with shopping, dining and performance, and a pedestrian bridge connecting to Exhibition Place.



> Trillium Park, Ontario Place

Institutional Uses and Community Infrastructure

Part of building a successful city is planning for complete communities. Residential growth must be matched with necessary improvements to community infrastructure to maintain a high quality of life. For example, the Fort York branch of the Toronto Public Library opened in 2014 to serve residents of the Fort York and CityPlace neighbourhoods. Major plans for institutions community uses in the Local Study Area are outlined below.

5. Railway Lands West - Block 31

South of the Site, a shared facility including two elementary schools - one for the Toronto District School Board (TDSB) and one for Toronto Catholic District School Board (TCDSB) - a community centre and a childcare centre is under construction on Block 31 of the Railway Lands East, to the east of Canoe Landing Park.

6. Wellington Destructor

As part of the South Niagara Planning Strategy, the Wellington Destructor is being studied by the City of Toronto for adaptive reuse as a community and cultural place. The Strategy also includes policies to designate the site as a public park, prohibiting residential use. A Wellington Destructor Future Uses consultation took place in April 2017. Feedback is being consolidated, and the City intends to issue a request for proposals for advisors and development partners by the end of 2017.

7. Canada Malting Silos

The Bathurst Quay Neighbourhood Plan began in 2015, with the objective of creating a vision for Bathurst Quay. A core objective of the plan is the adaptive reuse of the Canada Malting Silos as a cultural and community services hub. Other elements of the plan include improvements to parks, streetscapes, and existing community services and facilities, additional active transportation facilities and improvements to roads and intersections.



> Block 31, Community Facilities (Artistic Rendering, City of Toronto)



> Wellington Destructor



> Bathurst Quay, Canadian Malting Silos

Major Mixed-use Development

The neighbourhoods immediately surrounding the Site including King-Spadina, Fort York, and CityPlace, have undergone dramatic transformation over the past 20 years, evolving from defunct industrial districts and railway yards to some of the most denselypopulated mixed-use neighbourhoods in the city. The development of the areas is ongoing. Together these proposed developments will introduce a range of residential, commercial, cultural, and recreation uses to the area. Some of the major mixed-use developments approved by the City of Toronto are described below. Further detail is provided in Appendix A.

8. The Well & 578 Front Street

Immediately north of the Site is The Well, an approved development consisting of seven mixed-use buildings comprising residential, office and retail uses. Proposed Section 37 agreements associated with the development include a childcare facility, a YMCA facility, public art, affordable rental housing, and streetscape improvements. The project's Section 42 parkland dedication will be delivered on-site on Draper Street and off-site on Wellington Street West.

To the west of The Well, at the corner of Front Street West and Bathurst Street is 578 Front Street West, an approved mixed-use building, ranging from eight to 18 storeys.

9. Garrison Point

The Garrison Point development incorporates 7.8 acres of land on Liberty Village's eastern boundary. Two towers – one 35 storeys and the other 29 – are currently under construction. A site plan approval application for two more towers is currently under review. Section 37 agreements associated with the project include cash contributions for Garrison Grossing pedestrian and cycling bridge and new park space at 10 Ordnance Street.



> The Well (Artistic Rendering, RioCan)



> Mirvish + Gehry Tower (Artistic Rendering)



> 500 Lake Shore Boulevard (Artistic Rendering, Choice REIT)



> Bay Park Centre (Artistic Rendering)

10. Mirvish+Gehry Toronto

The Mirvish+Gehry Toronto is an approved mixeduse development on King Street, opposite David Pecaut Square. The development consists two towers – one 82 storeys and the other 92. The towers, which are designed by architect Frank Gehry, will include residential, commercial, and retail uses, a facility for OCAD University and an art gallery.

11. 500 Lake Shore Boulevard West

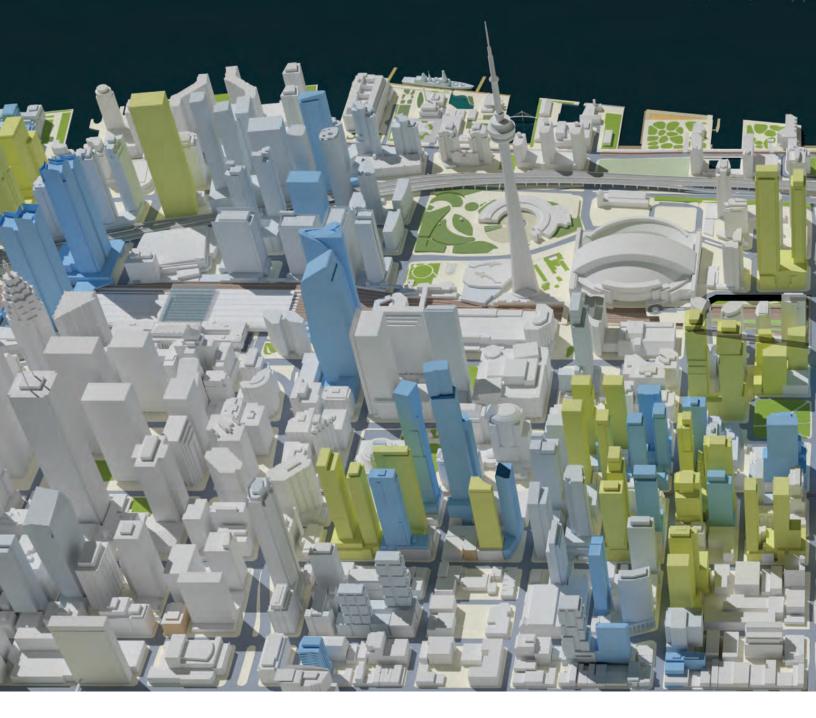
500 Lake Shore Boulevard West consists of a seven-story commercial/retail tower and two residential towers (40 and 44 storeys). As part of the development, the façade of the 1928 Loblaws warehouse building will be rebuilt. In June 2017, by-law amendments were submitted to seek minor changes to development permissions to improve integration with the Bentway.

12. Bay Park Centre

The Bay Park Centre is a mixed-use office development located at 45 Bay Street. Phase 1 will include a 49-storey office tower connecting to Union Station, with a Metrolinx transit terminal connected to the podium. Phase 2 of the development include a second office tower north of the rail corridor, with a proposed height of 53 storeys. A publicly-accessible open space will connect the two towers and span over the rail corridor.

PROPOSED DEVELOPMENT ON THE RAIL CORRIDOR SITE

There is a proposed mixed-use development on the northern portion of the Rail Corridor Site. A consortium known as P.I.T.S Developments Inc. proposes to deck over the rail corridor with a two-storey parking structure to accommodate seven residential towers and one commercial office building, and at the same time maintain rail activities below. The proposed towers range from 27 to 59 storeys. Altogether, the proposal includes 208,300 square metres of residential space (2,750 units), 60,700 square metres of retail, and 79,800 square metres of office space. The south half of the site, approximately half the land area (12.8 acres) would become a new publicly accessible open space. The application is currently under review by the City of Toronto.



Summary of Development Activity

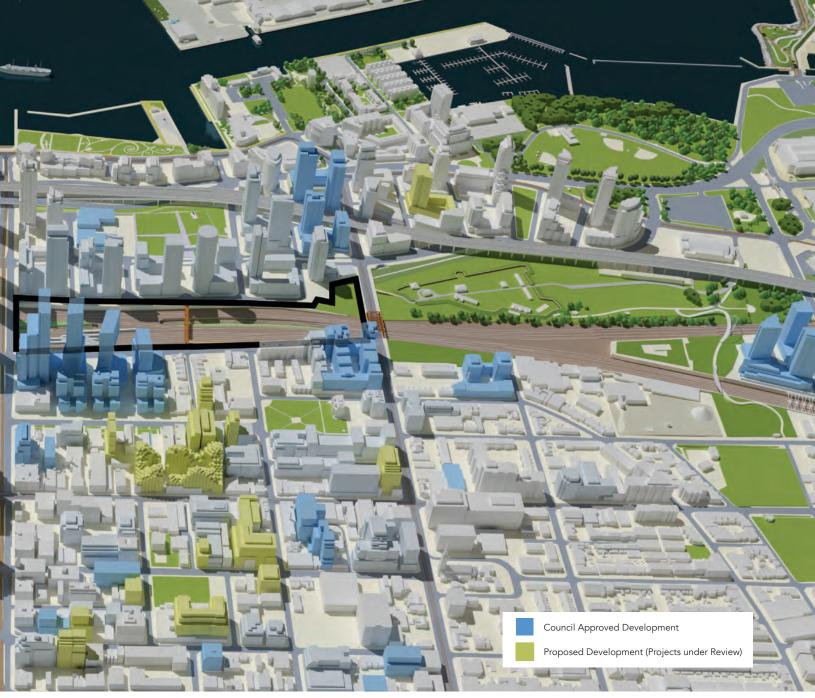
Local Study Area

In total, there are approximately 103 development applications in the Local Study Area; 56 of these applications have been approved, while 47 are still under review. Together, approved and under review projects will introduce more than 33,000 residential units and 1,378,000 square metres of non-residential gross floor area (GFA) to the area.

Downtown Study Area

Within the Downtown Study Area, there are more than 300 development applications in the development pipeline, representing nearly 100,000 residential units (48,855 approved) and almost three million square metres (2.64 million) of non-residential GFA (1.6 million square metres approved).

(Development pipeline data is up to April 30, 2017).



> Rendering of Proposed & Approved Development around Site (as of April 30, 2017)

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	Residential units	Non- residential GFA (square m)
Approved projects*	16,516	994,781
Projects under review	16,657	383,752

 Applications received up to April 30, 2017 within King-Spadina, Fort York, Railway Lands West, Central and East, Garrison Common, and the Financial District.

Figure 8. Development Activity – Downtown Study Area

	Residential units	Non- residential GFA (square m)
Approved projects*	48,885	1,612,050
Projects under review	50,309	1,032,489

* Applications received up to April 30, 2017 within the Downtown Study Area.



2.6 Key Issues & Findings

The review of the surrounding land use, development activity, public realm, transportation and planning initiatives indicate that the Site is located in part of the city that has undergone remarkable change. The surrounding neighbourhoods were previously industrial lands and railway yards; today, they are vibrant, densely-populated neighbourhoods that accommodate a range of uses and functions, including residential uses, employment, tourism, recreation, and entertainment.

Major approved developments and development applications under review indicate that this area will continue to grow and change over the decades to come. Due to the intensity of recent growth, the provision of parkland is low relative to other parts of Toronto, as described in detail in Section 5 of this report. This deficiency is expected to be exacerbated, as the surrounding neighbourhoods continue to add new people and jobs.

Key findings from the review of the Site, immediate surroundings and broader urban context indicate the following:

- The Site is located in the southwest portion of Downtown and has a strong relationship to adjacent neighbourhoods, such as King-Spadina, CityPlace/Central Waterfront, Fort York, and the Financial District.
- The Site is located adjacent to major tourist amenities and attractions, including the CN Tower, Rogers Centre, Ripley's Aquarium, Metro Toronto Convention Centre and Air Canada Centre to the east, and Fort York, Exhibition Place, Ontario Place to the west, and Harbourfront Centre to the south. This area forms one of the main tourism clusters within the Greater Golden Horseshoe.
- The rail corridor constitutes a gap in the urban fabric. As only three north-south streets cross the Site, there are limited opportunities for vehicles, pedestrians and cyclists to cross. As a result, neighbourhoods around the Site are divided, and connections to the waterfront are weak, despite the continuing growth of the city all around.

 Opposite image: The Site & King-Spadina Neighbourhood, view looking north

- The neighbourhoods surrounding the Site have undergone dramatic change over the past three decades, evolving from industrial districts and rail yards into densely-populated mixed-use areas. The area surrounding the Site is continuing to evolve. There are several major approved mixeduse development projects, and many more in the development pipeline. There are also many public realm improvements, planning initiatives, and transportation projects that will introduce new people, jobs, and uses to the area, and bring about substantial change.
- Despite the significant level of development, there has been no significant increase in park space. Most parks within vicinity of the Site are small and dedicated to community use. Many of the larger parks that do exist are either dominated by existing uses or were designed to serve specific functions which limits flexibility of diversity of use. As the surrounding neighbourhoods are largely built up, there is no other opportunity for the creation of a large, public park without significant lot consolidation and demolition of existing buildings.

3.0 HISTORY OF THE RAILWAY LANDS

Rail Corridor and Waterfront (Archival Ima



The Site is located in the Railway Lands. The origins of the planning framework for the Railway Lands dates back to the 1970s. The City of Toronto initiated the Railway Lands planning framework to guide the comprehensive development of the Railway Lands, with the overarching objective to reintegrate the lands into the city fabric.

The Railway Lands planning framework was initiated and adopted at a time when there was limited development activity and intensification in Downtown. The Railway Lands planning framework predates any mixed-use and residential development in the Railway Lands, and the planning framework guiding adjacent areas, including King-Spadina and the Central Waterfront.

Although the origins of the Railway Lands planning framework date back to the 1970s, mixed-use development in the Railway Lands only materialized in the late 1990s and early 2000s. Since that time, the area has experienced rapid growth and intensification, and development and growth has far exceeded what was ever envisioned for the Railway Lands and adjacent areas.

This section of the report provides an overview of the historical origins of the Railway Lands planning framework, and details the changes in residential and non-residential development permissions in the Railway Lands that have occurred over time.

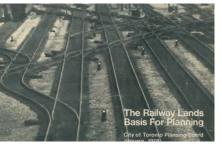
Appendix B provides a more detailed analysis of the history of the planning framework, and supplementary material.

Evolution of the Railway Lands











Pr-European Contact	
& 1800s	Indigenous peoples hunted and fished along the shoreline of Lake Ontario at the mouth of the Garrison Creek
1852	Lands known as Railway Lands planned by John Howard as parkland known as "Walks and Gardens" for the Recreation of Citizens.
1850s-1950s	Expansion of Railway, Gardiner Expressway & Industrial Boom
1850-1920s	Area south of Front Street West filled to accommodate railways, industrial growth and harbour needs
1955-1964	Construction of Gardiner Expressway.
1960s-1980s	Planning for the Railway Lands & Development of Major Attractions
1965	Canadian National begins to shift the functions of its yards to other areas in Greater Toronto area.
1968	Metro Canadian Pacific and Canadian National releases Metro Centre Plan to convert railway lands for mega revitalization project, with separation of vehicular, pedestrian and transit traffic and proposed freestanding transmitting tower.
1972	Federal Government establishes the Harbourfront Project to convert the central waterfront from industrial uses to cultural, recreational and residential uses.
1975	Premier Bill Davis announces Union Station will remain Downtown's transit centre, terminating Metro Centre Plan to replace Union Station with office towers and shift the transport terminal closer to Lake Ontario.
1976	City of Toronto's Central Area Plan introduces new visionary policy framework for Downtown to encourage mixed-use and residential development.
1976	CN Tower opens to the public after 3 years of construction and becomes tallest freestanding structure in world at 553.metres.
1984	Opening of Metro Toronto Convention Centre.
1985	City of Toronto passes Railway Lands Part II plan to guide comprehensive development of the entire railway lands from Bathurst Street to Yonge Street, Front Street to the Gardiner Expressway.
1988	Garrison Common North Part II Plan adopted to guide renewal of Liberty Village and area of west Downtown.
1989	Opening of Skydome (Rogers Centre) after 3 years of construction and Skywalk connecting the Skydome to Union Station and the John Street pedestrian bridge and Peter Street extension, connecting the Railway Lands to Front Street.
1990s	A Global Recession & A New Urban Vision
Early 1990s	Toronto suffers from global recession and major economic downturn

Toronto suffers from global recession and major economic downturn with slowdown of development.

1990- 1991 City of Toronto undertakes a review of the 1985 Railway Lands Part II Plans.



City of Toronto approves amendments to 1985 Railway Lands Part II Plans to respond to changes in residential development market and address development activity in railway lands including the Skydome and proposed Convention Centre expansion.

- 1991 1994 Railway Lands Secondary Plan amendments are appealed to Ontario Municipal Board by CN with settlement. Rail Corridor is identified as Future Development Area.
 - City of Toronto approves King-Spadina Secondary Plan, introducing a new flexible approach to planning and opens the area up to investment.
 - Metro Toronto Convention Centre expanded south, to the east of the CN Tower.
 - Grand Adex finalizes purchase of CN real estate holdings in Railway Lands West and Central. City of Toronto approves amendments to Railway Lands Secondary Plans and zoning by-laws and recommends bold actions to attract investment and development with point tower style development in the Railway Lands Central and West.
 - Toronto Waterfront Revitalization Corporation is established to lead the renewal of Toronto's waterfront.
 - Opening of Air Canada Centre.

The Rise of New Neighbourhoods

- 2001-2002 Construction of first CityPlace residential towers along Front Street West and in Railway Lands Central.
 - New City-wide Official Plan introduces new vision as a 21st century city for amalgamated City of Toronto.
 - Central Waterfront Secondary Plan establishes new policy framework for renewal of waterfront.
 - Canoe Landing Park opens in CityPlace (Bathurst-Spadina neighbourhood).
 - Plans for Mouth of the Creek Park approved with completion expected by 2019.
 - Opening of Ripley's Aquarium, next to CN Tower.

City of Toronto initiates TOcore Planning Downtown to prepare new secondary plan and infrastructure strategies in context of high-growth and intensification.

Approval for Bay Park Centre – 2 new office towers with a 1-acre Publicly Accessible Open Space bridging the rail corridor.

Spadina-Front GO Regional Express Rail station is approved by Metrolinx.

3.1 History of the Planning Framework in the Railway Lands

The Railway Lands were originally owned and maintained as railway freight yards by the Canadian National Railway (CN) and Canadian Pacific Railway (CP). In 1965, CN began to shift many of its yards in the Greater Toronto Area to a centralized facility in Vaughan. When the Downtown railway freight yards were replaced with newer facilities outside the core, nearly 200 acres of land became available for redevelopment.

Metro Centre Plan and Rising Public Interest in Urban Affairs and Planning

In 1968, CN and CP Railways released the Metro Centre Plan for the Railway Lands, which represented one of the largest downtown redevelopment concepts and called for massive redevelopment. The Plans called for the demolition of Union Station, the construction of a new transportation facility closer to Lake Ontario, and a substantial amount of office and residential development connected with midair pedestrian connections. The only development stemming from the Metro Centre Plan was the construction and opening of the CN Tower in 1976. With increased public involvement in urban affairs, the Metro Centre Plan was ultimately discarded with growing opposition to mega-projects of this scale.

The Origins of the Railway Lands Policy Framework

In 1976, the City took a lead role in the development of plans for the Railway Lands to ensure the plans would have a strong public orientation aligned with broad policy objectives. The 1976 Central Area Plan introduced a new visionary planning framework for Downtown, with new policies to encourage residential growth and mixed-use development. As part of the Central Area Plan, Council adopted amendments to the Official Plan to initiate a new Part II Plan for the Railway Lands. At this time, there were a number of commitments from all orders of government to fund planning studies for the railway lands, and undertake the major reconstruction of the rail corridor, recognizing that transportation and land use planning should occur hand in hand. Largely in response to the former Metro Centre Plan, the planning framework introduced a grid pattern of development, with the aim to reintegrate the former railway lands into the city fabric.

1985 Railway Lands Part II Plan

In 1985, a comprehensive Part II Plan and was passed by City Council to guide development in the entire Railway Lands from Bathurst Street to Yonge Street, and Front Street West to the Gardiner Expressway, along with an associated Zoning By-law. The OMB approved the Railway Lands Part II Official Plan and Zoning By-law in 1986.

The 1985 Part II Plan established a set of overarching objectives to guide change, which continue to be expressed in the Secondary Plans in place for the Railway Lands today. Among the primary objectives was to reconnect Downtown with the waterfront. The Plan focused on establishing a normal grid pattern for development with streets at grade connecting the established parts of the city to the north and Harbourfront to the south. Through this pattern of development, the former railway yards would be reintegrated into the city fabric and the city would be reconnected to its waterfront.

With the exception of the Bathurst Spadina Neighbourhood, the Railway Lands were primarily envisioned as a non-residential district and an extension of the Financial District. At this time, the Financial District was experiencing significant growth and change with the development of new office towers. There was no significant residential development activity in the southern portions of Downtown and the waterfront at that time.

The Part II Plan was based on a master planned approach to redevelopment, and included a new road network along with a linked parks and open space system. The Plan identified two major parks – Roundhouse Park and the Bathurst Spadina Neighbourhood Park – and instructed the City to secure not less than 12.14 hectares of "Major Parkland Area" within the Railway Lands overall.

In keeping with its primary objective to reconnect the Downtown with the waterfront, the Plan aimed to minimize the barrier effect of the rail corridor and encourage overbuilding and decking of the Site, provided that transportation and related uses would not be disrupted. The Plan stated that decking of the Site may happen through rezoning at densities up to those permitted on adjacent lands.

(For further information on the 1985 Part II Plan policies as related to parks and decking, see Appendix B).

1991 Railway Lands East and West Part II Plans (City-initiated Plan Amendments, with OMB Approvals 1992, 1994)

In 1990, Toronto City Council authorized City staff to undertake a review of the 1985 Railway Lands Part II Plan. The review was endorsed by Council based on a report from City Planning, which identified a number of changes that had occurred since the adoption of the 1985 Plan.

By 1990, the creation of a new official plan (City Plan) was underway, along with a review for the plans for the Bathurst Spadina neighbourhood, Harbourfront and Bathurst Strachan. The City initiated the amendments to respond to changes in the residential market with an increasing interest in residential development, and ongoing development activity and master planning related to Union Station, the proposed Metro Toronto Convention Centre expansion and the opening of the Skydome. The amendments also updated the built form and density policies by introducing policies designed for mid-rise built form and a lower overall anticipated population than the 1985 plan.

The resulting amendments were approved by the OMB in 1992 and 1994 (henceforth referred to as "1992/1994 Secondary Plans"). These approvals divided the area into three planning areas: the Railway Lands West (approved in 1994), the Railway Lands Central (approved in 1994) and the Railway Lands East (approved in 1992), and established Part II Official Plans and Zoning By-laws for each area.

The 1992/1994 Secondary Plans established a provision of 14.30 hectares of parks throughout Railway Lands East, Central and West. The Parks and Open Space Plans of each Secondary Plan established the general locations of parkland, including Linear Parks in Railway Lands West and Central, Roundhouse Park (which included the area at the base of the CN Tower), and the Bathurst-Spadina Neighbourhood Park, now relocated south of Bremner Boulevard, known as Canoe Landing Park.

The 1994 OMB decision established the current in-force policy with regard to the decking and development policies of the Rail Corridor. The Rail Corridor from Blue Jays Way west to Spadina Avenue (in Railway Lands Central) is designated as a Future Development Area/Utility Corridor 'A'. The Rail Corridor and GO Bathurst North Yard from Spadina Avenue to Bathurst Street (in Railway Lands West) is designated as a Future Development Area. Section 6.6 of this report provides a detailed analysis of policies guiding the Future Development Area.

A portion of the GO Rail Lands west of Spadina Avenue, north of the Rail Corridor (the Metrolinx site) is designated as Mixed Use 'A' with non-residential permissions.

(For further information on the 1992/1994 Secondary Plans policies related to parks and decking, see Appendix B.)

1997 Concord Adex Amendments

By the mid-1990s, no development had taken place in the Railway Lands, with the exception of the CN Tower, Skydome, the Metro Toronto Convention Centre and Air Canada Centre. In 1997, Concord Adex purchased Canada Lands Corporation's real estate holdings in the Railway Lands West and Central, establishing them as the primary private land owner in Railway Lands West and Central.

As a master developer with experience in Asia and Vancouver, Concord Adex envisioned a high-rise point-tower form of development for the Railway Lands West and Central, rather than a medium-rise development envisioned in the 1992/1994 Secondary Plans. As such, a series of amendments related to built form and development permissions were undertaken. The amendments resulted in changes to the policies guiding built form and massing in Railway Lands Central and West.

These amendments did not introduce any changes with regard to the Rail Corridor Site itself or the provision of parks and open spaces within the Railway Lands. (For detailed information on the amendments relating to the Concord Adex lands, see Appendix B.)

3.2 Development Trends Over Time

To assist with the implementation of the 1992/1994 Secondary Plans, a comprehensive zoning by-law was introduced for each Secondary Plan Area, which established detailed permissions on a block-by-block basis. While the Zoning By-laws did not establish unit counts, an average unit size of 100 square metres was used as a guide to forecast population density.

In the years since the Railway Lands Secondary Plan process was completed, development has successfully transformed the area, bringing 16,970 residential units and over 1.3 million square metres of non-residential space to the former rail lands. The form of development that has occurred however has been substantially different from what was envisioned during the planning process of the 1992/1994 Secondary Plans.

Through a series of site specific amendments and Committee of Adjustment decisions, the area has seen an overall increase in permitted gross floor area (Max Combined GFA) of 377,260 square metres, representing a 22% increase from the amount of development that was envisioned during the planning process of the 1992/1994 Secondary Plans. (See Figure 9 below, for a summary of the changes. Additional details on the site-specific amendments and the impacts on Railway Lands West, Central and East can be found in Appendix B).

The largest increase has been in residential gross floor area, which has increased by 82% since 1994, adding 547,500 square metres of permitted residential floor area to the Railway Lands. Together with smaller-than anticipated average unit sizes, this increase has resulted in a dramatic 153% rise in anticipated residential units across Railway Lands East, Central and West relative to the 1992/1994 Secondary Plans.

Over the same period, non-residential floor space has also outpaced the original permitted density, with a 7% increase in permitted floor area (or 94,880 square metres) since 1994.

Within this context of expanded development permissions, it is appropriate to re-evaluate and reconsider the policies guiding decking, development and land use of the Site.

Year	Key Policy / Amendment	Maximum Non- Residential	Maximum Residential GFA (m²)	Residential Units **	Max Combined GFA (m²)***
		GFA (m ²)			
1994	Railway Lands West / Central Zoning & Secondary Plans (1994); RWL East Part II Plan (1992)	1,274,610	670,120	6,700	1,742,580
1994- 2017	Updated Permissions Based on Subsequent Amendments and Committee of Adjustment Decisions*	1,369,490	1,217,620	16,970	2,119,840
	Net Change 2017 vs 1994	94,880	547,500	10,270	377,260
	Percentage Change 2017 vs 1994	7%	82%	153%	22%

Figure 9. Combined Historic and Current Development Permissions in the Railway Lands (1994 to 2017)

* Includes amendments through approved zoning and committee of adjustment decisions since 1994, up to April 30, 2017.

** During the 1994 Secondary Planning process, an average unit size of 100 m2 was used as a guide for estimating population density, as per direction issued in the 1992 City of Toronto Executive Committee Report No. 5. The Railway Lands Part II Plans did not include unit count targets or limits. The 2017 Units number is based on actual units built and/or approved, up to May 2017.

***The 1992/1994 Secondary Plans establish development permissions on a block-by-block basis, defining maximum gross floor area as "Maximum Combined GFA". Additional non-residential and residential GFA permissions are also defined, however the total GFA for each block cannot exceed the Maximum Combined figure.

3.3 Parkland in the Railway Lands

The 1992/1994 Railway Lands Secondary Plans were based on a master planning approach to a major brownfield site and included a linked parks and open space system, as described in Appendix B. These Secondary Plans established a new block orientation and general locations for proposed parkland, which totaled 14.30 hectares across Railway Lands East Central and West.

With parks and open space identified in these plans, policies in the Secondary Plans stated that these lands would fulfill the parkland obligations for the Railway Lands and that further park levies or dedications would not apply (through Municipal Code, Chapter 415, Article III, as amended by By-law 1020-2010), notwithstanding any changes in development.

As development has occurred throughout the Railway Lands, parkland has been delivered in locations that are generally consistent with the locations set out in the Secondary Plans. However, in some locations, the form that the parkland has been delivered has meant that the park system does not provide the range of services that it should deliver to meet the needs of the residents, including ecological benefits, sport and play, community/civic opportunities and health and wellbeing services.

For instance, the area around the base of the CN Tower in Railway Lands Central was identified as Major Parkland in the 1994 Secondary Plan, however is presently functioning as a combination of hard- and soft-scaped open space, in addition to the Ripley's Aquarium. Furthermore, much of Olympic Park is occupied by a vehicular and pedestrian entrance to Metro Toronto Convention Centre South, and sections of Roundhouse Park are occupied by commercial facilities as well as historic rail infrastructure.

While these parks provide some community/civic and ecological services, they are not sufficient to meet the demands of the local population. Due to great-thanexpected population growth, existing parkland is at risk of over-burdening, with limited functional space for sport and play or health and well-being related activities.

Parkland Provision per Capita

As described above, the planning process for the Railway Lands followed a master plan approach. While a strict population-to-parkland ratio was not used to direct this process, it is nonetheless useful to examine the change in parkland per capita in the years since the Secondary Planning process was completed.

Additional residential density permissions that were approved in the Railway Lands, together with smaller average unit sizes in the developed residential buildings has resulted in a greater than planned population.

With the exception of the area around the base of the CN Tower in Railway Lands Central, all parkland set out in the 1992/1994 Secondary Plans has generally been delivered. However, the overall shortfall in parkland delivered, together with additional population in the Railway Lands, has resulted in a lower parkland per capita ratio than was envisioned at the time the 1992/1994 Secondary Plans were approved. (See Figure 10 for summary). In reviewing the area's development history, it is clear that the Secondary Plan process was successful in encouraging the transformation of the Railway Lands, resulting in a thriving new mixed-use neighbourhood. However, as development permissions expanded beyond the limits established through the Secondary Planning process, no new parks were added to the area, until Mouth of the Creek Park was approved in 2013. The result is an area that has much less park space per person than was initially envisioned, thus over-burdening the existing parks.

Year Key Policy / Amendment Residential **Estimated** Parkland Parkland Estimated/ Provision*** GFA /Actual Planned Actual Permitted Units* (1994)/Population (square Delivered ** (m^2) metres per (2017)person) (hectares) 1994 Based on: RWL West / Central 670,100 6,700 14.30 13.3 10,700 Zoning & Secondary Plans (1994); RWL East Secondary Plan (1992) 2017 Based on updated permissions 1,217,600 16,970 20,390 11.19 5.5 achieved through subsequent amendments and CoA decisions

Figure 10. Expected Parkland Provision by Population, Railway Lands (1994 vs 2017)

* During the Secondary Planning process, population density was estimated by using an average unit size of 100 m², the basis for the 1994 Estimated Unit number above. The 2017 Estimated Units number is based on actual units built and/or approved.

** 1994 Estimated Population figure is based on an assumption of 1.6 occupants per unit. 2017 population is based on 2016 census data for Railway Lands. The 1992/1994 Railway Lands Secondary Plans did not include unit count or population limits.

*** Parkland provision is expressed as the total park area per resident within the Railway Lands for the purposes of comparing parkland provision per capita overtime. The parkland provision rate expressed in this section differs from the Park Catchment Tool detailed in section 5 of this report.

3.4 Key Findings & Issues

The review of the historical planning framework indicates the following key findings:

- The Railway Lands policy framework was developed and prepared at a very different context than today. The origins of the Railway Lands planning framework dates back to the 1970s and 1980s. The Plans were ultimately approved by the Ontario Municipal Board in 1992 and 1994. At the time, the planning framework's aim was to transform, stimulate and guide development of the Railway Lands. Today, the Railway Lands are predominately built-out with mid-rise and tall building developments, with a mix of entertainment/cultural, office, retail and residential uses.
- The current in-force policies guiding decking and development over the Rail Corridor Site date back to the 1994 Railway Lands West and Central Secondary Plans. Through the 1994 amendments to the 1985 Part II Plans, the Rail Corridor Site was identified as a Future Development Area, with policies requiring studies to evaluate land use and decking considerations.
- Development has far exceeded what was • anticipated in the Railway Lands planning framework. Since 1994, a series of both comprehensive and site-specific amendments have been approved, that has resulted in a more heavily developed, and more densely populated area. Today, the overall permitted gross floor area of the Railway Lands is 22% greater than when the planning framework was developed, and permitted residential gross floor area is 82% greater than it was in 1994, when largely nonresidential districts were envisioned for Railway Lands Central and East. Today's residential population of the Railway Lands is 16,400 greater than what was anticipated (or 150% increase over the 10,700 population that was initially expected).

- Parkland per capita in the Railway Lands has not kept pace with population growth and **development.** Within the context of high growth, parkland provision per capita has not kept pace. The parkland per person within the Railway Lands today is significantly lower than what was anticipated when the Railway Lands planning framework was approved in 1992/1994. Within the Railway Lands, parkland area per person is nearly 60% lower than what was envisioned in 1992/1994. As a result, the parks and open spaces in the Railway Lands are at risk of overburdening. Within the context of expanded residential development permissions, it is appropriate to re-evaluate and reconsider the Secondary Plan policies guiding decking and land use over the Site.
- The land use direction for the Site should be considered and evaluated within the contemporary planning context. Since the 1990s, the Downtown and surrounding areas have transformed from primarily industrial areas and railway lands to densely populated mixed-use communities. Development has far exceeded what was ever envisioned within the planning frameworks for the Railway Lands and surrounding areas, however parkland provision per capita has not kept pace. The planning framework has undergone significant changes since the 1990s, with a provincially-led growth management framework, a City of Toronto Official Plan with a vision for Toronto as a 21st century liveable city, and an emerging policy direction for the Downtown, as articulated in the Proposed Downtown Plan. The policies guiding decking and development over the rail corridor are based in a 1994 context. Given the changes in the urban context and the substantial changes to the planning framework, it is appropriate to re-consider the most appropriate land use direction for Site within the contemporary planning context.

4.0 POPULATION & EMPLOYMENT GROWTH

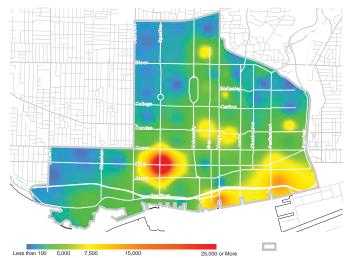
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This section of the report presents an overview of historical population and employment growth between 1996 and 2016, and projected to 2041¹.

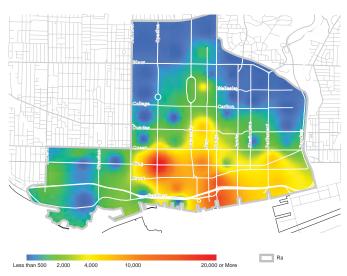
The data paints a picture of dramatic population and employment growth over the past two decades, a trend which is anticipated to continue to 2041. Between 1996 and 2016, for example, the Local Study Area added nearly 75,000 residents and 83,000 jobs.

This trend of significant population and employment growth is projected to continue to 2041. As part of an *urban growth centre*, the area is well on its way to achieving the growth targets established in the Growth Plan for the Greater Golden Horseshoe. Full details on historical and projected population and employment growth is contained in tables found in Appendix C.



Source: Toronto City Planning Division, Research and Information - August 2017

Figure 11. Estimated Population Change (Source: Toronto City Planning, August 2017)



Source: Toronto City Planning Division, Research and Information - August 2017

Figure 12. Estimated Employment Change (Source: Toronto City Planning, August 2017)

1. Historical population growth is based on Statistics Canada census data. Historical employment growth is based on data from the Toronto Employment Survey. Population and employment projections are based on Hemson Consulting and City of Toronto projections, respectively.

4.1 Population Growth (Residential) + Projected

Toronto is in the midst of a period of dramatic population growth. Since 1996, the city has grown by approximately 11%, adding almost 300,000 new residents. In addition to natural population growth, people are drawn from across Canada and the world in pursuit of opportunity, whether it be for work, education, or a better life. This is a trend that is expected to continue: by 2041, it is projected that Toronto's population will grow by more than a half million, or 18%, according to Greater Golden Horseshoe Growth Forecasts. While this is a sign of Toronto's continued rise as a global city, this level of growth will also create new challenges for the delivery of services and infrastructure, and for overall quality of life.

Toronto's Downtown core has been the focal point of much of this recent population growth. This is very much in line with North America-wide trends of renewed interest in living and working in urban areas, especially among younger cohorts. Between 1996 and 2016, the Downtown Study Area captured 41% of the city-wide population growth. This represents a growth rate of 77%, compared to the city-wide growth rate of 11%. By 2041, this area is anticipated to absorb an additional 225,000 residents, representing population growth of 82%. Between 1996 and 2016, the majority (62%) of this growth occurred in the Local Study Area. An additional 46,600 residents are projected in the Local Study Area by 2041.

Within the Local Study Area, two neighbourhoods in particular have undergone the most dramatic population growth. In the King-Spadina neighbourhood, a change in planning policies in the mid-1990s was successful in repositioning the former garment and textile manufacturing district as one of the most vibrant and desirable mixed-use neighbourhoods in Toronto. In 1996, King-Spadina had a population of only 950; by 2016, this had grown to more than 17,500. The population is projected to almost triple by 2041, growing to 49,200 residents.

Toronto's Railway Lands – also known as the CityPlace neighbourhood - have transitioned from a railway switching yard into a densely-populated, mixeduse neighbourhood. Between 1996 and 2016, the Railways Lands grew from zero residents to more than 20,000. The Railways Lands are largely built-out, and are only expected to grow by 9% - or 1,830 people over the next 25 years.

4.2 Employment Growth (Non-Residential) + Projected

Toronto is the focal point of a regional and national economy, and is fast-emerging as an important player on the world stage. In 2016, more than 1.5 million jobs were recorded through the annual Toronto Employment Survey.

While the nature of employment changes over time, Toronto's Downtown and Central Waterfront has long served as the most important place of employment in the city and the largest employment cluster in Canada. The Downtown Study Area is home to 524,000 jobs, roughly one third of all jobs in the city. The Downtown Study Area grew by 165,000 jobs (46%) between 1996 and 2016, and is expected to add another 234,000 (45%) by 2041. Between 1996 and 2016, half of this job growth occurred within the Local Study Area. The Local Study Area is projected to gain an additional 105,000 jobs by 2041.

4.3 Population & Job Density

This section provides an overview of current and projected population and employment density within the study areas, in relationship to density targets established in the Growth Plan for the Greater Golden Horseshoe.

As discussed in Section 6.3 of the report, the Site falls within an *urban growth centre*, as defined by the Growth Plan for the Greater Golden Horseshoe (2016). *Urban growth centres* are expected to be planned as focal points with commercial, recreational, cultural and entertainment uses, to serve as high-density major employment centres, and to accommodate significant population and employment growth (Section 2.2.3 of the Growth Plan). As an *urban growth centre* within Toronto, the *Downtown and Central Waterfront* – which includes the majority of the Downtown Study Area - is expected to achieve an overall density of 400 people and jobs per hectare (p+j/ha) by 2031.

In light of the past and projected population and employment growth described above, it is clear that the Downtown Study Area has become much denser and will continue to densify. According to Growth Plan performance indicators, by 2011, the *Downtown and Central Waterfront* had reached a density of 303 p+j/ ha, and by 2016, the density had reached 354 p+j/ ha based on the 2016 Census and data from the 2016 Toronto Employment Survey. Approved development applications, according to the City's development pipeline data, would result in an estimated density of the *Downtown and Central Waterfront* of 397 p+j/ha. This urban growth centre is on track to achieving 400 p+j/ha by 2031, based on the current development pipeline.

Density targets apply to the *Downtown and Central Waterfront* as a whole, meaning that not all parcels need to be developed at this target density. Many parts of the *Downtown and Central Waterfront*, such as *Neighbourhoods*, are considered to be stable and are not expected to densify significantly.

The Local Study Area, with a current density of 501 p+j/ha, is a net contributor to achieving the density target of 400 p+j/ha, offsetting these less dense areas.

By 2041, the Local Study Area is expected to intensify to 729 p+j/ha. For comparison, the city as a whole has a current density of 71 p+j/ha and is expected to densify to 81 p+j/ha by 2041.

As further explained in Section 6.3 of this report, the 2017 Growth Plan sets density targets for *major transit station areas*, which generally correspond to the area within 500 metres of a station – the approximate equivalent of a ten-minute walk. *Major transit stations* on transit priority corridors that are served by GO Transit rail lines are to be planned for a minimum density target of 150 people and jobs per hectare (Section 2.2.4 of the Growth Plan).

As part of Metrolinx's expansion of the GO rail system to provide more frequent, electric, and uninterrupted service, a new station is being proposed on the Lakeshore West corridor at Front Street West of Spadina Avenue (the Spadina-Front GO RER Station). Considering data from the 2016 census and the 2016 Toronto Employment Survey, the *major transit station area* for the proposed station has already significantly exceeded this density target, with an existing density of 443 people and jobs per hectare.

Like much of the Downtown Study Area, the Spadina-Front GO RER Station *major transit station area* is projected to experience a significant increase in population and job growth per hectare. The City of Toronto's Development Pipeline data contains data on development projects at various stages of the approvals process. Currently, approved projects within the major transit station area could add an additional 149 p+j/ha; submitted applications account for another 262.

In summary, the review and analysis of population and employment growth trends and projections demonstrate that this part of the city has experienced tremendous growth, and high growth rates are expected to continue to 2041.

4.4 Key Issues & Findings

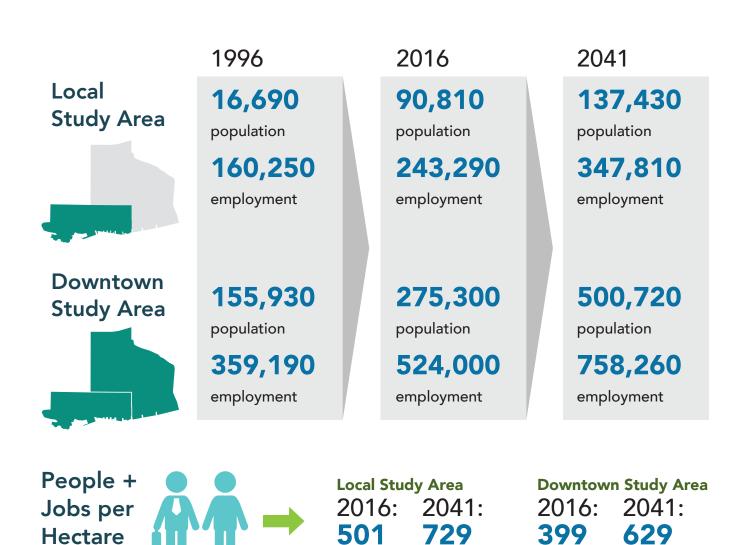
- Both the Downtown Study Area and Local Study Area (sub-area) have experienced remarkable population growth between 1996 and 2016, growing by 76% and 444% respectively. Meanwhile, the city as a whole grew by 11%. This trend of population and employment growth is anticipated to continue to 2041.
- Employment within the Downtown Study Area and Local Study Area has likewise grown exponentially since 1996, by 45% and 51% respectively. Employment in these areas will grow by 45% and 43% respectively by 2041.
- Two neighbourhoods within the Local Study Area

 King-Spadina and the Railway Lands have been the focal point of population growth since 1996. Between 1996 and 2016, the population of King-Spadina grew 18-fold, while the Railway Lands added 22,390 residents from a base population of zero. These areas will grow by 180% and 9% by 2041.
- Employment in King-Spadina and the Railway Lands has grown by 75% and 87%, respectively, and is projected to grow by 51% and 158% by 2041.

- The density of people and jobs in the future *major transit station area* for Spadina-Front GO RER Station already exceeds density targets established in the Growth Plan for the Greater Golden Horseshoe.
- In order to maintain a high quality of life in Downtown within the context of rapid intensification, proactive and continued investment in community services, amenities, parks and open spaces and infrastructure are required.
- While population and employment growth is an indication that Toronto is a desirable place to live and work, this level of growth will also create new challenges. The study areas examined in this section currently have a low provision of parks and open space relative to the city as a whole, as demonstrated in Section 5 of this report. Given the continued population and employment growth that is anticipated, this deficiency will be exacerbated.

Area	2016 Population	2016 Employment	2041 Population	2041 Employment	2016 P+J/ha	2041 P+J/ha
Railway Lands	20,390	21,160	22,220	54,540	510	942
King-Spadina	17,550	62,240	49,200	93,640	814	1458
Local Study Area	90,810	243,290	137,430	347,810	501	729
Downtown Study Area	275,300	524,000	500,720	758,260	399	629
City-wide	2,876,000**	1,573,000	3,406,000	1,716,000	71	81

Figure 13. Summary of projected population and employment growth and density, 2016-2041



Sources:

1996-2016: Population Growth: Statistics Canada Census of Population; Employment Growth: City of Toronto Employment Survey. 2016-2041: Population Projections: City of Toronto; Employment Projections: Hemson Consulting Ltd.

5.0 PARKS & OPEN SPACE NEEDS

Canoe Landing Park

Through the TOcore Planning Downtown study, the City of Toronto has identified the need for a major park to serve the Downtown area and act as a citywide resource for residents, workers, and visitors.

Taking this perspective as a starting point, the following section examines the availability of parks and open space within the Local and Downtown Study Areas, and assesses how the parkland provision rates meets the needs of current and projected population. This section also identifies and evaluates potential locations for a large contiguous park in the Downtown Study Area. Appendix D documents the findings from a parkland site assessment study to identify and evaluate potential locations for a large contiguous park in the Downtown Study Area.

The City of Toronto in the process of preparing a new City-wide Parkland Strategy - which is a 20-year plan to guide planning for new parks and expanded and improved access to existing parks. This planning study report provides a summary of the analysis and findings prepared in support of the draft OPA, as part of Phase 1 of the Parkland Strategy. The Parkland Strategy (under development) is proposing a refined set of park classifications (see Figure 14 and 15) based on the size of a park, and corresponding catchment area (walking distance to the park). Using these revised classifications together with a finer-grain reporting unit structure that takes into account pedestrian routes and walksheds, the Parkland Strategy will provide a refined methodology to evaluate parkland need. This methodology is explained further in Section 5.2 of this report.

Figure 14. Parkland Strategy's Proposed Park Classification System

Classification	Size	Catchment Area (Walking Distance)
Parkette	< 0.5 ha	0.5 km (5 min)
Local Park	0.5 < and < = 3	1 km (10 min)
Community Park	3 < and < = 5	1.5 km (15 min)
District Park	5 < and < = 15	3 km (30 min)
City Park	15< and +	NA

5.1 Inventory and Assessment of Parks

Local Study Area

The park system of the Local Study Area is made up of 42 public parks totaling approximately 66 hectares of City-owned or operated parkland.

The majority of the parks in the Local Study Area (64%) are less than one hectare, with 45% of parks smaller than half a hectare. These smaller parks provide valuable open space, but limited opportunity for the range of recreation, sports, and civic programming typical of larger community parks.

Beyond size limitations, many of the parks in the Local Study Area lack the programmatic ability to accommodate a wide variety of uses. A quarter of the parks in the Local Study Area are integrated into the city's Central Waterfront area, with shoreline-oriented programming, that limits sport and recreation uses. (Shoreline-oriented parks include: Toronto Inukshuk Park, Harbour Square Park Lands, Marilyn Bell Park, HTO Park, Toronto Music Garden, Toronto Waterfront Park, Stadium Road Park, HTO West Park, Bathurst Quay, Spadina Quay Wetlands, Peter Street Basin Park and Ireland Park.)

Within the Local Study Area and within the Railway Lands in particular, parks and open spaces satisfy important civic functions that go beyond the role of local recreational amenities. In the Railway Lands, the parks adjacent to the Metro Toronto Convention Centre, CN Tower, Rogers Centre and Ripley's Aquarium (Bobbie Rosenfeld Park, Olympic Park) have tourism and civic functions, largely providing circulation and spill out space for those facilities, and are under high demand in association with the operation of those facilities. These spaces also serve the Financial District and employment districts to the north and east. The high pedestrian volumes and other activities related to major destinations, Union Station and the Financial District generated from events and visitors puts additional pressure on parkland, besides meeting the needs of local residents.

In the high-growth King-Spadina Area, there are only three public parks and all are under one hectare in size, with limited large-scale recreational amenities. There are no district or city-wide scale parks in this densely-populated area. Only four parks in the Local Study Area are larger than three hectares in area and none is adequately suitable for large civic gatherings. Coronation Park (12.7 hectares) is the largest park within the Local Study Area, and features 3 softball diamonds and off-leash areas. The majority of Coronation Park has a commemorative function and features a Royal Oak commemorating the Coronation of King George VI and a grove of maple trees planted in honour of Canadian War Veterans and a World War II memorial. Accordingly, it provides limited opportunity for public realm enhancements and expanded recreational facilities.

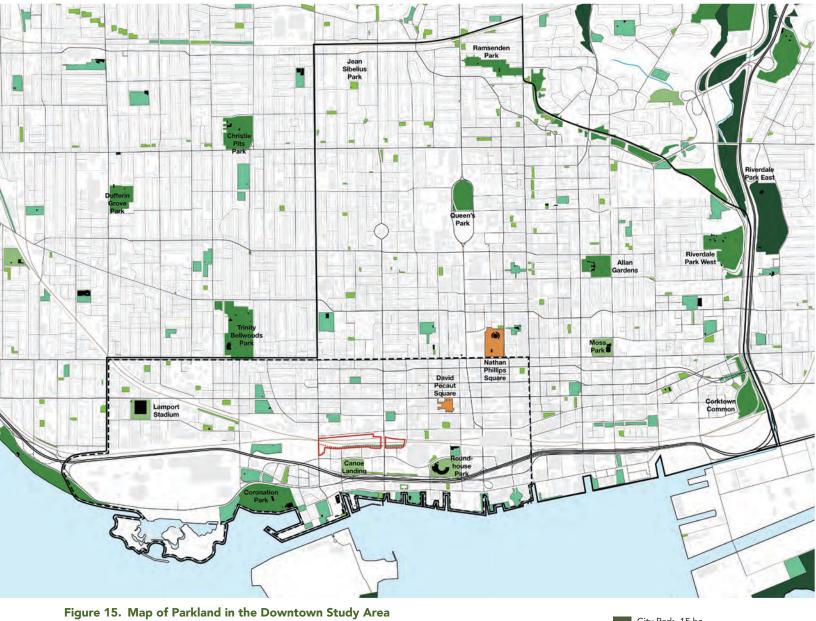
Roundhouse Park (4.79 hectares) is largely occupied by railroad-related facilities and artifacts, which also house commercial uses (Steam Whistle Brewing, Rec Room); Allan A. Lamport Stadium Park features a purpose-built sports stadium; while sections of Canoe Landing (3.14 hectares) include slopes and grade-changes.

Residents of the Local Study Area are also served by two significant parks outside of the boundary of the Study Area: Trinity Bellwoods Park (14.6 hectares) to the northwest of the Local Study Area, and the Toronto Islands to the south of the Local Study Area. The Toronto Islands are made up of a series of parks and open spaces, and are only accessible by ferry from the Jack Layton Ferry Terminal, and are subject to seasonal closures.

Overall, the Local Study Area is lacking a supply of large parks that can accommodate a variety of uses that would be necessary to support a growing population. There are very limited parks in the Local Study Area that are suitable for activities of a civic/ regional/national importance – such as a music festival or a championship celebration – let alone large enough to support community-oriented programming for a growing population.

Parkland Acquisition

Commitments have been made for future parks within the Local Study Areas, including Mouth of the Creek Park (0.5 hectare), Ordnance Park (1.6 hectare) and 28 Bathurst Street (0.8 hectare). Taken together, these commitments represent a minor increase from the current parkland supply, however they will not significantly impact the overall parkland supply rate for the Local Study Area.





Downtown Study Area

The Downtown Study Area currently has 148 public parks totaling approximately 156 hectares of Cityowned or operated parkland. Similar to the Local Study Area, the vast majority of parks in the Downtown Study Area are small. Two thirds of the parks are half a hectare in area or less, which restricts opportunities for the range of recreation, sports, and community programming commonly found in larger parks.

There are a total of 2 city-wide parks (greater than 15 hectares) that intersect with the Downtown Study Area, as well as 7 district-wide parks (between 5 and 15 hectares) that are within the Study Area.

The two city-wide parks that intersect with the Downtown Study Area – Lower Don Parklands (98.27 hectares) and David A. Balfour Park (21.26 hectares) - are both largely composed of naturalized ravines with the majority of their park areas sitting outside the Downtown Study Area boundary. While a central part of Toronto's open space network, ravine parks do not meet the identified need for a large contiguous space that can support a wide range of public function, activities and gatherings. Ravine parks are also located on the edges of the Downtown Study Area, and are not located in close proximity to high growth areas in Downtown. When assessing the ability to support large events or gatherings of city-wide importance or even on a regional or national level of significance - the Downtown Study Area has no functional park space that accommodates this need.

Meanwhile, the Downtown Study Area's seven districtwide parks (according to size) are also limited in their ability to support wide ranges of city-focused activities.

Similar to the limitations related to Lower Don Parklands and David A. Balfour Park, Rosedale Ravine Lands (14.84 hectares) and Riverdale Park West (11.05 hectares) have considerable ravine conditions that constrain their programmatic capabilities. In addition, Coronation Park (12.70 hectares), as described above, has a largely commemorative function and provides limited opportunity for public realm enhancements and expanded recreational facilities. These limitations place additional strain on the remaining four district-sized parks – Corktown Common (7.16 hectares), Ramsden Park (5.54 hectares), Allan Gardens (5.36 hectares) and Queen's Park (5.13 hectares) – to service the Downtown Study Area's growing demand.

Public squares in the Downtown Study Area include Nathan Phillips Square (5.15 hectares) and David Pecaut Square (1.18 hectares), both of which are heavily relied on for civic and cultural programming.

Residents of the Downtown Study Area are also served by significant parks outside of the boundary of the Study Area: Trinity Bellwoods Park, the Christie Pits and Riverdale Park East, and the Toronto Islands, which is made up of a series of parks and open spaces accessed by ferry from the Jack Layton Ferry Terminal.

Overall, the Downtown Study Area is underserved by large parks suitable for community/district/civic gatherings and is unprepared for future increases in population. The large parks are too few, not wellenough equipped for multi-functional use and are at serious risk of over-burdening. Furthermore, the existing parks in the Downtown Study Area do not provide opportunity for programming of a regional/ national significance.

Parkland Acquisition

Commitments have been made for twelve future parks within the Downtown Study Areas through parkland and cash-in-lieu dedications and master planning. These new parks are mostly in the form of parkettes (less than 0.5 hectares), which are useful to support development, but will not significantly impact the large parkland deficit that the Downtown Study Area is facing over the years ahead.

Moreover, most recent community and district-sized parks (Canoe Landing, Corktown Common) in the city have been delivered through comprehensive master-planning processes. With limited large-scale vacant areas in the Downtown Study Area awaiting comprehensive master planning, there are few opportunities to provide new community and district sized parks in the Downtown Study Area.

5.2 Parkland Supply Analysis

The new City-wide Parkland Strategy (under development) will guide parkland planning, investment and decision-making for a 20-year time horizon (to 2032). As part of this planning study, the City-wide Parkland Strategy Study Team (led by Parks, Forestry and Recreation Staff and O2 Planning + Design Consultants) prepared a detailed analysis of the parkland supply in the Local and Downtown Study Areas. The following section details the findings from this analysis.

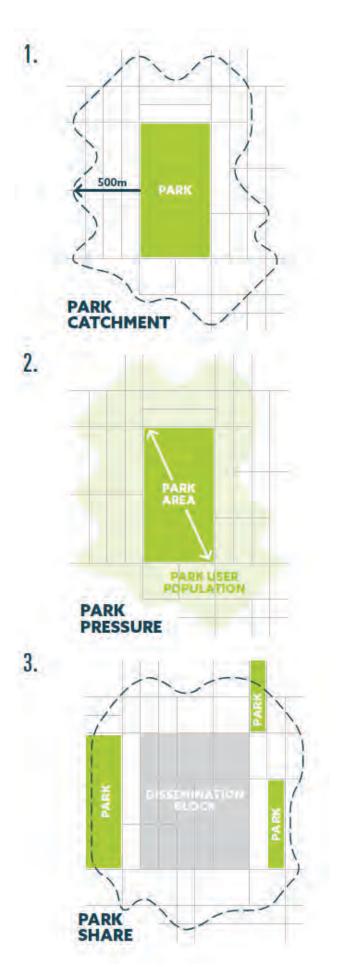
Park Catchment Tool

The following method illustrates the amount of parkland, where it is located, and whether it is accessible. The methodology is based on Statistics Canada census dissemination blocks, which is equivalent to blocks bound by intersecting streets or boundaries of standard geographic areas. The Park Catchment Tool determines the number of people, in however many dissemination blocks, a park can serve within a given size catchment, taking into consideration pedestrian routes and walksheds (sidewalk and pathway networks).

1. Park Catchment: A 500-metre walking distance (or five-minute walk) along sidewalks and paths to a park.

2. Park Pressure: The park area divided by the Park User Population (the total number of people a park serves within a defined catchment area).

3. Park Share: The total park area per person, based on all available parkland within 500 metres of each dissemination block.



Parkland Supply: How much parkland is available per person?

The parkland supply rate per capita in the Local and Downtown Study Areas is significantly lower than the city-wide median. In 2016, the Local Study Area had a parkland provision rate of 10.41 square metres of parkland per resident and the Downtown Study Area had a parkland provision rate of 10.85 square metres of parkland per resident (2016). The compares to a city-wide rate of 28 square metres of parkland per resident in 2016.

Due to high population growth, these rates are anticipated to decline significantly. By 2032, the parkland provision rate will decline to 6.89 square metres per resident in the Local Study Area and 6.95 square metres per resident in the Downtown Study Area, if no new parks are added. In order to maintain the rate of 10.85 square metres of parkland per resident in the Downtown Study Area, by the year 2032, the City would need to acquire over 165 hectares of additional parkland. This is approximately equal to the size of High Park.

Figures 16 and 17 show parkland provision in the Local and Downtown Study Areas. These maps show park area per resident within 500 metres, both for existing (2016) and projected (2032) residential populations. The majority of dissemination blocks in the Local and Downtown Study Areas are below the city median of 28 square metres per person. Several areas have a parkland supply 4 square metres or lower, as indicated in Figure 16, which can be considered very low. This is expected to significantly decline by 2032, as indicated in Figure 17.

In addition to a large and growing residential population, the Downtown Study Area has a dense concentration of jobs. When employment is added to residential populations, for both 2016 and 2032, the supply of parkland within 500 metres for both study areas decreases significantly. In 2016, the overall parkland provision per resident/employee in the Local Study Area was 2.83 square metres, and the Downtown Study Area was 3.73 square metres. This provision rate is anticipated to decline significantly with continued population and employment growth to 2031.

This analysis indicates that a large park on the Site is well positioned to increase parkland supply in both study areas, but in particular for the high-growth King-Spadina neighbourhood, which has a very low supply of parkland.

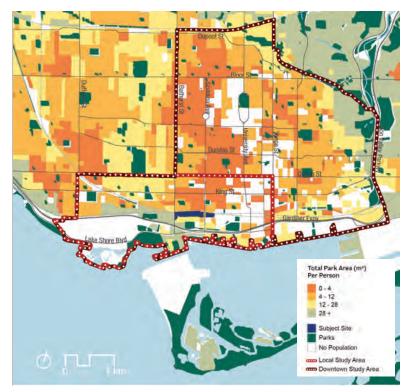


Figure 16. Parkland Supply in the Downtown Study Area (m2 per resident), Population, 2016 (Source O2 Planning + Design)

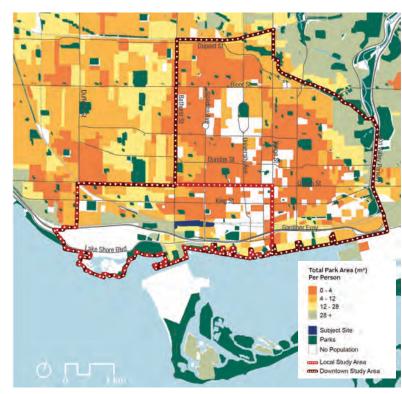


Figure 17. Parkland Supply in the Downtown Study Area (m2 per resident), Estimated Population, 2032 (Source O2 Planning + Design)

The Need for Large Parks

District +Parks per Resident (2016, 2032)

In the Local and Downtown Study Area, there is a particular shortage of large parks (district and citywide parks), as described in Section 5.1 of this report. Large parks provide space for a range of amenities, features, and programming. Large contiguous parks offer the potential for large-format recreational uses, events, performances and civic gatherings. These type of spaces help build strong community connections, contribute to civic pride and tourism, and also have ecological benefits.

The small parks that are commonly found, and continue to be acquired throughout both Study Areas, may still support these functions, but do so in a limited and non-contiguous way. Small parks are also unable to handle large the capacities of people found within the Downtown core, limiting the ability for people to gather in large numbers.

The following maps (Figures 18 and 19) indicate the supply of large parks (district and city-scale) per resident in the Local and Downtown Study Areas. The catchment for these maps uses a 3 kilometre catchment area, as determined by the district park catchment in the Parkland Strategy's proposed parkland classification.

This analysis indicates that the supply of large park area per resident is very low in both Study Areas, and this will decline significantly by 2032. Large areas within both Study Areas have a supply of large parks below 4 square metres per resident. Only neighbourhoods in the southeast, including the Distillery District and Corktown, have an adequate supply of large parks due to their proximity to the Don Valley and Corktown Common Park.

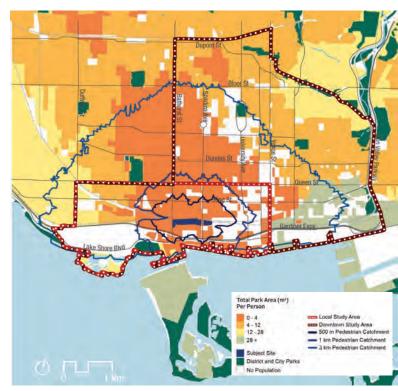


Figure 18. District + Parks per Person (m2 per resident), Population, 2016 (Source O2 Planning + Design)

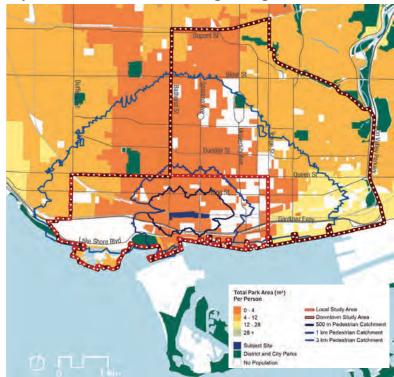


Figure 19. District + Parks per Person (m2 per resident), Estimated population, 2032 (Source O2 Planning + Design)

Proximity to Large Parks in the Downtown Study Area

In the Downtown Study Area, there are very limited large parks. As shown in Figure 20, many areas within the Downtown Study are more than 1.5 kilometres away from a park 8.8 hectares in size or larger, while people in the eastern half of the Local Study Area would have to walk 0.5 kilometres or further to a park of this size.

When the proposed park is taken into consideration (see Figure 21), the distance that people must walk to reach a large park is greatly reduced in the Local Study Area, and improved in the southwest section of the Downtown Study Area. This is noted by the band of olive green around the Site, representing that people in these areas only need to travel 500 or less to reach a large park. This geography corresponds to the area that is anticipated to experience high population and employment growth to 2041 (as indicated in Section 4 - Figures 11 and 12).

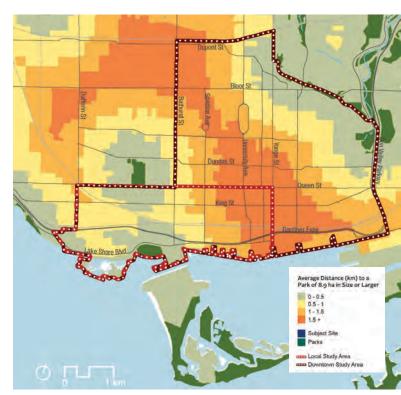


Figure 20. Distance to Large Parks, Without proposed park on Site, (Source O2 Planning + Design)

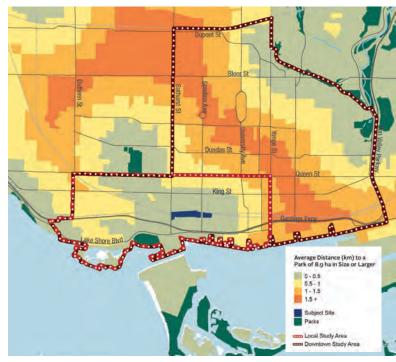


Figure 21. Distance to Large Parks, With proposed park on Site, (Source O2 Planning + Design)

5.3 Parkland Site Assessment - Identification of Potential Sites

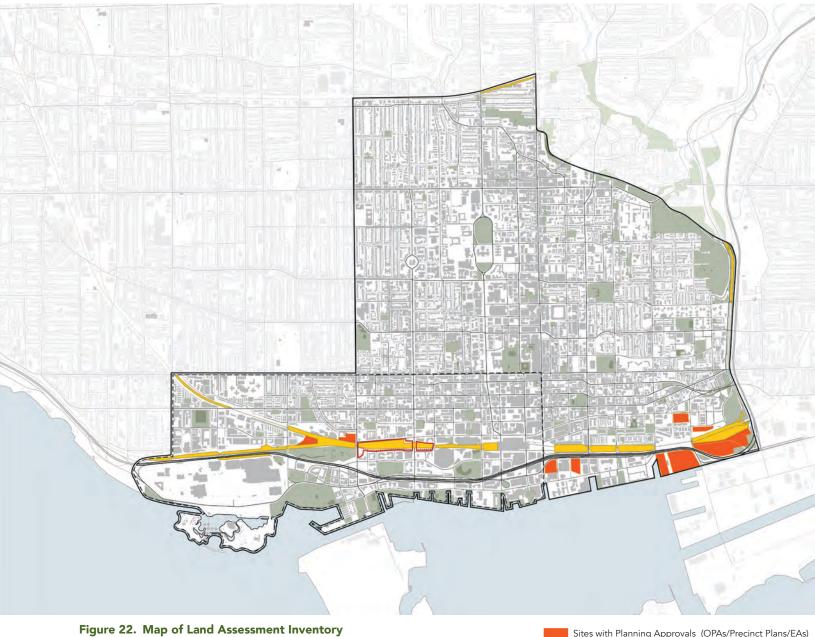
As part of this planning study, Urban Strategies Inc. prepared a site assessment and evaluation to identify potential sites for a large contiguous park. Appendix D provides a detailed discussion of the methodology and the study outcomes.

The Opportunity for a Large Downtown Park

The Parkland Site Assessment study indicates the following:

- The Downtown Study Area consists of a densely built-up area. There are very limited undeveloped sites within the Downtown Study Area equal or greater to 1 hectare that does not contain a building or structure (occupying less than 25% of the site area). As a result, finding large contiguous sites for future parkland will become an increasing challenge in the years ahead.
- The majority of undeveloped lands in the Downtown Study Area are located along and adjacent to the rail corridor and along waterfront, in the southernmost portion of the Downtown Study Area.
- Most vacant sites within the Downtown Study Area are subject to recent Council approved Official Plan Amendments, Precinct Plans and/ or Environmental Assessments with plans for comprehensive redevelopment, as illustrated in Figure 22. This includes the lands that are part of the South Niagara Triangle, the Lower Yonge Precinct Plan, the Keating Channel Precinct, the Lower Don Lands and West Don Lands, and the Garrison Crossing and the Fort York and Pedestrian Cycle Bridge. All of these plans include substantial parks and open space components.

- The lands along the rail corridor are the only undeveloped sites in the Downtown Study Area that are not part of recent Council-approved statutory plans for comprehensive redevelopment, as illustrated in Figure 22. Other sites along the rail corridor are constrained due to their size, grading, and immediate surrounding context. There is limited opportunity to deck over the rail corridor and create a large substantial park elsewhere along the rail corridor.
- The Site reflects the only feasible location for a large-scale contiguous park in the Downtown Study Area (3 hectares or greater). It is a large site with an adequate width to accommodate large-scale facilities, including sports fields and outdoor event space. It is also connected to the planned regional and city transit network, adjacent to other parks and open spaces, and next to major tourist attractions. This represents an excellent location for a large park with regional and city-wide significance due to its size and scale, central location, multi-modal accessibility, and proximity to major attractions.
- This analysis also indicates that it will be extremely challenging for the City of Toronto to address parkland deficiency without proactively planning for new parks. The urban fabric is composed of small sites, resulting in small land parcels. Development will primarily occur through infill and redevelopment, rather than through comprehensive master planning, as there are no remaining large-scale undeveloped and unplanned sites in the Downtown Study Area. As a result, the City of Toronto requires creative solutions to plan and secure public parkland in the future.



- Sites with Planning Approvals (OPAs/Precinct Plans/EAs) Unplanned / Undeveloped Sites
- Building Footprint
- Site

- Downtown Study Area
- Existing Green Space (Parks, Open Space and Other Open Space)
- Local Study Area

5.4 Supporting Analysis & Assessment

The preceding sections highlight the deficit of overall parkland provision in the Local and Downtown Study Areas, and in particular, the lack of large parks to support community-wide activities. To more closely examine the implications of the Study Area's parkland deficiencies, direction can be taken from the concurrent studies related to parks and public realm and facilities in the Downtown Study Area and city-wide.

TOcore: Planning Downtown

The first phase of the TOcore Planning Downtown Study, which ran from mid-2014 to late 2015, assessed existing conditions and trends in the Downtown, determined opportunities and challenges for growth management and infrastructure development, and recommended emerging directions to Council.

Downtown Parks: TOcore Phase 1 Background Report (March 2016)

This report provides an overview of the parks planning framework in Toronto, and identifies user trends and emerging challenges and opportunities to improve Downtown parks and the urban forest.

The report indicates a number of challenges and opportunities related to the planning and development of parks in Downtown:

- Residential and employment growth and tourism is increasing demand and use of parks;
- The emergence of new vertical communities and a higher density of people means more people are using nearby parks as their shared backyard. This creates an unprecedented need for higher maintenance levels to ensure parks amenities can withstand the increased intensity of use; and
- With a rapid increase in residential populations, employment and tourism, the mix of local and city-wide parks is facing increasing pressures for both passive and formal permitted uses, especially in the rapidly changing neighbourhoods along the waterfront.

Parkland acquisition challenges in the Downtown

- Parkland dedication requirements are based on the development site land area. As an area with high levels of intensification, most Downtown sites are primarily small parcel sizes that makes land dedication on a site-by-site basis undesirable and difficult. As a result, the City typically collects cash-in-lieu of parkland;
- Rising land values and complexity of the Downtown real estate market, makes it challenging for the City to acquire lands for parkland. Land values appreciate faster than the accumulated value of cash-in-lieu funds;
- The City has to compete against private interests to acquire lands, and is constrained by City policy from paying more than the appraised value of land, even though market prices are considerably higher; and
- It is extremely challenging for the City to use cashin-lieu funds to provide parkland for an increasing population in Downtown Toronto.

Facilities Master Plan

Toronto Parks, Forestry and Recreation (PFR) is preparing a 20-year Facilities Master Plan to guide investment in parks and recreation facilities such as community recreation centres, ice rinks, and sports fields. In developing the plan, PFR is considering demographics, the use and conditions of current facilities, recreation and leisure trends, facility best practices, and legislative changes together with public, stakeholder and staff input.

The Facilities Master Plan has identified the need for the following large-scale facilities in the Downtown Study Area, in addition to other smaller-scale facilities:

- Splash pads;
- Soccer and multi-use sports fields;
- Basketball courts;
- Outdoor skateparks; and
- Clubhouse and fieldhouses.

These type of large-format facilities require a significant amount of outdoor space. These type of facilities would be appropriate for a park on the Site.

5.5 Key Findings & Issues

The preceding sections and the supporting appendix indicate the following:

- Parkland has not kept pace with population and employment growth in the Downtown Study Area. As both residential and employment population has grown significantly in Toronto's Downtown, the increase in parkland has not followed suit, leaving the Downtown significantly deficient.
- The Local and Downtown Study Areas have low parkland provision rates in comparison to the city-wide median (28 square metres per person), and this is anticipated to decline significantly in the future. The Local Study Area has a current parkland supply of 10.41 square metres per resident (based on the 2016 population) and 6.89 square metres per resident by 2032, if no new parks are added. The Downtown Study Area has a current parkland supply 10.85 square metres per resident (based on the 2016 population), and 6.95 square metres per resident by 2032, if no new parks are added.
- With high growth anticipated and limited sites for new parks, parkland provision will decline in the Downtown Study Area in the future. In order to maintain the rate of 10.85 square metres of parkland per resident in the Downtown Study Area, by the year 2032, the City would need to acquire over 165 hectares of additional parkland. This is approximately equal to the size of High Park.
- This magnitude of parkland deficiency cannot be addressed through on-site parkland dedication or via cash-in-lieu contributions collected under Section 42 of the *Planning Act*, without a suitable receptor site. To maintain the high quality of life in the Downtown Study Area, and provide an adequate and appropriate supply of parks and open spaces for future generations, the City of Toronto must take proactive actions to plan for new parkland.

- Parks in the Downtown Study Area not only provide local space for residents, but also serve local, city-wide and regional functions. Downtown parks are intensely used by residents, workers and visitors. This multi-functional role exacerbates parkland deficiency and puts greater strain on parks and open spaces. Due to the high concentration of people and jobs and the limited supply of parks and open spaces, the majority of parks in the Downtown Study Area are currently overburdened and under stress.
- There is a particular need for large parks in the Downtown Study Area. Downtown lacks a large, centrally-located park, with facilities that can accommodate large civic gatherings of a regional and national importance. Twothirds of the parks in the Downtown Study Area are less than a hectare in area. These spaces are increasingly strained by rapid growth. The seven district parks in the Downtown Study Area (greater than five hectares) are primarily located on the perimeter of the Downtown Study Area and associated with the Toronto ravine system, or have other institutional, civic and commemorative purposes, limiting opportunities for large-scale civic and recreational opportunities.
- Large Downtown parks go beyond serving the local community, and also provide valuable space for workers, students and visitors. As the Greater Golden Horseshoe region grows to a population of over 13 million people in 2041, there will be an increasing need for regionally significant parks and open spaces with event and gathering space, and recreational uses that are accessible by regional transit.
- The Site is an excellent location for a large, centrally-located contiguous park. The Downtown Study Area consists of a densely builtup area with very limited large undeveloped and unplanned sites. The Site represents a distinct opportunity to create a large signature park in the Downtown. The size, scale and location of the Site make it uniquely suitable for a signature large-scale park to serve the local community, residents and workers from across Toronto, and visitors from across the Greater Golden Horseshoe region and beyond.

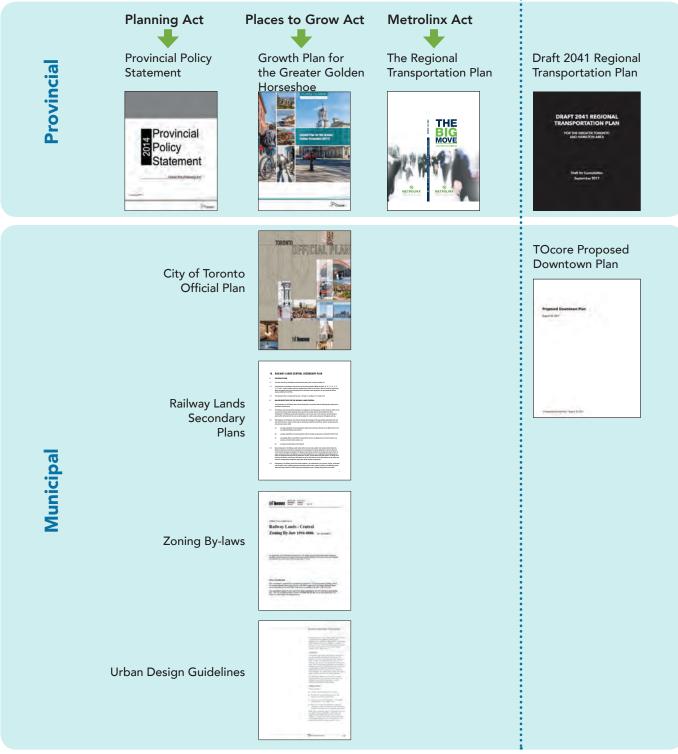




6.0 planning framework

6.0 PLANNING FRAMEWORK

EXISTING



EMERGING

The following section provides a detailed review and analysis of the provincial and municipal policy framework. The draft OPA and the proposed Secondary Plan is reviewed for consistency with the Provincial Policy Statement, and conformity with the Growth Plan and the Official Plan. The draft OPA and the proposed Secondary Plan is in provincial interest, advances provincial and municipal planning objectives, and is in the public interest and represents good planning.

6.1 The Planning Act

The *Planning Act* R.S.O. 1990. C. P. 13 establishes the basis for land use planning in Ontario. It integrates matters of provincial interest into provincial and municipal planning decisions. Section 3(1) states that the Minister may issue policy statements on matters relating to municipal planning that are of provincial interest. Section 3(5) states specifically that a decision that affects a planning matter shall be consistent with the policy statement (Subsection a) and shall conform with the provincial plans that are in effect and shall not conflict with them (Subsection b).

Section 2 establishes provincial interest, and states that the Minister, the council of a municipality, a local board, a planning board and the Municipal Board shall have regard to matters of provincial interest.

Notable matters related to the draft OPA include the following subsections:

- The orderly development of safe and healthy communities (h);
- The adequate provision and distribution of educational, health, social, cultural and recreational facilities (i);
- The co-ordination of planning activities of public bodies (m);
- The appropriate location of growth and development (p);
- The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians (q); and
- The promotion of built form that is well-design, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant (r).

Section 25 establishes that municipalities may acquire and hold land within the municipality for the purpose of developing any feature of the official plan and may contribute towards the cost of acquiring land, if there is an official plan in effect in a municipality that includes provisions related to the acquisition of land.

Section 42 sets out the requirements for conveyance of land for park purposes. It establishes that a local council may, as a condition of development or redevelopment, require that land be conveyed for parkland purposes. It sets out a rate of 2% of parkland dedication for commercial or industrial purposes, and 5% for other purposes, including residential uses. Subsection 42(3) sets out an alternative rate for residential development. It establishes a rate of one hectare for each 300 dwelling units proposed be conveyed for parkland purposes, or at such lesser rate, as specified in the municipality's bylaw. The City of Toronto's Official Plan and Alternative Parkland Dedication By-law 1420-207 establishes alternative parkland provisions. This is described further in Section 6.9 of this report and Appendix E.

Summary and Planning Opinion

The proposed Secondary Plan has due regard for matters of provincial interest, as identified in the *Planning Act*. The Act establishes that the orderly development of safe and healthy communities, and the adequate provision and distribution of recreational facilities are matters of provincial interest within the *Planning Act*, and further articulated in the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe.

The proposed Secondary Plan will facilitate the development of safe and healthy communities, and provide for the adequate provision and distribution of recreational facilities within the Downtown Study Area. This high growth area has one of the lowest parkland provision rates in the City of Toronto. This area consists of a high-growth built-up urban environment where there are very limited locations to create new large parks with recreational facilities. Due to high growth within a densely built-up urban environment with limited sites available for land, per capita parkland provision in this area is anticipated to decline. The proposed park will contribute 8.8 hectares of new parkland in the Downtown to address long-term parkland provision need.

Section 25 of the *Planning Act* provides the mechanism for a municipality to acquire land to develop any feature of the Official Plan. Through this mechanism, the City has the ability to acquire the lands (air space) to develop the proposed park above the rail corridor.

6.2 Provincial Policy Statement

On February 24, 2014, the Province of Ontario released a new Provincial Policy Statement (2014) which came into effect on April 30, 2014. Section 3 of the *Planning Act* states that decisions affecting planning 'shall be consistent' with policy statements issued under the *Act*. Section 4 of the PPS states that it applies to all decisions in respect to the exercise of any authority that affects a planning matter made on or after April 30, 2014.

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use and planning. Matters of provincial interest include the careful management of land use to meet the full range of current and future development needs, efficient land use patterns, careful resource management, and the protection of public health and safety.

With respect to land use and development considerations for the Site and the Local Study Area and Downtown Study Area, the PPS provides direction regarding the efficient use of land (Policy 1.1); publicly-accessible recreation facilities (Policy 1.5); infrastructure and public services facilities (Policy 1.6); compatibility with existing transportation infrastructure (Policy 1.6.7, Policy 1.6.8), and longterm economic prosperity (Policy 1.7.1).

Definitions

The PPS defines *public services facilities* as lands, buildings or structures for the provision of programs and services or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health and educational programs, and cultural services. *Public service facilities* do not include infrastructure. Therefore, park and open space land uses and recreation facilities constitute a *public service facility*, as per the PPS, as parks and open spaces are subsidized by a government/other body and provide space for recreational programs and services.

The PPS defines *infrastructure* as physical structures (facilities and corridors) that form the foundation for development. Infrastructure includes: sewage and water systems, septage treatment systems, stormwater management systems, waste management systems, electricity generation facilities, electricity transmission and distribution systems, communications/ telecommunications, transit and transportation corridors and facilities, oil and gas pipelines and associated facilities. In the case of the Site, the rail corridor consists of transit and transportation corridors and facilities, including the Metrolinx/ GO Bathurst North Yards, and rail tracks.

Based on the definitions in the PPS, if the Site is developed with a park and open space use in accordance with the draft OPA, it constitutes both *infrastructure* (railway and transportation uses associated with the rail corridor) and *public services facilities* associated with park and open space uses.

Part V: Policies

Section 1. Building Strong Healthy Communities

The PPS provides direction for managing and directing land use to achieve efficient and resilient development and land patterns. It recognizes that Ontario is a vast province with communities with diversity in population, economic activities, pace of growth, service levels, and physical and natural conditions. The PPS recognizes that Ontario's long-term prosperity, environmental health and social well-being is depend on wisely managing change and promoting efficient land use and development patterns.

Section 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

Policy 1.1.1 states that "healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;
- e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;
- f) improving accessibility for persons with disabilities and older persons by identifying, preventing and removing land use barriers which restrict their full participation in society;

- g) ensuring that necessary *infrastructure*, electricity generation facilities and transmission and distribution systems, and *public service facilities* are or will be available to meet current and projected needs; and
- h) promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate."

Policy 1.1.1.2 states that sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 20 years, or an alternate time frame established through a provincial planning exercise of a *provincial plan*.

Section 1.1.3 of the PPS provides provincial policy direction regarding settlement areas. The PPS recognizes that Ontario's settlement areas vary significantly in terms of size, and that development pressures and land use change will vary across Ontario. It recognizes that the vitality of settlement areas is critical to the long-term economic prosperity of communities. Policy 1.1.3.1 states that "settlement areas are the focus for growth and their vitality and generation shall be promoted."

Policy 1.1.3.2 states:

"Land use patterns within *settlement areas* shall be based on:

- a) densities and a mix of land uses which:
 - 1. efficiently use land and resources;
 - 2. are appropriate for, and efficiently use, the *infrastructure* and *public services facilities* which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
 - minimize negative impacts to air quality and climate change, and promote energy efficiency;
 - 4. support active transportation;
 - 5. are *transit supportive*, where transit is planned, exists or may be developed; and
 - 6. are freight-supportive; and
- b) A range of uses and opportunities for *intensification* and *redevelopment* in accordance with the criteria in Policy 1.1.3.3, where this can be accommodated."

Policy 1.1.3.3 states:

"Planning authorities shall identify appropriate locations and promote opportunities for *intensification* and *redevelopment* where this can be accommodated, taking into account existing building stock or areas, including *brownfield sites*, and the availability of suitable existing and planned *infrastructure and public services facilities* required to accommodate projected needs."

Policy 1.1.3.4 states that appropriate development standards should be promoted which facilitate *intensification, redevelopment and* compact form, while avoiding or mitigating risks to public health and safety, and Policy 1.1.3.5 directs planning authorities to establish and implement minimum targets for *intensification* and *redevelopment* within built-up areas. Where provincial targets are established through *provincial plans*, the provincial target shall represent the minimum target for affected areas.

In accordance with the policies described above, the proposed Secondary Plan and the proposed park use contributes to the achievement of a healthy, liveable and safe community within the context of Downtown Toronto, as per the PPS. The PPS specifically states that *intensification* and *redevelopment* will be accommodated in locations with available existing and planned *infrastructure* and *public services* to accommodate projected needs. As documented in this report, additional parkland is required in order for Downtown to continue to grow and intensify.

As per Policy 1.1.3.3 and 1.1.3.5, the City of Toronto's Official Plan details Toronto's growth management strategy with the delineation of an urban structure (Map 2 of the Official Plan) and corresponding policies. The Site is located within the Railway Lands and is within a *settlement area*, and in *Downtown and the Central Waterfront*, a provinciallydesignated *urban growth centre* under the 2017 Growth Plan for the Greater Golden Horseshoe.

The City of Toronto is already achieving and exceeding the minimum people and jobs density targets for *urban growth centres* and *major transit station areas* as per the Growth Plan policies (described in detail in the following section of this report). As described in Section 6.13, through the TOcore Planning Downtown study, the City is identifying appropriate locations for continued intensification and redevelopment in Downtown, by defining focal areas of growth. Utility Corridors are not identified as a focal area for growth. Within the context of high growth, the TOcore Planning Downtown Study, has identified the need for additional park and open space, and the particular need for a large park, to accommodate existing and projected needs. The Site represents a unique opportunity to create a large and centrally-located park in Downtown.

Section 1.2 Coordination

Policy 1.2.1 states that a coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, and with other orders of government, agencies and boards including managing and/or promoting growth and development, *multimodal transportation systems, public service facilities,* population, housing and employment projections, among other matters. Policy 1.2.4 and Policy 1.2.5 detail the planning matters that must be addressed by uppertier municipalities. The City of Toronto is a singletier municipality and therefore is responsible for addressing the matters identified in Policy 1.2.4.

Decking and development of a park use over the Site requires coordination and integration with the City of Toronto and Metrolinx, a provincial agency created to improve the coordination and integration of all modes of transportation in the Greater Toronto and Hamilton Area. Through the implementation of the proposed Secondary Plan, the City of Toronto will work collaboratively with Metrolinx to coordinate and align the design and construction of the proposed park and the proposed Spadina-Front GO RER Station.

Policy 1.2.6.1 states that *major facilities* and *sensitive land uses* should be planned to ensure that they are appropriately designed, buffered and/or separated from each other to prevent or mitigate *adverse impacts* from odour, noise, and other contaminants, minimize risk to public health and safety and to ensure the long-term viability of *major facilities*. Major facilities are defined as facilities which may require separation from *sensitive land uses* and include transportation infrastructure and corridors and *rail facilities*. Examples of sensitive land uses include residences, day care centres, and education and health facilities.

The proposed Secondary Plan details a number of technical and environmental considerations that must be addressed specifically related to the proposed park use above the Rail Corridor Site. The existing Railway Lands Secondary Plans detail require that daycare facilities are setback at least 30 metres from the Rail Corridor. There are no proposed changes to this policy.

Section 1.3 Employment

Section 1.3 of the PPS directs planning authorities to promote economic development and competitiveness by providing for an appropriate mix and range of employment and institutional uses to meet long-term needs; providing opportunities for a diversified economic base; encouraging compact, mixed-use development that incorporates compatible employment uses, and ensuring the necessary *infrastructure* is provided to support current and projected needs.

The Site is located in close proximity to Toronto's Financial District, which has the largest concentration of jobs within the Greater Golden Horseshoe. It is also adjacent to mixed-use areas with a high concentrations of office workers, including King-Spadina, South Core and Liberty Village. In 2016, there were 243,290 jobs in the Local Study Area, and this is projected to grow to 347,810 jobs by 2041. This area has a number of approved and proposed office towers in the development pipeline, which will provide space for employment uses, as detailed in Section 2.5 of this report.

The proposed park will contribute to economic development and competitiveness of the Downtown and Ontario more broadly, by providing a large-scale signature amenity for both workers and visitors. It will improve pedestrian connectivity to and from Union Station and the planned Spadina-Front GO RER station and other transit services for commuters. It will also make an important contribution to the City's tourism and cultural industries. The proposed park use will contribute to Ontario's economic competitiveness and employment, by providing a new public park space in immediate proximity to the Financial District, Ontario's largest employment cluster.

Section 1.4 Housing

Section 1.4 of the PPS details housing policies with the aim to provide for an appropriate range and mix of housing types and densities. Policy 1.4.3.b specifically states that planning authorities will direct the development of new housing towards locations where appropriate levels of *infrastructure* and *public service facilities* are or will be available to support current and projected needs.

The Local Study Area and the Downtown Study Area contain a mix of housing types, including medium and high-density housing forms. In order to continue to grow and absorb new housing units, *public service facilities* (and specifically parkland) is required to support current and projected needs. As documented in Section 5 of this report, there is a critical need for additional parkland in the Downtown Study Area, and a particular need for large-scale city-wide and district scaled parks within the context of population and residential growth. The proposed Secondary Plan will facilitate the development of a large-scale public park which will support existing and planned residential development in the Study Areas.

Section 1.5 Public Spaces, Recreation, Parks, Trails and Open Space

Section 1.5 of the PPS provides specific direction with regard to parks and draws the connection between public space, recreation, parks, trails and open space and healthy and active communities. Policy 1.1.5 states:

"Healthy, safe and active communities should be promoted by:

a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate *active transportation* and community connectivity;

- b) planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for *recreation*, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources;
- c) providing opportunities for public access to shorelines; and
- d) recognizing provincial parks, conservation reserves, and other protected areas, and minimizing negative impacts on these areas."

The proposed Secondary Plan specifically addresses Policy 1.5.1. The development of a large park in this location will facilitate *active transportation*, meet the needs of pedestrians, foster social integration and community connectivity. It will remove a significant barrier and establish new east-west and north-south pedestrian and cycling connections over the rail corridor, connecting dense mixed-use neighbourhoods. A large contiguous park space in this location will provide a publicly accessible setting for recreation within a high growth area, where there are limited large parks with large-scale recreational facilities.

Section 1.6 Infrastructure and Public Services Facilities

The PPS also provides direction regarding infrastructure and public services facilities to ensure they are provided in a coordinated, efficient and cost-effective manner that considers impacts from climate change while accommodating projected needs (Policy 1.6.1). Public service facilities shall be coordinated and integrated with land use planning so they are financially viable over their life cycle and available to meet current and projected needs (Policy 1.6.1 a and b).

Policy 1.6.3 states that before consideration is given to developing new *infrastructure* and *public service facilities*, the use of *existing infrastructure* and *public service facilities* should be optimized; and the opportunities for adaptive re-use should be considered, where feasible. The PPS encourages co-locating *public service facilities* in community hubs to promote cost-effectiveness and facilitate service integration, and access to transit and *active transportation*.

The proposed Secondary Plan specifically addresses these policies. The Site is targeted for provincial investment in transit infrastructure. A park use in this location will allow for the coordination of *infrastructure* and *public services facilities*, through an innovative solution that integrates transit and public realm investments. The park use will be located in close proximity to other community services (a community centre, school and library, with access to transit and *active transportation*.

Section 1.6.6 details the provincial policies for sewage and water services and stormwater management. The proposed Secondary Plan provides detailed policy guidance to ensure that the proposed park incorporates best practices to promote water conservation and efficiency, and incorporate innovative stormwater management solutions. These matters will be explored further during the detailed design phase.

With regard to *transportation*, the PPS states that *transportation systems* should be provided which are safe, energy efficient, facilitate the movement of people and goods, and are appropriate to address projected needs (Policy 1.6.7.1). The PPS promotes the efficient use of existing and planning *infrastructure*, and provides direction to establish connectivity within and among *transportation systems* and modes, to create a *multimodal transportation system*, and encourage a land use pattern, density and mix of uses that minimizes the length and number of vehicle trips and supports current and future use of transit and *active transportation* (Policy 1.6.7.3).

The PPS provides specific direction with regards to *development* in and adjacent to existing and *planned transportation corridors and facilities*. Policy 1.6.8.3 states:

"Planning authorities shall not permit *development in planned corridors* that could preclude or negatively affect the use of the corridor for the purpose(s) for which it was identified. New development proposed on adjacent lands to existing or planned corridors and transportation facilities should be compatible with, and supportive of, the long-term purposes of the corridor and should be designed to avoid, mitigate or minimize negative impacts on and from the corridor and transportation facilities."

With regard to *rail facilities*, Policy 1.6.9 requires that planning for land uses in the vicinity of *rail facilities* shall be undertaken to protect their long-term operation and economic role.

The Site plays an important role in the regional transportation system. The proposed Secondary Plan and proposed park use appropriately addresses these policies. This segment of the rail corridor connects Union Station to regional, provincial and national destinations. It contains the GO Transit Barrie, Milton, Lakes Shore West Lines, the Union Pearson Express and VIA Rail (provincial and national) services. It is also the site of the planned Spadina-Front GO RER Station, which will provide regional express rail service. Decking and development over and adjacent to the Site must be compatible with, and supportive of, the long-term purposes of the rail corridor and designed to avoid, mitigate or minimize negative impacts on and form the corridor and transportation facilities.

An engineering feasibility study has been prepared as a part of the Implementation Strategy for the proposed park. The study examines technical issues related to decking over the rail corridor to support a park use at a conceptual level. The study examines how the proposed park will be integrated with the rail corridor operations and yard system planning and explores construction staging to ensure that there are minimal impacts on the corridor. The proposed Secondary Plan requires detailed technical studies will be prepared as part of implementation and prior to any development of the decking structure and park.

Section 1.7 Long-term Economic Prosperity

Regarding long-term economic prosperity, the PPS emphasizes maintaining and enhancing the vitality and viability of downtowns, encouraging a sense of place, providing opportunities for sustainable tourist development, and minimizing negative impacts from climate change and considering the ecological benefits provided by nature, among other considerations (Policy 1.7.1).

The proposed park is centrally located in Downtown, Ontario's largest *urban growth centre*, and will have a significantly positive impact on Downtown. It will enhance the vitality of the Downtown core, contribute to the sense of place with the Downtown and Toronto more broadly, and foster tourism. This will contribute to the Province's long-term economic prosperity by creating a new signature park that can host events and gatherings of regional and national significance.

Section 4 Implementation

Section 4 of the PPS details policies regarding implementation and interpretation. Policy 4.7 states that the official plan is the most important vehicles for implementation of the PPS, and that comprehensive, integrated, long-term planning is best achieved through official plans. The City of Toronto Official Plan is discussed in detail in Section 6.5 of this report. It provides the basis for long-term planning in the City of Toronto. The draft OPA will result in a new Rail Deck Park Secondary Plan, which will form part of the City of Toronto Official Plan. It will guide decking and development of a large-scale contiguous park. The proposed Secondary Plan advances the city-building and growth management objectives of the Official Plan, as described in Section 6.5 of this report.

Summary and Planning Opinion

The draft OPA is consistent with the PPS. Decking and development over the Site with a park and open space use represents an efficient development and land use pattern, and contributes to the achievement of a healthy, liveable and safe community.

The proposed Secondary Plan will facilitate decking over the Site to create a large contiguous park within an existing built-up area with a mix of uses. The Site is located within an area experiencing significant population and employment growth, with an existing and projected low per capita provision of parkland. Creating a new large public park in this location will provide a setting for recreation, parks and open spaces uses and public service facilities, in accordance with the PPS. The creation of a new park in this location has the potential to have a transformational impact on the Downtown, and contribute to the long-term economic prosperity and vitality and sense of place in Downtown and Ontario more broadly, and enhance tourism opportunities.

The proposed Secondary Plan provides for a harmonious relationship between future development and the existing and planned transportation system, and protects the long-term transportation infrastructure corridor, in accordance with the PPS.

6.3 Growth Plan for the Greater Golden Horseshoe

On May 18, 2017, the Government of Ontario released the Growth Plan for the Greater Golden Horseshoe. The Growth Plan came into effect on July 1, 2017, replacing the Growth Plan for the Greater Golden Horseshoe, 2006.

The *Places to Grow Act* states that all decisions by municipalities under the *Planning Act* shall conform to the Growth Plan. The Growth Plan is a provincial plan that defines how and where long-term growth and development shall occur in the Greater Golden Horseshoe (GGH). The Growth Plan builds on the policy foundation of the PPS, and prevails if there is a conflict between the Growth Plan and the PPS.

The 2017 Growth Plan builds on the 2006 Growth Plan, and provides enhanced policy directions to respond to the key challenges facing the GGH region. It identifies the early successes since the introduction of the Growth Plan in 2006, and establishes:

"there is still more work to do. Now is the time to build on the progress that has been made toward the achievement of complete communities that are compact, transit-supportive, and make efficient use of investment in infrastructure and public services facilities" (Section 1.2, pg 5).

Section 1. Introduction

Section 1.2 the Growth Plan for the Greater Golden Horseshoe

Section 1.2 details the vision and guiding principles for the GGH. The vision describes the GGH region as a place with a high standard of quality of living, that offers a variety of choices for living, supported by modern, well-maintained, sustainable and resilient infrastructure and an integrated transportation network. It describes that the regional economy will "continue to mature into an economic powerhouse of global significance" (pg. 4). The vision recognizes the Greater Toronto and Hamilton Area (GTHA) as a "thriving metropolis with an extraordinary waterfront" and recognizes Toronto at the heart of the metropolis – "celebrated for commerce, culture and innovation" (pg. 4).

To realize this vision, the Plan's guiding principles focus on achieving *complete communities*, prioritizing *intensification* and higher densities to make the efficient use of land and infrastructure and support transit viability, and improving the integration of land use planning with planning and investment in *infrastructure* and *public service facilities* (Section 1.2.1).

Section 2. Where and How to Grow

Section 2.2.1 Managing Growth

To accommodate population and employment growth and to ensure the development of healthy, safe and balanced communities, the Growth Plan articulates policies related to where population and employment growth should occur. Schedule 3 of the Growth Plan identifies the population and employment forecasts for each municipality in the GGH. According to Policy 2.2.1.1, the forecasts will be used for planning and managing growth in the GGH to 2041.

Based on reporting on the Growth Plan, the City of Toronto is on track to achieve the population and employment forecasts supporting the provincial Growth Plan for the Greater Golden Horseshoe.

	Population			Employment		
	2031	2036	2041	2031	2036	2041
City of Toronto	3,190,000	3,300,000	3,400,000	1,660,000	1,680,000	1,720,000

Figure 24. Distribution of Population and Employment for the Greater Golden Horseshoe to 2041

Based on the City's development pipeline activity, there is more than sufficient development activity already anticipated to achieve the forecasted population growth as per the Growth Plan. Not all development proposals are approved, and not all approved projects are built, but completed housing reported by Canada Mortgage and Housing Corporation (CMHC) plus the development pipeline activity are a strong indication of the development potential already built, approved and under review. As of the end of 2016, there are over 53,500 units in projects under review. In addition to this, there are numerous non-residential projects in the development pipeline in Toronto.

The forecasts supporting the Provincial Growth Plan anticipate that the city needs to accommodate 399,270 households between 2001 and 2041. According to CMHC, 195,797 units were built in Toronto between 2002 and 2015. Thus, almost half of the units required have already been built as of year-end 2015. Another 57% of the units required to achieve the forecasted growth have either been approved or were under review as of 2015.

The Growth Plan directs the vast majority of growth to settlement areas that have a delineated built boundary, have existing or planned municipal water and wastewater systems, and can support the achievement of complete communities. Within settlement areas, growth will be focused in delineated built-up areas, strategic growth areas, locations with existing or planned transit, with a priority or higher order transit where it exists or is planned, and areas with existing or planned public service facilities (Policy 2.2.1.2). Policy 2.2.1.3 directs municipalities to undertake integrated planning to manage forecasted growth. The Growth Plan places a strong emphasis on achieving *complete communities*. *Complete communities* are defined as:

"places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people for all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and *public service facilities. Complete communities* are age-friendly and may take different shapes and forms appropriate to their contexts." (Sections 7 – Definitions)

Policy 2.2.1.4 states:

"Applying the policies of this Plan will support the achievement of *complete communities* that:

- a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and *public service facilities;*
- b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;
- c) provide a diverse range and mix of housing options, including second units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
- d) expand convenient access to:
 - i. a range of transportation options, including options for the safe, comfortable and convenient use of *active transportation;*
 - *ii. public service facilities,* co-located and integrated in community hub;

- iii. an appropriate supply of safe, publiclyaccessible open spaces, parks, trails, and other recreational facilities; and
- iv. healthy, local, and affordable food options, including through urban agriculture;
- e) ensure the development of high quality *compact built form*, an attractive and vibrant *public realm*, including public open spaces, through site design and urban design standards;
- f) mitigate and adapt to climate change impacts, build resilience, reduce greenhouse gas emissions, and contribute towards the achievement of lowcarbon communities; and
- g) integrate green infrastructure and low impact development."

This new policy in the 2017 Growth Plan importantly underscores that the purpose of the Growth Plan is not simply to plan to accommodate population and employment growth, but to achieve greater societal, economic and environmental benefits for communities in the GGH. Policy 2.2.1.4 identifies achieving *complete communities* as a central outcome of the Growth Plan policies.

The proposed Secondary Plan fully supports and advances the growth management policies of the Growth Plan and contributes to the achievement of a *complete community*.

The Site is located within *Downtown and the Central Waterfront*, a defined *urban growth centre*, as identified on Schedule 4 (Urban Growth Centres). The Site forms part of existing and *priority transit corridors* (Metrolinx commuter train service) shown on Schedule 5 (Moving People – Transit) and is adjacent to the planned Spadina-Front GO RER Station. Accordingly, this location fits the definition of a strategic growth area, as defined by the Growth Plan. The Site is located within an area that has undergone and is continuing to absorb forecasted growth in a *compact built form*.

In the context of high growth in the Downtown, the City of Toronto is undertaking an integrated approach to plan for and manage growth in Downtown through the TOcore Planning Downtown Study, in alignment with Policy 2.2.1.3. Through the TOcore Planning Downtown Study, and the analysis to inform the City-wide Parkland Strategy and the City-wide Facilities Master Plan, the City has identified the need for community services and additional parks and open spaces in the Downtown to support continued population and employment growth.

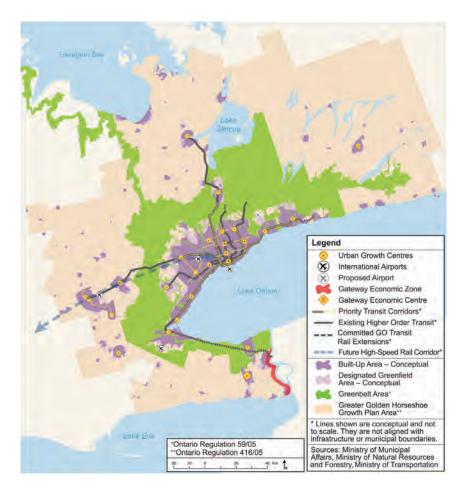
The creation of a new significant urban park in the Downtown will fully support the achievement of a *complete community* as per Policy 2.2.1.4. The Local Study Area and Downtown Study Area contain a diverse mix of land uses, including residential and employment uses, and a range and mix of housing options. In the context of high population and employment growth, the Downtown Study Area has a shortage of *public service facilities*, parks and open spaces and recreational amenities. There is a lack of large contiguous park space for recreation.

The Site is centrally located within the Downtown and surrounding areas. A park use in this location will provide new options for safe, comfortable and convenient use of active transportation across and along the rail corridor, with new pedestrian and cycling routes (Policy 2.2.1.4.d.i). The proposed park will improve pedestrian and cycling connectivity across and along the rail corridor, and improve access to the proposed Spadina-Front GO RER Station and local transit routes. The creation of a new large park in the Downtown will provide a new publicly accessible park and open space, with connection to nearby trails and recreational amenities (Policy 2.2.14.d.ii). The proposed park will contribute to an attractive and vibrant public realm and public open spaces.

Section 2.2.2 Delineated Built-up Area

Section 2.2.2 of the Growth Plan details the policies regarding *intensification* of the *delineated built-up urban area*. The *delineated built-up urban area* is defined as the limits of the developed urban area.

All of the City of Toronto is located within a developed urban area, as there are no remaining undeveloped greenfield areas. Accordingly, the City of Toronto must achieve all of its residential growth within the built-up area through *intensification*, which significantly exceeds the Growth Plan intensification target of 60%.



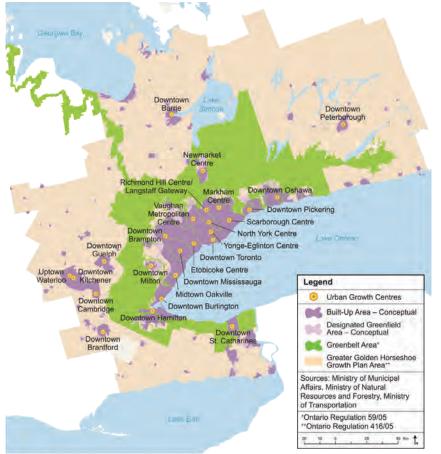


Figure 25. Growth Plan, Schedule 5 -Moving People - Transit

Figure 26. Growth Plan, Schedule 4-Urban Growth Centres

Policy 2.2.2.4 directs municipalities to develop a strategy to achieve *intensification* through the *delineated built-up area*. The City of Toronto Official Plan details the City's intensification strategy through the delineation of an urban structure and the designation of land uses where growth is anticipated. The TOcore Proposed Downtown Plan (described in Section 6.13) proposes a tailored policy framework to guide intensification and investment in *infrastructure* and *public service facilities* in Downtown with the objective to achieve *complete communities* within a densely built-up urban environment.

Section 2.2.3 Urban Growth Centres

The Growth Plan identifies *urban growth centres* on Schedule 4 and designates Downtown Toronto as an *urban growth centre*. All *urban growth centres* within the City of Toronto are required to achieve a minimum density target of 400 residents and jobs combined per hectare.

According to Policy 2.2.3.1:

"urban growth centres will be planned:

- a) as focal areas for investment in regional *public service facilities,* as well as commercial, recreational, cultural, and entertainment uses;
- b) to accommodate and support the transit network at the regional scale and provide connection points for inter- and intra-regional transit;
- c) to serve as high-density major employment centres that will attract provincially, nationally, or internationally significant employment uses; and
- d) to accommodate significant population and employment growth."

The Site is located within *Downtown and the Central Waterfront*, a designated *urban growth centre*. The draft OPA and proposed Secondary Plan fully conforms to the provincial policies for *urban growth centres*. The City of Toronto is well on track to exceed the minimum density target of 400 people and jobs per hectare for Downtown. The neighbourhoods around the Site (Railway Lands, King-Spadina, Financial District in particular) have accommodated significant population and employment growth, and are anticipated to continue to experience high growth to 2041. As described in Section 4 of this report, the development of the Site is not required for residential or non-residential development purposes to achieve the *urban growth centre* target for Downtown. However, as the only large, undeveloped and unplanned contiguous site within the Downtown that is both centrally located and accessible by transit, the Site is required for public purposes to address long-term parks and open space and recreation needs.

The Growth Plan recognizes that *urban growth* centres are focal areas for investment in public service facilities and recreational, cultural and entertainment uses. The proposed Secondary Plan advances provincial and municipal policy objectives with regard to achieving complete communities. The proposed Secondary Plan protects the lands for public uses to create a new large regionallysignificant park, in a manner that will be integrated with regional and local transit services. The Site is within close proximity to Downtown's Financial District, which is Canada's largest high-density major employment centre with international significance, and connected to major tourism destinations. A large park use in this location will serve both a local, regional and international role. The proposed Secondary Plan fully conforms to and advances the policies for urban growth centres.

Section 2.2.4 Transit Corridors and Station Areas

The 2017 Growth Plan includes new policies for major transit station areas and priority transit corridors. The Growth Plan defines major transit station areas as:

"the area including and around any existing or planned higher order transit station or stop within a settlement area; or an area including a bus depot in an urban core. *Major station areas* generally defined as the area within an approximate 500 metre radius of a transit station, representing about a 10-minute walk." (Sections 7 – Definitions)

Policy 2.2.4.1 directs municipalities to identify priority transit corridors in official plans, and Policy 2.2.4.2 directs municipalities to delineate the boundaries of major transit station areas on priority transit corridors or subway lines in a transitsupportive manner that maximizes the size of the area and the number of potential transit users that are within walking distance of the station. As this is very recent provincial policy direction, the City has yet to identify and delineate the boundaries of major transit station areas within the Official Plan, but will do so in accordance with the Growth Plan.

Policy 2.2.4.3 identifies that *major transit station areas* on *priority transit corridors* or subway lines will be planned for a minimum density target of:

- a) "200 residents and jobs combined per hectare for those that are served by subways;
- b) 160 residents and jobs combined per hectare for those that are served by light rail transit or bus rapid transit; and
- c) 150 residents and jobs combined per hectare for those that are served by GO Transit rail network."

Policy 2.2.4.4 states that municipal councils may request an alternative to the applicable target through a municipal comprehensive review.

The population and job density in the Spadina-Front RER *major transit station area* already significantly exceeds the target for the station area. It has an existing density of 443 residents and jobs per hectare, which significantly exceeds the Growth Plan target. Figure 27 indicates the anticipated people and jobs density for 500 metres around the Spadina-Front major transit station, based on development pipeline data.

Like much of the Downtown Study Area, the Spadina-Front RER *major transit station area* is projected to experience a significant increase in population and job growth per hectare. The City of Toronto's development pipeline data contains data on development projects at various stages of the approvals process. Currently, approved projects within the *major transit station area* will add an additional 149 people and jobs per hectare; submitted applications account for another 261. This represents a total density of people and jobs of 853.

Figure 27. People + Jobs per Hectare based on Development Pipeline

Existing and Planned People+ Jobs	People + Jobs / Hectare		
Existing residents/ha ¹	264		
Approved residents/ha ²	77		
Proposed residents/ha ²	162		
Total residents/ha	503		
Existing jobs/ha ³	179		
Approved jobs/ha ⁴	72		
Proposed jobs/ha ⁴	99		
Total jobs/ha	350		
Total P+J/ha	853		

1. 2016 Census data by Dissemination Areas.

2. 1.6 residents per unit applied to unit count.

3. 2016 Toronto Employment Survey Data aggregated by Dissemination Areas.

4. Ratio of one job per 40 square metres of retail GFA and one job per 20 square metres of office GFA applied to non-residential GFA. The Growth Plan provides further direction on land use and development in *major transit station areas* and states that land uses and built forms which would adversely affect the achievement of the minimum density target will be prohibited (Policy 2.2.4.6). Policy 2.2.4.8 states:

- "all major transit station areas will be planned and designed to be transit-supportive and to achieve multimodal access to stations and connections to nearby major trip generators by providing, where appropriate:
- a) connections to local and regional transit services to support *transit service integration;*
- b) infrastructure to support active transportation, including sidewalks, bicycle lanes, and secure bicycle parking; and
- c) commuter pick-up/drop-off areas."

Policy 2.2.4.11 directs municipalities to identify and protect lands that may be needed for future enhancement or expansion of transit infrastructure in consultation with Metrolinx, when planning lands adjacent to or near higher order transit corridors and facilities. The proposed Secondary Plan fully supports and advances the policies with regard to major transit station areas and priority transit corridors in the Growth Plan. The area within 500 metres of the proposed Spadina-Front GO RER Station already significantly exceeds the population and employment density target for major station areas served by the GO Transit rail network, and also exceeds the density target for station areas served by light rail transit and subway service, although it is not within 500 metres of a subway station. The proposed park use will support multimodal and active transportation access to the Spadina-Front GO RER Station and across the rail corridor.

As part of the analysis to approve planned RER stations, Metrolinx conducted an Initial Business Case analysis. The Initial Business Case (IBC Spadina Report, Metrolinx, 2016) indicates that the planned Spadina-Front GO RER Station supports a higher-density cluster of residents and workers, while enhancing transit access to a large number of major sporting, cultural, recreational and tourist destinations. This report indicates that the station area has the potential to accommodate potential employment and population growth by 2031, and is well situated to current residential and office market demand. The report identifies potential development sites within the station area through the analysis of land use and built form. It does not identify the Site as a potential development site, nor indicate that the Site is required from a growth planning perspective to accommodate additional density to support investment in transit.

The proposed Spadina-Front GO RER Station area contains a diverse mix of land uses within a compact development pattern, with a high level of employment and residential densities. The Site is not required from a development perspective to accommodate additional residential and employment density to support transit investment in this location.

Creating a new large park in this location represents a transit-supportive land use and development pattern. The Site is adjacent to a densely built-up area with a diverse mix of land uses, with a compact development pattern. Protecting for public uses over the rail corridor will allow for the integration of regional and local transit service and park and open space uses, and enhance multimodal transportation connectivity with new cycling and pedestrian connections across and along the rail corridor. The proposed park will be highly accessible by regional and local transit, and support active transportation across and along the rail corridor. A large-scale park will become a major attraction and destination within the Downtown, driving demand for increased transit use. It will support transit ridership outside of peak periods (on evenings, weekends and holidays) which will increase the value and efficiency of the system.

Section 2.2.5 Employment

The Growth Plan includes policies to promote economic development and competitiveness in the GGH by ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth; planning to better connect areas with high employment densities to transit; and integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment (2.2.5.1.b, c, d). The Plan directs *major office* and major institutional areas to *urban growth centres, major transit station areas* or other *strategic growth areas* with existing or planned frequent transit service. The Site is located in close proximity to the Financial District, which is the GGH's largest office core and primary centre for international finance and commerce. The area is subject to a number of development approvals and applications for major office uses in the form of office towers, which will accommodate significant employment growth. Adjacent areas, including King-Spadina and Garrison Common also provide secondary clusters with office, cultural and creative-type uses. The Site not required from a growth planning perspective to accommodate additional job growth.

A park in this location will enhance the environment for investment in Downtown and Ontario more broadly, and will strengthen the GGH's ability to compete with other global cities for talent. It will provide a large amenity space for Downtown workers, and improve multimodal connections from King-Spadina to the Financial District.

Section 2.2.6 Housing

The Growth Plan details housing policies and requires municipalities to develop a housing strategy, which will support the achievement of *complete communities*. The Site is located in an area where there is significant existing and planned residential development.

Section 3 Infrastructure to Support Growth

Section 3 of the Growth Plan details the policies related to *infrastructure*. It requires municipalities to undertake an integrated approach to *infrastructure* planning, land use planning, *infrastructure* investment, and *public service facilities* planning and investment.

Section 3.2.1 Integrated Planning

Policy 3.2.1.2.a indicates that *infrastructure* investment should be leveraged to direct growth and development towards the policies of the Growth Plan, including the achievement of minimum intensification and density targets. Policy 3.2.1.5 indicates that the Province will work with public sector partners, including Metrolinx to identify strategic infrastructure needs to support implementation, including planning for the *transportation system* and *public service facilities*.

Section 3.2.2 Transportation - General, Section 3.2.3 Moving People

Policy 3.2.2.1 states that *transportation system planning*, land use planning, and transportation investment will be coordinated to implement the Plan. Policy 3.2.2.2 states that the *transportation system* within the GGH will be planned and managed to provide connectivity among transportation modes, offer a balance of transportation choices that reduces reliance upon the automobile, offer *multimodal* access to jobs, housing, schools, and recreational opportunities, and goods and services.

The Growth Plan places a strong emphasis on moving people and prioritizing active transportation and transit. To achieve this goal, it includes policies related to a *complete streets* approach and directs municipalities to adopt *transportation demand management* policies, and prioritize *active transportation networks* to provide safe, comfortable and travel for pedestrians and bicyclists, and provide continuous linkages between *strategic growth areas*, adjacent neighbourhoods, major trip generators and transit stations.

The Site is a vital component of the regional transportation system. The rail corridor provides commuter rail service from Union Station to various communities across the GGH. The draft OPA and proposed Secondary Plan conforms to the transportation planning policies of the Growth Plan. Decking and development of a park over the Site will enhance pedestrian and cycling connectivity, and improve linkages between dense mixed-use neighbourhoods. The proposed park will include pedestrian and cycling linkages over and along the Site, which will improve multimodal access between destinations along the rail corridor, including a planned school and community centre facility in CityPlace (Block 21, CityPlace), the Fort York library; employment and retail centre (The Well); tourist destinations (CN Tower/Rogers Centre), and other destinations.

Section 3.2.5 Infrastructure Corridors

The Growth Plan advances the policies in the PPS 2017 for *infrastructure corridors*. In accordance with the PPS, existing and *planned corridors* will be protected to meet current and projected needs (Policy 3.2.5.1b).

The proposed Secondary Plan provides an updated policy framework to guide decking and development over the rail corridor in a manner that protects for the long-term transportation corridor purposes of the corridor. The development of a park use and the Spadina-Front GO RER Station over the rail corridor will be coordinated by Metrolinx and the City of Toronto.

Section 3.2.6 Water and Waste Systems and Section 3.2.7 Stormwater Management

Section 3.2.6 and 3.2.7 details the waste, municipal wastewater and stormwater management policies for the GGH. These sections indicate that municipal water, wastewater and stormwater management systems will be designed to optimize efficiency, protect the quality and quantity of water, incorporate low impact development and green infrastructure. Decking and development of a park over the Site will provide the opportunity for improved stormwater management and will incorporate green infrastructure systems. The engineering feasibility report examines preliminary stormwater and servicing infrastructure to support the proposed park. The proposed Secondary Plan details policy direction on stormwater and servicing infrastructure to ensure that the proposed park use incorporates best practices related to servicing and stormwater management. These will be further explored during the design phase.

Section 3.2.8 Public Services Facilities

The Growth Plan builds on the policies regarding *public service facilities* in the PPS. Policy 3.2.8 states that planning for *public services facilities*, land use planning and investment in facilities will be coordinated. The Plan places an emphasis on colocating *public service facilities* in community hubs, and maintaining and adapting facilities and spaces to meet the needs of the community and optimize the long-term viability of public investments.

The draft OPA and the proposed Secondary Plan conform to the policies for *public service facilities*, in accordance with the Growth Plan. The Site is located in an area targeted for public investment in transportation infrastructure. It will be directly accessible by regional and urban transit, and nearby community services and facilities including the Fort York Library, and community centre and public school in CityPlace. The proposed park use will meet the needs of the community, and optimize and coordinate provincial and municipal public investment in transit and parks.

Policy 4.2.5.1 indicates that municipalities and other parties are encouraged to develop a system of publicly-accessible parkland, open space, and trails within the GGH, and establish an open space system within *settlement areas*. The creation of a large-scale contiguous public park will significantly improve the parkland and open space system in the Downtown and beyond. The Proposed Downtown Plan and the Downtown Parks and Public Realm Plan (described in Section 6.13 of this report) identifies The Stitch as a public realm initiative to improve east-west connections along the rail corridor and Gardiner expressway corridors and north south connections from Fort York to the Don River.

Section 5 Implementation and Interpretation

Section 5 details the implementation and interpretation policies of the Growth Plan. It provides guidance with regard to coordination, growth forecasts, targets, performance indicators and monitoring. The draft OPA has been reviewed for conformity with the interpretation policies of the Growth Plan, as described further on the following page.

Summary and Planning Opinion

The draft OPA conforms to the Growth Plan and advances the vision, guiding principles and provincial policy objectives for the GGH. The Site is located within the delineated built-up urban area and within Downtown, a designated urban growth centre, is part of a priority transit corridor, and is within the planned major transit station area (Spadina-Front GO RER Station).

Although the Site is part of a strategic growth area as per the definitions of the Growth Plan, the Site is not required from a land use and transportation planning perspective to meet the population and employment forecasts for the City of Toronto as per Schedule 3, and the minimum density targets for urban growth centres and major transit station areas. The Growth Plan states that the policies represent minimum standards and decision-makers are encouraged to go beyond these minimum standards to address matters of importance, unless doing so would conflict with any policy of the Plan (Policy 5.2.5.1). The existing and planned density within 500 metres of planned Spadina-Front GO RER Station already significantly exceeds the minimum density target for a major transit station area with GO transit service, and also the higher density targets for light rail transit and subway surface. As per the findings of the Initial Business Case Metrolinx Report, there are other sites within the major transit station area that provide opportunities for continued redevelopment and intensification. The development of the Site with residential or non-residential uses is not required to support the viability of provincial and municipal transit investment in the area, from a population and employment density perspective.

However, the Rail Corridor Site, together with Northern Linear Park and the Mouth of the Creek Park is required for public park uses to contribute to the achievement of a *complete community*. The Growth Plan places a strong emphasis on managing population and employment growth to achieve *complete communities*, with the aim to improve the overall quality of life and human health for people of all ages, abilities and incomes.

Since the adoption of the Growth Plan in 2006, the Downtown Study Area has experienced significant population and employment intensification, as former industrial and underdeveloped lands have transformed to new mixed-use areas. However, as documented through the TOcore Planning Downtown Study and this report, the provision of parks and open spaces and *public service facilities* to support population and employment growth have not kept pace. Continued growth within the Downtown and adjacent areas will only compound this issue over the coming decades.

The proposed park will contribute to the achievement of a *complete community* in the Downtown Study Area, with convenient access to public service facilities, and a supply of safe, publiclyaccessible parks, trails and recreation facilities. The Site reflects an excellent location for a new public park, due to its central location, transit accessibility, size and proximity to major regional attractions.

Through the implementation of the proposed Secondary Plan, the City will create 8.8 hectares of new contiguous parkland in a dense, built-up urban area with a very low provision of parkland where there are very limited locations to add new large parks. The size and central location of the Site allows for civic, cultural and recreational programming and facilities. The public park will improve the quality of life and human health by expanding access to parks and open spaces and creating new space for recreational activities and amenities. Furthermore, the proposed park will contribute to economic development and competitiveness of the GGH, by connecting areas with a high concentration of jobs, tourist attractions, and multimodal transportation.

The proposed park will also enhance multimodal transportation connections between regional and local transit, and promote active transportation with enhanced pedestrian and cycling routes across and along the rail corridor and to the planned Spadina-Front GO RER station. The Site is accessible directly via multiple transit routes, including regional and local transit. A park in this location will connect a series of parks, open spaces and trails, enhancing pedestrian and cycling connectivity and access to transit.

The proposed Secondary Plan includes updated policies to protect for, coordinate and align infrastructure, transportation planning and public park uses. Transportation operations along the rail corridor will be coordinated and aligned with public uses above the corridor.

6.4 The Big Move: Regional Transportation Plan

The Big Move Regional Transportation Plan was adopted by the Metrolinx Board on November 28, 2008 and forwarded to the Minister of Transportation as part of the requirement under subsection 6(4.1) of the *Metrolinx Act*, S.O. 2006, c. 16. Metrolinx is a provincial agency that operates under the *Metrolinx Act*, and was created to improve the coordination and integration of all modes of transportation in the Greater Toronto and Hamilton Area (GTHA). The Big Move Regional Transportation Plan outlines a strategy for improved regional transit, and was created in accordance with the requirements set out in Section 6(2) of the *Metrolinx Act*.

The Regional Transportation Plan establishes a 25-year vision for the GTHA for an integrated transportation system that enhances the quality of life, environment and prosperity. It also contains a series of goals and objectives to advance the vision, including advancing transportation choice, comfort and convenience, active and healthy lifestyles, and multi-modal integration. The Plan is based upon nine 'Big Moves' to transform the GTHA transportation system. The nine 'Big Moves' are considered Priority Actions that will have the largest and most transformational impacts on the GTHA's transportation system.

Big Move #1 aims to create a "fast, frequent and expanded regional rapid transit network". Schedule 1 and 2 identifies the regional rapid transit network, and with the aim to bring fast, frequent, all-day two-way express rail service and expanded regional rapid transit service to every region within the GTHA. The Union rail corridor is identified on Schedule 1 and forms a vital component of the regional transit network. The regional express rail strategy is intended to establish higher capacity connections between the Greater Golden Horseshoe's urban growth centres, several of which are connected to this area via the GO Lakeshore Line – notably the downtowns of Hamilton, Burlington, Oakville, Pickering and Oshawa – which runs through this rail corridor. The GO Lakeshore service route is prioritized under the Big Move to be one of the first lines to be converted to regional express rail service, and is expected to be completed by 2023 (Section 5.2).

The Regional Transportation Plan identifies Union Station as one of the region's primary international gateways and classifies it as an Anchor Mobility Hub within the GTHA's transportation system (Section 8.0, Schedule 1). Mobility Hubs are major transit station areas and places of connectivity where there is an intensive concentration of working, living, shopping and/or playing. Anchor Hubs, such as the Union Station area, are forecasted to achieve minimum densities of approximately 10,000 people and jobs within an 800-metre radius of the station (Section 8.0). The eastern edge of the Site is located approximately 1.5 kilometres from Union Station. The area around Union Station has high volumes of pedestrian activity. A proposed park in this location will significantly enhance pedestrian and cycling connectivity between Union Station and Downtown destinations.

The Regional Transportation Plan also aims to enhance and expand active transportation. Big Move #4 aims to "create complete walking and cycling networks with bike-sharing programs". This Big Move #4 draws a direct connection between integrated walking and cycling networks and addressing barriers including rail corridors. The proposed Secondary Plan will directly address this strategic priority by decking over the rail corridor to create integrated pedestrian and cycling networks across and along the corridor.

Draft 2041 Regional Transportation Plan

In September 2017, Metrolinx released a Draft 2041 Regional Transportation Plan. The Draft Plan was approved for consultation by the Metrolinx Board of Directors on September 14, 2017. It will inform public engagement and consultations through the fall of 2017. The Draft Plan vision states that the Greater Toronto Hamilton Area urban region will have a transportation system that supports complete communities, by firmly aligning the transportation network with land use. It details three goals and five strategies to advance the regional transportation system.

Summary and Planning Opinion

The draft OPA supports and advances the 2008 and proposed 2041 provincial Regional Transportation Plans. The Site forms a fundamental component of the regional transit network, and the planned Spadina-Front GO RER Station will provide two-way all day express rail service. The proposed Secondary Plan protects for long-term rail operations in the rail corridor, recognizes Union Station as the major regional transportation terminal, and provides direction to ensure development adjacent or above the rail corridor will respect its physical configuration, and its current and future operation.

The creation of a large contiguous park in the Site will allow for the integration of transit and public park uses, and will support active transportation and integrated cycling and pedestrian networks. The construction of the park decking structure and the RER station will be coordinated and aligned between Metrolinx and the City of Toronto.

6.5 City of Toronto Official Plan

The Official Plan for the City of Toronto was adopted by City Council in November 2002. The Minister of Municipal Affairs and Housing approved the Plan, in part, with modifications. On July 6, 2006, the OMB issued an order which brought the majority of the Official Plan into force. The Official Plan was consolidated in 2015 to incorporate all in force official plan amendments since Plan adoption. It was further approved by the OMB in June 2015. The Official Plan is an integrated document, and intended to be read as a whole. It sets out policies that help to guide the growth of Toronto to 2031.

Chapter 1: Making Choices

The first chapter of the Official Plan frames Toronto's land use planning and decision-making about choices about "what kind of city will Toronto be in the 21st century?" (1-1). The Official Plan is grounded in principles of diversity and opportunity, beauty, connectivity, and leadership and stewardship. It emphasizes holistic and integrated thinking, and recognizes quality of life as a core component of Toronto's competitive advantage.

Decking of the Site and the creation of a largescale park in this location represents a significant city-building initiative, and distinct opportunity to contribute to the vision for Toronto as a 21st century city. The Site is the largest undeveloped site within the Downtown. Decking of the Site represents a unique opportunity to create a large-scale public park in one the densest and fastest growing areas of Toronto. The Site offers the unique potential to create a high-profile public park in Downtown, which will contribute to the quality of life for residents and workers, provide green space with recreational and cultural opportunities, and contribute to a complete community. The Site is highly accessible by existing and planned regional and local transit. A park use in this location will have a transformational impact for Toronto, contributing to the vitality of Downtown, and create a large public gathering space in a central location to bring people together. This directly contributes and supports the achievement of the vision for Toronto, as articulated in the Official Plan.

The Official Plan is based on a vision for Toronto in the 21st century as an "attractive and safe city that evokes pride passion and a sense of belonging– where all people of all ages and abilities can enjoy a good quality of life. A city with:

- vibrant neighbourhoods that are part of complete communities;
- affordable housing choices that meet the needs of everyone throughout their life
- attractive, tree-lined streets with shops and housing that are made for walking;
- a comprehensive and high quality affordable transit system that lets people move around the City quickly and conveniently;
- a strong and competitive economy with a vital downtown that creates and sustains wellpaid, stable, safe and fulfilling employment opportunities for all Torontonians;
- clean air, land and water;
- green spaces of all sizes and public squares that bring people together;
- a wealth of recreational opportunities that promote health and wellness;
- a spectacular waterfront that is healthy, diverse, public and beautiful;
- cultural facilities that celebrate the best of city living; and
- beautiful architecture and excellent urban design that astonishes and inspires." (1-2)

Chapter 2: Shaping the City

The Official Plan sets out a growth strategy based on reurbanization and regeneration within an existing urban structure. The Plan focuses on building a more liveable urban region, recognizing the linkages between Toronto and its neighbouring municipalities.

Policy 2.1.1 states that Toronto will work with neighbouring municipalities, the Province and Metrolinx to address mutual challenges and to develop a framework for dealing with growth across the Greater Toronto Area (GTA) including:

- focusing urban growth into a pattern of compact centres, mobility hubs and corridors connected by a regional transportation system (a);
- making better use of existing urban infrastructure and services; (b);
- recognizing the importance of Union Station as the major hub in the regional transit system (i);
- improving Toronto's competitive position in the regional economy and internationally (j); and
- protecting, enhancing and restoring the region's system of green spaces and natural heritage features (k).

Decking and the development of a park in this location will require coordination and collaboration with Toronto, the Province and Metrolinx to ensure the continued operation and future expansion of rail services. The Site presents a unique opportunity to address growth related challenges in Downtown. The Site offers the potential to enhance the region's system of green spaces by creating a signature large centrally located park, make use of existing infrastructure and services, and support the continued growth of Downtown and the expansion of the GO transit system.

Urban Structure

The Official Plan identifies areas of growth and areas of stability through the definition of an urban structure. Policy 2.2.1 outlines that the Official Plan will create a better urban environment, a competitive local economy, and a more socially cohesive and equitable city through the integration and coordination of transportation planning and land use planning. This will be achieved by attracting more people and jobs to targeted growth areas that are supported by good and affordable transit services and infrastructure, and developing and expanding the city's transit and transportation infrastructure to support the growth objectives of the Plan.

Policy 2.2.2 details that growth will be directed to Downtown and Central Waterfront, Centres, Avenues and Employment Areas (identified on Map 2) to achieve certain planning objectives. These include: using municipal land, infrastructure and services efficiently; concentrating jobs and people in areas well served by surface transit and rapid transit stations; promoting mixed use development to increase opportunities for living close to work and to encourage walking and cycling for local trips; offering opportunities for people of all means to be affordable housed; facilitating social interaction, public safety and cultural and economic activity; and protecting neighbourhoods, green spaces and natural heritage features and functions from the effects of nearby development (a, b, d, e, f, i). The Site is located in Downtown and the Central Waterfront. The western limit of the Site at Bathurst Street forms the western limit of Downtown.

Maintaining and enhancing the City's transportation network is an important component of supporting the growth management objectives of the Plan (Policy 2.2.3). The rail corridor is identified as a higher-order transit corridor (GO Rail Line) on Map 4. The Official Plan supports the increased use of existing rail corridors within the City for enhanced local and interregional passenger service (Policy 2.2.3.k.). Further to the provincial policy direction in the PPS and the Growth Plan, the Official Plan provides direction regarding development adjacent to existing and planned transit corridors.



Policy 2.2.4 states that:

"new development on lands adjacent to existing or planned transportation corridors and facilities must be compatible with, and supportive of, the longterm purposes of the corridors and facilities. New development will be designed to avoid, mitigate, or minimize impacts on and from the transportation corridors and facilities".

In accordance with these policies, decking and the development of a park on the Site must be compatible with the operations and use of the rail corridor and must minimize impacts on the transportation corridor. The proposed Secondary Plan provides updated policy direction related to rail safety and operations to ensure that there are minimal impacts on the transportation corridor. The City of Toronto will work in collaboration with Metrolinx and the rail authorities to coordinate and align transit planning and investment along the rail corridor, including the Spadina-Front GO RER station, and the construction of a decking structure and development of a public park in the Site. The proposed Secondary Plan requires that technical considerations will be addressed during the detailed planning and design phase and prior to any development of the decking structure and park use.

Downtown

Downtown plays a vital role in the City's growth management strategy. The Official Plan notes that growth is anticipated in Downtown, but will not be spread uniformly across the whole of Downtown (2-8). Downtown is intended to evolve as a healthy and attractive place to live and work, and attract development that implements the Official Plan's reurbanization strategy that:

- achieves a minimum combined gross density target of 400 jobs and residents per hectare for Downtown in accordance with the Growth Plan (2.2.1.1a);
- builds on the strength of Downtown as the premier employment centre in the GTA (2.2.1.1b);
- provides a full range of housing for Downtown workers, reducing demand for in-bound commuting; (2.2.1.1.c); and
- focuses on the Financial District as the prime location for development of prestige commercial office buildings and landmark buildings that shape the skyline (2.2.1.1.d)

Through the implementation of the Official Plan since 2002, Downtown has attracted considerable residential and commercial development and transformed into a place to both live and work. There are new commercial office buildings proposed and recently approved in proximity to the Site, with large clusters of office development in the Financial District, Railway Lands East (South Core), and King-Spadina area. As discussed in this report, the City is on track to achieve and exceed the urban growth centre target for Downtown by 2031.

The Official Plan recognizes the need for improvement in Downtown as part of the growth management strategy, and provides direction to invest in the Downtown environment. Policy 2.2.1.2 states:

"Investment in the Downtown environment on the part of the City, other levels of government and public/private partnerships will be sought to:

- a) maintain and improve the public realm, especially linkages among Downtown streets, parks, accessible open spaces and the water's edge;
- b) promote an environment of creativity and innovation for arts and culture; and
- c) support and enhance the specialty retail and entertainment districts found Downtown as important regional and tourist destinations."

The Official Plan also emphasizes making Downtown an attractive place to live. This includes improving the quality of Downtown for residents (Policy 2.2.1.3), and also encouraging a full range of housing opportunities (Policy 2.2.1.4), and. Policy 2.2.1.3 states:

"The quality of Downtown will be improved by:

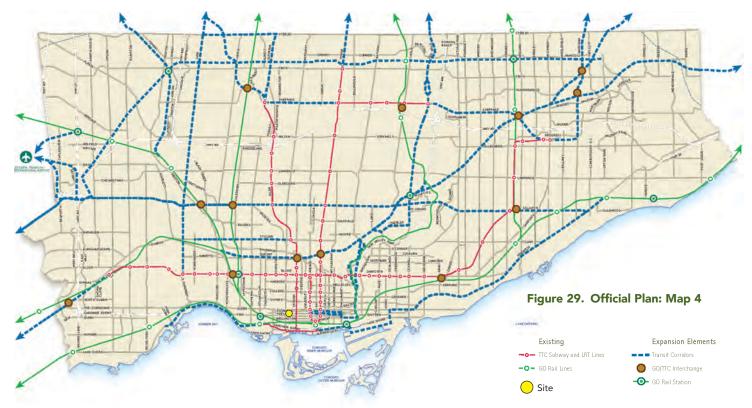
- a) developing programs and activities to maintain and upgrade public amenities and infrastructure;
- b) recognizing the high maintenance need of street, open spaces and City services in this high demand area;
- c) enhancing existing parks and acquiring new parkland where feasible; and
- d) preserving and strengthening the range and quality of social, health, community services and local institutions.

Policy 2.2.7 states that the City will pursue a campaign to improve Downtown over time to achieve a healthy and competitive future by setting priorities for local improvement.

The proposed Secondary Plan specifically addresses Policy 2.2.1.2 and 2.2.1.3. It provides contemporary policy direction to guide significant public realm investment in the Downtown, and create a new high-profile large park, which will become a major destination in the Toronto region. A park in this location will improve the quality of life in Downtown, and provide new park space in a high growth built-up urban area, where there are very limited opportunities for new parks and open spaces. Decking over the rail corridor and the creation of a publicly accessible park will remove a significant barrier in the Downtown. The creation of a park in this location will establish new linkages between adjacent streets including Front Street West, the existing Northern Linear Park and other nearby parks and accessible open spaces. The park use will connect a series of tourist destinations including Union Station, Rogers Centre, the CN Tower, Ripley's Aquarium, the Metro Toronto Convention Centre and Fort York and Exhibition Place/ Ontario Place. This area together forms the largest concentration of tourist destinations in Toronto. A large contiguous park in this location will directly support and enhance this tourist and entertainment district.

The creation of a park in the Site represents an opportunity to enhance connections from Downtown to the waterfront, establish public realm linkages and address the shortfall in community infrastructure and public space to support the continued intensification of Downtown. Decking of the rail corridor and the creation of an 8.8 hectare public park provides an opportunity to contribute to the quality of life in Downtown for workers and residents further supporting the Official Plan's vision for Toronto as safe and attractive city in the 21st century.

Through the comprehensive review and analysis of the Downtown as part of the TOcore study, the City of Toronto Planning Division has identified a shortage in community amenities and public spaces in the context of high growth in Downtown. As part of the TOcore study, the City is preparing a comprehensive



Downtown Plan and supporting strategies and assessments, including a Parks and Public Realm Plan, and Community Services and Facilities Plan. The strategies, together with the Proposed Downtown Plan are identifying infrastructure and public investments to support growth and enhance the liveablity of Downtown. The Proposed Downtown Plan is discussed in Section 6.13 of this report.

Toronto's Green Space System and Waterfront

Toronto's green space system is comprised of lands with a *Parks and Open Space Areas* designation that are large, have significant natural heritage or recreational value and are connected. The Official Plan provides direction to improve, preserve, enhance and expand the Green Space System. Policy 3.3.2.3 states that the Green Space System will be:

"expanded by linking additional parks and open spaces, by acquiring linkages and acquiring lands, or easements over lands which can be connected to the System for the extension of recreational trails or which have important natural heritage value."

The Parks and Open Space Areas along the water's edge and the western portion of Exhibition Place and Ontario Place are identified as part of the Green Space System on Map 2 (Urban Structure). The proposed park will contribute to the expansion of the Green Space System. It will form a component of The Stitch, a major public realm initiative identified in the TOcore Parks and Public Realm Plan to improve connectivity and public realm across the rail corridor and under the Gardiner Expressway.

Transportation

Section 2.4 details the City's integrated transportation and land use planning policies, with the aim to make for more efficient use of transportation infrastructure and to reduce car dependency. This section specifically discuss the need for more intense mixeduse patterns of development that will minimize the long-term need for new infrastructure by reducing car dependency, and make transit, cycling and walking attractive transportation modes. The Official Plan encourages integrating transportation, pedestrian and cycling infrastructure into the design of all streets, neighbourhoods, major destinations, transit facilities, and mobility hubs.

The GO transit lines along the rail corridor are identified on Map 4 as higher order transit. Decking of the Site provides an opportunity to integrate transit facilities and public park uses, and promote multi-modal transportation connectivity and active transportation. The proposed park will improve pedestrian and cycling connectivity from the station to the surroundings by providing for enhanced north-south and west-east connections along and across the corridor.

Chapter 3: Building a Successful City

Chapter Three of the Official Plan describes a wide variety of city-building issues related to the built and human environment, with the goal to create an attractive Toronto with a strong economy and complete communities.

Chapter Three begins with the following statement:

"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. We must meet the needs of today without compromising the ability of future generations to meet their needs." (3-1)

Public Realm

The Official Plan recognizes that the public realm is a defining component of great cities, and the characteristics and qualities that makes cities great places to visit, also makes them great places to live. Section 3.1.1 details public realm policies related to natural features, streets, and important views from the public. Policy 3.1.1.4 states that natural features of the city, such as the Lake Ontario Shoreline, will be connected to the surrounding city by improving physical and visual access from adjacent public spaces and by creating a comprehensive open space system.

Policy 3.1.1.5 recognizes city streets as "significant public open spaces which connect people and places and support the development of sustainable, economically vibrant, and complete communities". It also details the City's Complete Streets approach to balance the needs and priorities of various users. Through the decking project, Front Street West will form the northern gateway into the proposed park and extension of a high-quality public realm.

Section 3.1 also provides direction regarding new streets, city blocks, development lots and parks and open spaces. The policies in this section emphasize providing connections with adjacent neighbourhoods, promoting a connected grid of streets that offers safe and convenient travel options; and extending site lines and view corridors (Policies 3.1.1.16-19).

Policy 3.3.19 states that:

"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) provide a comfortable setting for community events as well as individual use;
- c) provide appropriate space and layout for recreational needs, including forms of productive recreation such as community gardening; and
- d) emphasize and improve unique aspects of the community's natural and human-made heritage."

The proposed park use specifically addresses these policies. The Rail Corridor Site is located in proximity to existing parks and open spaces, including Northern Linear Park and the Mouth of the Creek Park, which are subject to the draft OPA, and in close proximity to Canoe Landing, the Bentway and Fort York. As a large contiguous site, the Site will provide a large setting for community events, and provide space for recreational needs. The size and central location of the Site allows for a range of civic design and recreational programming opportunities that cannot be achieved through small sites in the Downtown. The proposed Secondary Plan provides direction to incorporate aspects of the area's heritage and showcase the original Lake Ontario shoreline and history of the railway lands through landscape design and interpretation.

Section 3.1.1 identifies important views from the public realm that are part of the form and image of the city. The view from Fort York of buildings including the CN Tower, which compose the Downtown/ Financial District skyline is identified on Map 7B. Schedule 4 (B – Skylines, B1. Downtown/Financial District Skyline) describes this as "buildings, including the CN Tower, which compose the Downtown/ Financial District skyline, can be viewed clearly throughout the grounds of Fort York". Policy 3.1.1.11 states that public works and private development will maintain views from the public realm to the Downtown skyline, noting that these views are dynamic and expected to evolve over time.

As illustrated in Figure 30, a park use over the Site will maintain this view. The view of the CN Tower and Financial District skyline will be prominent from Fort York. In addition, the proposed park will create a new open space for residents, workers and visitors in the Downtown to enjoy a direct view of the CN Tower and Financial District, contributing to a sense of place and the city's international image.



Figure 30. View from Fort York to CN Tower, looking east

Heritage

Section 3.1.5 describes the City's policies regarding heritage resources and conservation. There are a number of heritage resources and assets in immediate proximity to the Site, including three Heritage Conservation Districts: Draper Street, King-Spadina and Fort York Heritage Conservation District.

The proposed Secondary Plan provides policy direction to ensure the development of the proposed park acknowledges and conserve heritage resources within and around the Railway Lands. The development of a park in this location provides opportunities for interpretation of the historical Lake Ontario shoreline, acknowledging indigenous culture, preserving and framing significant visual connections, and integrating heritage assets into the design of the park.

Community Services and Facilities

Community services and facilities are an important aspect to address quality of life in Toronto. The Official Plan encourages adequate and equitable access to community services and local institutions, shared use of multi-service facilities, and promotes the shared use of schools, parks and public open space (Policy 3.2.2.1-5). Strategies for improving existing community service facilities and providing new social infrastructure will be developed for areas that are inadequately serviced or experiencing major growth (Policy 3.2.2.1.5).

As part of the TOcore Planning Downtown Study, the City is preparing a Community Services and Facilities Strategy for Downtown. As part of this planning study, City Planning staff have also undertaken a review of the community services and facilities for the area, between Bathurst Street and Dovercourt Road to the west, and Lake Ontario and Queen Street West to the north. Findings from this review indicate that the proposed park use will complement community services and facilities priorities for the area, including the Block 31 co-located facility, Waterfront Neighbourhood Centre expansion, and a new aquatic facility in Bathurst Quay. Given its significant size and central location, the proposed park will also serve as an important supportive infrastructure addition for the facilities in and around the area.

A full range of programming spaces for recreational and community uses could be accommodated, providing a vibrant destination, serving residents, workers, and visitors.

The creation of a park in this location provides an opportunity to connect parks and open spaces and community services and infrastructure. There may be opportunities to co-locate park and ancillary uses including civic and cultural spaces.

Parks and Open Spaces

Section 3.2.3 details the City's polices with regards to Toronto's system of parks and open spaces, including parkland acquisition strategies. The Official Plan recognizes that the parks and open space system is an important component of city-building. Policy 3.2.3.1 states:

"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:

- 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."

The proposed Secondary Plan addresses this policy by allowing for the expansion of Toronto's parks and open space system. It will create a new large park in a high growth area with a very low provision of parkland. Within the Downtown Study Area, there are very limited large undeveloped sites (greater than 1 hectare) that can accommodate a large park. The proposed park will connect and integrate with the existing Northern Linear Park, and connect to adjacent and nearby parks and open spaces. The proposed Secondary Plan provides context-specific policy direction to ensure the park space is designed in a way to provide safe universal access, and year-round use. The size and central location of the site offers the potential to enhance place-making in Toronto, and provide new recreational, cultural and civic amenities.

The Official Plan includes policies with regard to parkland acquisition including decisions about whether to accept parkland or cash as a condition of development. As per section 42 of the Planning Act, development is subject to a dedication of 5 percent of lands for park purposes for residential development and 2 percent for other land uses, unless the alternative parkland dedication rate applies. The 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 development of mixed-use developments, if the development proposal is in a priority area and if the Alternative Parkland Dedication By-law applies. The Official Plan also provides direction for parkland dedication rates for sites of a certain size.

The Official Plan identifies two categories of City parkland: local parkland and city-wide parkland. Local parkland consists of parkettes which are defined as generally smaller parks with seating and other passive recreation amenities; and local parks which offer a range of neighbourhood-oriented passive and active recreation opportunities. City-wide parklands consist of district parks, which are considered larger complex parks that draw population from beyond the local community and contain general and specialized passive and recreation opportunities; and city parks which provide unique or specialized passive and active recreation amenities, which draw users from across the City. The City's 2013 Parks Plan defines a more detailed system of City parkland. The City is in the process of preparing a new City-wide Parkland Strategy, and is proposing a refined parkland classification system and refined parkland provision methodology, as described in Section 5.2 of this report.

Map 8B illustrates local parkland provision, indicating relative per capita provision levels for local parkland Local parks are considered important to meet community park needs. Map 8B was developed as part of the Parkland Acquisition Strategic Directions Report endorsed by City Council in January 2002. The Site is located within an area indicated in white, with less than 300 people. This corresponded with the population in 2002, and does not reflect the existing and projected population to 2031 and 2041.

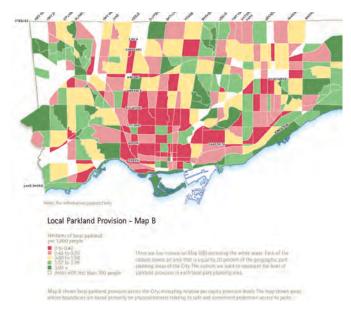


Figure 31. Official Plan: Map 8B

The Natural Environment

The Official Plan's policies on the natural environment state that public and private city-building activities and changes to the built environment will be environmentally friendly, with the purpose to support strong communities, a competitive economy and a high quality of life (Policy 3.4.1). The proposed Secondary Plan addresses this policy and provides direction with regard to the environment, sustainability and stormwater management. The development of a park over the Site will incorporate best practices with regard to sustainable design and innovative approaches to stormwater management. These will be further explored through the Park Master Plan.

Toronto's Economic Health

The Official Plan provides policy direction to improve Toronto's quality of life and create a broad base for economic growth. The Plan recognizes safe, cohesive and inclusive neighbourhoods contribute to economic competitiveness and growth. Section 3.5 of the Official Plan details the policies related to economic growth, and includes policies to stimulate transit-oriented office growth in Downtown and the Central Waterfront and within walking distance to transit stations (Policy 3.5.2.a); and achieve balanced growth of jobs and housing to maintain complete communities (Policy 3.5.3a).

The Site is located within close proximity to Toronto's Financial District, King-Spadina and Liberty Village, with a high concentration of office jobs. Decking of the Site and the creation of a park in this location provides an opportunity to contribute to the economic competitiveness of Toronto. The Site is also adjacent to major tourist attractions and amenities, the CN Tower, Rogers Centre, Air Canada Centre, Roy Thompson Hall, Ripley's Aquarium, Fort York, Exhibition Place, Metro Toronto Convention Centre, Harbourfront Centre, and amenities the Waterfront The agglomeration of these cultural and tourist attractions, along with the new signature park has the capability of providing highly beneficial symbiotic effects on one another, elevating economic activity in the area and throughout the city.

Chapter 4: Land Use Designations

Chapter Four details policies with regard to the City's land use designations. Land use designations are key tools to achieve the growth strategy set out in Chapter Two. The Official Plan details general uses and development criteria for each designation. The Official Plan identifies four designations for growth where increased jobs and population is anticipated -*Mixed Use Areas, Employment Areas, Regeneration Areas* and *Institutional Areas*.

The Site currently carries the following land use designations:

- Rail Corridor Site including the rail corridor and the GO Bathurst North Yards - Primarily designated a Utility Corridor;
- Northern Linear Park Designated Park and Open Space Areas and Mixed Use Areas; and
- Mouth of the Creek Park Designated as Parks and Open Space Areas and Mixed Use Areas.

All of the existing land use designations pertaining to the Site permit park and open space uses. The draft OPA proposes to designate the Site as *Park and Open Space Areas*, while allowing for continued and expanded rail corridor uses, as permitted under the *Utility Corridor* land use designation.



Figure 32. Official Plan: Map 18 Land Use Designations

Utility Corridor

Section 4.4 of the Official Plan contains the policies with regard to *Utility Corridors*. The explanatory text states:

- "Utility Corridors play a vital role in the City as corridors for transmission of energy, communication, and the movement of people and goods. This designation mainly consists of rail and hydro-right of ways. These linear corridors are a defining element of the landscape fabric of the City and many of these corridors also serve important local functions, such as parkland, sports fields, pedestrian and cycling trails and transit facilities. These corridors should be protected for future public transit routes and linear parks and trails.
- From time to time, active hydro and rail corridors may be decommissioned and the lands declared surplus. Although often narrow, these are many opportunities for reuse of hydro and rail corridors. When corridors are declared surplus, every effort should be made to secure Utility Corridors for a variety of public uses."

Policy 4.4.1 states that *Utility Corridors* are hydro and rail corridors primarily used for the movement of energy, information, people and goods. Policy 4.4.3, 4.4.4 and 4.4.5 provide direction for when utility corridors are no long required for hydro and rail uses, and/or are declared surplus. Policy 4.4.3 states:

"rail corridors are used primarily for the movement of people and goods. In the event that they are no longer required for rail uses, they will be protected for future use as public transportation routes, bicycle, and pedestrian trails, community and allotment gardens, linear parks and open space or shared parking facilities."

Policy 4.4.5 provides further direction regarding development or redevelopment on lands nearby or adjacent to *Utility Corridors*. It states that development will protect for access to any potential bicycle and pedestrian trail or park and open space, and provide access where such a recreation facilities exists, and screen and secure the property edge through measures as setbacks, fencing, site grading, and other techniques.

Park uses are anticipated within *Utility Corridors*. The explanatory text emphasizes that utility corridors serve local functions related to parks, pedestrian and cycling trails and transit facilities.

Parks and Open Space

The draft OPA designates the Site to Park and Open Space Areas. Section 4.3 of the Official Plan details the land use policies on Parks and Open Space Areas. This designation consists of parks and open spaces, valleys, watercourses and ravines, portions of the waterfront, golf courses and cemeteries that compromise a green open space network. Policy 4.3.3 states that development is generally prohibited within this designation, except for recreational and cultural facilities, conservation projects, cemetery facilities, public transit and essential public works and utilities. Policy 4.3.4 states that Parks will be used primarily to provide public parks and recreational opportunities. Policy 4.3.6 details the development criteria in Parks and Open Space Areas. Policies 4.3.7 and 4.3.8 provide direction with regard to privately owned parks and open spaces and the disposal of publicly owned lands.

The draft OPA and proposed land use designations conform to the Official Plan policies with regard to the *Parks and Open Space Area* land use designation.

The draft OPA will introduce a new Secondary Plan area within the Railway Lands, and designate the entirety of the Site as *Parks and Open Space Areas*. It allows for and protects the long-term utility corridor function of the Rail Corridor Site. As discussed through this report, the *Parks and Open Space Areas* land use designation reflects the most appropriate land use for the Site.

Within this densely built-up urban area, there are limited opportunities to deliver new park space to address provincial and municipal policy objectives with regard to complete communities and parks and open spaces. As explained through this report, the majority of future development in the Downtown Study Area will occur through small infill and redevelopment sites, limiting the ability to secure larger parks through on-site parkland dedication. The Site represents the last remaining site for a large-scale park, and is a strategic location for a new park due to its size, location, transit accessibility and proximity to major attractions and nearby parks and open spaces. It will service both a growing Downtown population, and also workers and visitors in the Downtown, advancing provincial and municipal economic development objectives.

Mixed Use Areas

The planned Mouth of the Creek park is currently designated as *Mixed Use Areas*. Policy 4.5.1 states that "*Mixed Use Areas* are made up of a broad range of commercial, residential and institutional uses, as well as parks and open spaces and utilities." Accordingly, parks are a permitted use within Mixed Use Area.

Through the draft OPA, the lands associated with Mouth of the Creek will be redesignated as *Park and Open Space Areas*. The intent of the OPA is to create a large-scale contiguous public park space consisting of the Rail Corridor Site, Mouth of the Creek Park and Northern Linear Park.

Adjacent Land Uses

The Site is surrounded by areas designated for growth (*Regeneration Areas, Mixed Use Areas*) in the Official Plan, which are experiencing significant residential and employment growth through intensification. Residential and employment intensification is anticipated to continue in these areas, with a large number of proposed and approved development applications. The City of Toronto population and employment projections indicate the area will continue to experience high growth to 2031 and beyond. As the Downtown Study Area intensifies in the form of new vertical communities, parks and open spaces take on more importance, as they contribute to the liveability and function as shared outdoor space.

Chapter Five: Implementation: Making Things Happen

Chapter Five details a variety of implementation tools to fulfill the Plan's objectives. The Official Plan recognizes and anticipates the need for investment in infrastructure and services to maintain and improve quality of life as the city grows.

Acquisition of Lands to Implement the Official Plan

Under section 25 of the *Planning Act*, if an official plan is in effect and includes a provision relating to the acquisition of land, Council may acquire and hold land within the municipality for acquisition of land for the purposes of developing any feature of the Official Plan and dispose of the land when no longer required. In accordance with the *Planning Act*, Policy 5.1.6.1 states:

"lands may be held and acquired by the City for purpose of developing any feature of the Official Plan and any land so acquired or held may be sold, leased or otherwise disposed of when no longer required." The City may exercise this ability in order to acquire and hold land associated with the Rail Corridor, for the purposes of developing any feature of the Official Plan."

Through the adoption and implementation of the proposed Secondary Plan, this provision provides the ability for the City to acquire and hold lands.

Secondary Plans

Secondary Plans are one of the primary mechanisms to implement the Official Plan on the local scale. Secondary Plans adapt and implement the objectives, polices, and land use designations of the Official Plan to the local context. The Site is currently located within Railway Lands West and Central Secondary Plan Areas. The draft OPA introduces a new Rail Deck Park Secondary Plan Area, and details objectives and comprehensive policies to guide the creation of a large park. Policy 5.2.1.2 identifies the planning characteristics for areas suitable for a Secondary Plan.

- "Secondary Plans will be prepared in consultation with the community for areas demonstrating one of the following characteristics:
- a) large areas of vacant or underutilized land which would benefit from comprehensive planning to enable suitable development or redevelopment;
- b) areas targeted for major public or private investment;
- c) areas where development is occurring, or proposed, at a scale, intensity or character which necessitates reconsideration or reconfiguration of local streets, block plans, public works, open spaces or other public services or facilities; and
- d) other growth areas identified in the provisions of this Plan, such as *Centres*, selected *Avenues* identified by Committees of Council and *Regeneration Areas.*"

The Site fits with these criteria. It is a large underutilized area, targeted for major public investment, and located in an area undergoing significant development. The proposed Secondary Plan specifically addresses the policy considerations identified in Section 5.2.1 of the Official Plan. It identifies city-building objectives in accordance with Policy 5.2.1.4, with specific direction on parks and open spaces.

Implementation Plans and Strategies for City-Building, Strategic Investment, Leadership and Advocacy and Great City Campaigns

Section 5.3.2 and 5.3.3 provide direction regarding investment in infrastructure and services to maintain and improve the quality of life in the city, recognizing the need to invest in growth-related investment. Policy 5.3.3.2 states:

"The need for new municipal investment to replace, enhance or build new infrastructure to implement the Plan will be identified through a variety of implementation plans and strategies. These include Secondary Plans and Avenue Studies, community service and facility strategies, Community Improvements Plans and other similar city-building initiatives, based on population and employment growth and existing unmet needs. The identified infrastructure improvements will be provided in a timely manner to service population and employment growth and existing unmet needs. New development will continue to be reviewed to ensure the adequacy of social and physical infrastructure where appropriate, staging or phasing of new development will be provide for where infrastructure improvements are required to service anticipated growth."

Furthermore, Policy 5.3.3.3 states that new funding mechanisms will be pursued to provide monies for investment in facilities, services and amenities, and Policy 5.3.3.3 states that city resources will be used to advance the city-building objectives of this Plan.

Section 5.3.4 states that the City will be a leader by promoting continuous improvement and excellence. Policy 5.3.4.1 specifically states that the City will act as a leader to achieve the goals and objectives of the Plan, by leading by example, pursue excellence and leading edge practices, exert influence through policy levers and partnerships, and seek partnerships with other levels of government, the business sector and other actors.

Section 5.3.5 of the Official Plan describes the Campaign for a Great City, as an implementation tool. Campaign projects are intended to complement other implementation tools to attract new resources with non-municipal actors including residents, businesses, institutions and other orders of government to achieve progress in priority areas, including creating beautiful places that improve public spaces and streetscapes and supporting a dynamic downtown (Policy 5.3.5a and e).

The development of a large-scale contiguous park represents a significant city-building initiative to service population and employment growth in the Downtown and the surrounding areas, address unmet need and create a large, centrally-located Downtown park. The adequate provision of parkland and the particular need for a large Downtown park represents a significant need in a high growth area. The Official Plan implementation policies support and provide guidance for municipal investment and city-building initiatives to service anticipated growth.

Summary and Planning Opinion

The draft OPA conforms to the policies and directly advances the vision for Toronto as a safe and attractive city in the 21st century, and conforms to the objectives and policies the Official Plan. An OPA is required in order to permit decking and overbuilding of the Site, as per the direction the Railway Lands West and Central Secondary Plans.

The Official Plan provides strong support for investment in the Downtown, the expansion of the parks and open space system and investment in the public realm and acquisition of lands for parkland in the Downtown. The Official Plan recognizes investment in new infrastructure, services and amenities is a fundamental component of the City's growth management strategy. It provides direction for the City of Toronto to work with other orders of government and through public/private partnerships to invest in the Downtown to improve the public realm and the quality of the Downtown environment.

The use of the Site as a park and recreation space is in accordance with the objectives of the Official Plan. The proposed *Parks and Open Space Areas* and use designation is the most appropriate land use designation for the Site. The proposed park use contributes to a comprehensive open space system, with connections to multiple city parks and open spaces. Creating a park in this location will expand the system of parks and open spaces in the context of high growth. It will help address the low parkland provision per capita in the Downtown Study Area. The proposed park advances the City's economic development and global competitiveness, in accordance with the objectives of the Official Plan. A large-scale contiguous signature park in this location will become a major destination in the Toronto region. This area generates high demand for public space for pedestrians, events and utilities. The proposed park will connect nearby tourist destinations and office districts to reinforce Toronto's major tourist, entertainment and employment district.

In accordance with the Official Plan transportation policies, the proposed park use and decking structure will protect and retain the viability and operations of the rail corridor and higher order transit. The proposed park will be directly accessible by both regional and urban transit, and significantly improve pedestrian and cycling connectivity in the area. The park will be integrated with the planned Spadina-Front GO RER Station, and support multimodal transportation connectivity across the rail corridor.

Introduction and Background to the Railway Lands Secondary Plans

The Railway Lands include the lands generally bounded by Front Street West to the north, Yonge Street to the east, F.G. Gardiner Expressway to the south and Bathurst Street to the west. The Railway Lands are divided into three separate Secondary Plan areas: West, Central and East.

Each Secondary Plan has a similar organization, and details major objectives for the area, structure, form and physical amenity and includes similar policies with regard to housing, schools and community services and facilities, parks and open spaces, heritage, transportation and circulation, the environment, and details a specific land use and development strategy for each Secondary Plan area. Currently, the majority of the Railway Lands have been developed or are currently under development.

As detailed in Section 3 of this report, the planning framework for the Railway Lands is over 20 years old, with origins dating back to the 1970s. The overarching aim of the planning framework was to guide the comprehensive redevelopment and investment in the former railway lands to integrate the area with the surrounding city. The planning framework was developed through a master planning approach, identifying an urban structure consisting of streets and blocks, and parks and open spaces. Development of the Railway Lands has occurred primary through a series of site-specific zoning by-law amendments and minor variances to the corresponding Railway Lands Zoning By-laws, and the eventual quantum of such development has far exceeded what was anticipated in the Secondary Plans and corresponding zoning by-laws.

The Site is currently situated in two Secondary Plan Areas - the Railway Lands West Secondary Plan (RWLW Secondary Plan) and the Railway Lands Central Secondary Plan (RWLC Secondary Plan). RWLW Secondary Plan applies to the Site west of Spadina Avenue to Bathurst Street, and RWLC Secondary Plan applies to the Site east of Spadina Avenue to Blue Jays Way. There are also policies related to the Site in the Railway Lands East (RWLE Secondary Plan). In the in-force Secondary Plans, the Site carries the following designations as per Map 18-3 Land Use Plan in RWLW and RWLC Secondary Plans:

- The Rail Corridor Site the Rail Corridor and the GO Bathurst North Yard are designated Utility Corridors;
- Northern Linear Park and Mouth of the Creek Park – are designated *Mixed Use Areas*.

The draft OPA will result in a new Rail Deck Park Secondary Plan which will pertain specifically to the Site. The draft OPA details a number of related amendments to RWLW, RWLC and RWLE Secondary Plans.

Major Objectives for the Railway Lands

Section 2 of the Secondary Plans details major objectives to guide development. Establishing connections and reducing the barrier effects of the road and rail infrastructure to connect Downtown and the Central Waterfront is a key theme in each Secondary Plan. Objective 2.1 states:

"The Railway Lands will be developed as an integral part of Downtown so that the barrier effects of road and rail corridors will be minimized and the central City reunited with the Central Waterfront. New development should have a mix of uses, and a form, character and environmental quality which will ensure the area used for people for a wide variety of purposes throughout the day."

The Railway Lands Secondary Plans places a strong emphasis on compatibility between new development and the utilization, safety and operations of the rail corridor. Objective 2.2 states:

- "The redevelopment of the Railway Lands will take full advantage of the opportunities presented by their size and central location to satisfy a broad range of commercial, residential, institutional, cultural, recreational, parks and open spaces needs, while:
- a) Ensuring compatibility of new development with present and future utilization of the Rail Corridor for rail use within the Railway Lands;

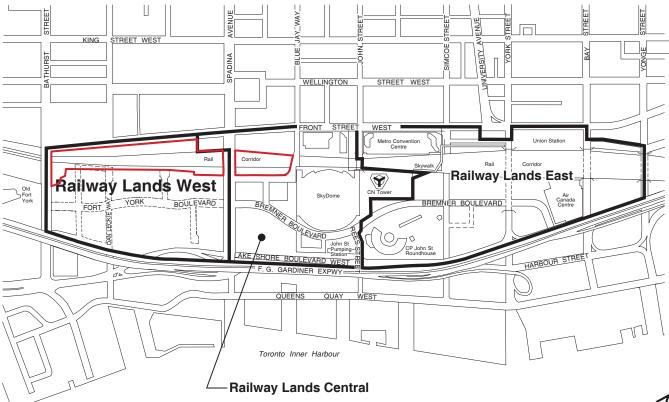


Figure 33. Secondary Plans: Context Map (RWLW 19-1, RWLC 18-1)

Not to Scale

- Ensuring compatibility of new development with the existing rail operations in the North Bathurst Yard;
- c) Encouraging effective and efficient transportation services, including inter-city rail and commuter rail services, and other transit services; and
- d) Ensuring environmentally sound conditions."

Other major objectives relate to redevelopment opportunities, the physical structure and grid-like public system, the public realm, and cooperation regarding the phasing of development:

- New development will be structured with a gridlike public street system to divide the Railway Lands into blocks comparable in area and dimension to blocks elsewhere in the City; which allow for street-oriented development; and which establish new and existing north-south streets as major connections between the Downtown and the Central Waterfront (Objective 2.3);
- Development will contribute to the achievement of an attractive, inviting, comfortable and safe public realm, including generously proportioned

public streets, parks and publicly open spaces (Objective 2.4); and

 Cooperative arrangements among the parties involved will be promoted to ensure that development proceeds incrementally in phases which perform satisfactorily within municipal services and transportation systems, which are environmentally sound and which provide satisfactory living and working conditions (Objective 2.5).

The Site represents a significant opportunity to fully achieve the Secondary Plan objectives. To date, the majority of the Railway Lands have been developed predominately in the form of mixed-use, residential and office tall building development, with some medium and lower scale elements, structured around a grid-like public street system. As described in Section 3 of this report, the development that has occurred in the Railway Lands has far exceeded what was originally contemplated when the Secondary Plans were prepared and adopted.

Although the majority of the Railway Lands have been predominately built out with mixed-use development,

the Railway Lands have yet to fully integrate with the Downtown and reunite the city with the waterfront. West of Blue Jays Way, there are limited north-south connections across the rail corridor, linking Downtown to the Central Waterfront. The rail corridor, together with the Gardiner Expressway continues to form a barrier that separates and isolates the Railway Lands from the surrounding city fabric. The active rail corridor and GO Bathurst North Yards form a large gap in the urban fabric, and physically separate and isolate the Railway Lands from the Downtown core.

Decking and the development of a park use in the Site offers a distinct opportunity to reduce the barrier effect of the rail corridor, and connect the King-Spadina neighbourhoods to the mixed-use neighbourhoods in the Railway Lands. This will significantly improve connectivity between Downtown and the Central Waterfront. Creating a park in this location will contribute to the realization of the Major Objectives for the Railway Lands.

In accordance with Policy 2.2, the creation of a public park takes full advantage of the opportunities presented by the size and central location of the Site to satisfy recreational, parks and open space needs in the Railway Lands, Local and Downtown Study Areas, while addressing safety and rail operations considerations. As articulated in this report and through the TOcore Planning Downtown Study, there is a pressing need to address parks and open space needs within the context of high growth in the Downtown study area. The size and location of the Site provides a distinct opportunity to create a largescale contiguous park in the Downtown, and integrate Northern Linear Park and Mouth of the Creek Park within a larger public park space, and enhance connections to adjacent attractions including the CN Tower, Rogers Centre and Fort York.

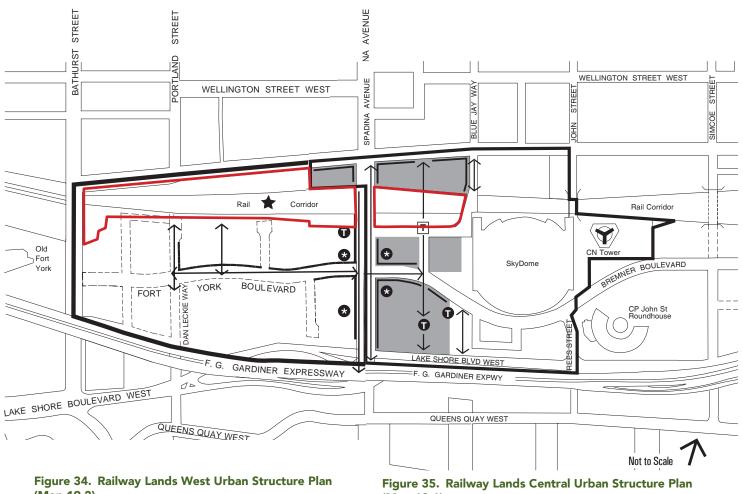
Structure, Form and Physical Amenity in the Railway Lands

Section 3 of the Secondary Plans detail the principles regarding the structure, form and physical amenity of development in the Railway Lands. A central theme is establishing connections between the Downtown and the Central Waterfront and creating an attractive, inviting, comfortable and safe public realm. The Secondary Plans identify a grid-like pattern of public streets, consisting of north-south streets extending from the grid of the city and providing views and access between the city and the Central Waterfront. Policy 3.1.a.iii identifies Spadina Avenue as the major north-south street connecting the Railway Lands to the central city and the Central Waterfront.

The Secondary Plans also envision a system of highquality, useable and linked parks and open spaces which provides spatial relief to, and appropriate settings, for adjacent development (as shown on Map 18-4). These public open spaces will also contribute to the creation of visual and physical connections, wherever possible, between the central City and Central Waterfront. Policy 3.3(b) of the RWLW Secondary Plan states that where the street pattern is interrupted by the Rail Corridor, pedestrian bridges and tunnels are to be designed as extensions of the public sidewalks.

The draft OPA will result in a new Rail Deck Park Secondary Plan which will contribute to a system of high-quality, useable and linked parks and open spaces, in accordance with the objectives of the Secondary Plan. It will connect to adjacent parks, open spaces and streets, with visual connection to the city and waterfront, and will improve north-south connectivity across the Railway Lands.

The following sections of the report discusses the policies pertaining specifically to decking over the Site. Other sections of the Secondary Plans are described on page 116.



(Map 19-2)



Secondary Plan Boundary

Significant Street Edge

→ Significant City Waterfront Views and Vistas



 \leftarrow Special Policy Lands

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Potential View Terminus
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Land Use Districts and Density

Sections 8 and 10 of RWLW and RWLC Secondary Plans sets out the policies in relation to the general development pattern for the Area. The lands south of the Site are divided into different *Mixed Use Areas*, and each Secondary Plan provides high-level direction regarding land use and density.

The Railway Lands West are envisioned as an area with a wide range of uses including commercial, residential, institutional, cultural, recreational, parks, open space and retail. The area fronting on Spadina Avenue is identified as a residential/commercial area with relatively high density, and the area west of Spadina Avenue, south of the rail corridor to Bathurst Street is identified as a medium density residential area with parkland (RWLW Policy 10.1).

The Railway Lands West have developed as the CityPlace area, with predominately residential uses, with locally oriented retail, primarily on the ground floor of tall residential buildings. This area contains the following parks and open spaces and community amenities. Canoe Landing Park, Block 31 (future school site/community centre), Northern Linear Park, and the Fort York library, and the planned Mouth of the Creek Park.

The Railway Lands Central are envisioned as an area with a wide range of uses including commercial, residential, institutional, cultural, recreational, parks, open space and retail uses, as well as an urban stadium and a multi-purpose facility. The area south of and fronting on Front Street West from John Street to the west side of Spadina Avenue is identified as an extension of the commercial, institutional and industrial area to the north of Front Street West. The area around the Stadium is identified as a mixeduse area, with primarily commercial, retail, hotel and stadium related uses (RWLC Policy 10.1).

The Railway Lands Central have developed as the eastern portion of the CityPlace area from Blue Jays Way to Spadina Avenue. This neighbourhood contains primarily residential uses, with locally-oriented retail uses on the ground floor of tall residential buildings. The area east of Blue Jays Way contains Rogers Centre, the CN Tower, and the recently constructed Ripley's Aquarium. The Railway Lands East are envisioned as a predominately commercial area, and regarded as a commercial extension of the Financial District north of Front Street West and East, with a primary concentration of office uses. The Railway Lands East have developed as the South Core area south of the rail corridor. The area contains office towers to the immediate south of the rail corridor with connections to Union Station and the Financial District via the PATH; and residential and mixed-use towers to the north of Lake Shore Boulevard. The Railway Lands East contain the Air Canada Centre, Roundhouse Park and Union Station.

Utility Corridors and Future Development Area Policies

The RWLW and RWLC Secondary Plans detail specific policies regarding decking and development in the Site.

The Plans recognize that the Rail Corridor and Union Station have a vital inter-city transportation function, and are to be an appropriate and important location for inter-city passenger rail services, regional commuter rail services and freight rail services (RWLW Policy 10.3.1, RWLC Policy 10.5). These services are considered to be compatible with development, as long as development proceeds in accordance with the policies and provisions of the Plan.

Future Development Area and Utility Corridor 'A'

RWLW Policy 10.3 states that the area designated a Utility Corridor may be used as a Rail Corridor, and is considered a Future Development Area. The Plans require comprehensive studies to evaluate various land use and decking considerations with respect to comprehensive overbuilding.

RWLW Policy 10.3.2 states:

"The area south of Front Street West, north of the southern limit of the Rail Corridor between Spadina Avenue and Bathurst Street, within the Railway Lands West, as shown on Map-19-5 is a Future Development Area. To assist in achieving the objectives with respect to comprehensive overbuilding of the Future Development Area, a comprehensive study or studies to evaluate various land use and decking considerations is required with applications to amend this Secondary Plan."

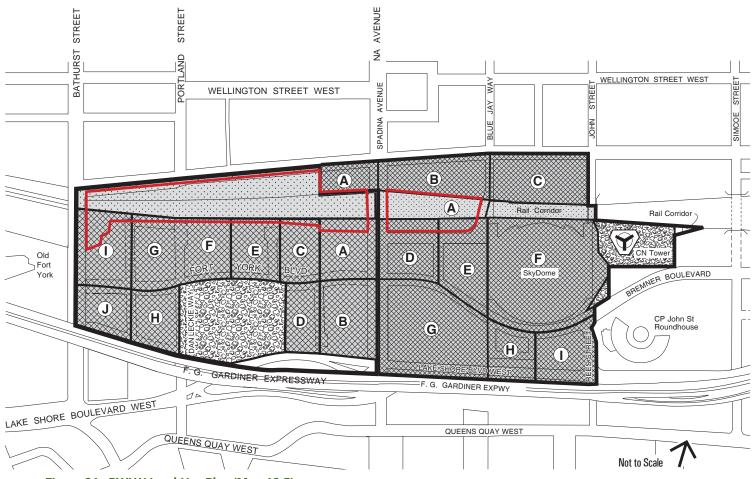
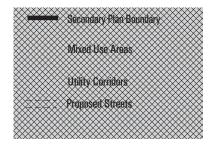


Figure 36. RWLW Land Use Plan (Map 19-5)

Figure 37. RWLC Land Use Plan (Map 18-3)



Similarly, RWLC Policy 10.6 states that comprehensive decking of the Rail Corridor between Spadina Avenue and Blue Jays Way in the Railway Lands is encouraged. The area from Spadina Avenue and Blue Jays Way on Map 18-3 is identified as a Utility Corridor 'A'. The purpose of the designation is to provide for a comprehensive study or studies to evaluate various land and decking considerations to be included with further applications to amend this Plan.

The Secondary Plans detail that comprehensive decking and development is encouraged, as per policies RWCL 10.3.2.2 and RWLW 10.6.

RWLC Policy 10.3.2.2 states:

"Comprehensive development in the Future Development Area between Spadina Avenue and Bathurst Street is encouraged. It is recognized that decking of the Rail Corridor may be phased and applications may be considered to deck a portion of the Rail Corridor provided that the comprehensive decking of the Rail Corridor is not comprised."

RWLW Policy 10.3.2.4 and RWLC Policy 10.6.3 states that prior to the completion of the comprehensive study of the Future Development Area, by-laws may be passed to permit only transportation and related ancillary uses in the Future Development Area.

This planning study addresses the land use considerations with respect to the Site, within the context of the contemporary in-force and emerging policy direction, and the surrounding urban context in the Railway Lands, Local and Downtown Study Areas. A preliminary engineering feasibility study has been undertaken by the City of Toronto and Build Toronto. The study examines technical issues related to decking over the rail corridor to support a park use at a conceptual level. The study considers phasing solutions to ensure that decking and the construction of a park is comprehensive in nature.

Technical Studies related to Decking

RWLW Policy 10.3.1.1 and RWLC 10.5.1 state that by-laws to permit development involving decking over the Rail Corridor are permitted, provided that appropriate technical studies have been undertaken to detailing the results of the following and confirming that the objectives of Section 2.2 (Major Objectives), Section 2.4 (Public Transit) and Section 8.5 (Railway Uses) are ensured:

- a) "Existing and future capacity and safety of train operations in the Rail Corridor will not be impaired;
- b) Flexibility for future expansion to rail operations and modifications and improvements to the track and signal system will not be reduced;
- c) All environmental, safety, mitigation concerns associated with such development, including among other things, noise, vibration, air quality, parking, snow and ice accumulation, servicing, pedestrian access and vehicle access, and the capacity of the transportation system servicing such development have been satisfactorily addressed by the applicant and any related requirements have been secured, where appropriate, in legal agreements; and
- d) That the primary objective for the Rail Corridor and Union Station, which is the effective, safe and efficient provision of rail transportation services, will not, in any way, be comprised."

The proposed Rail Deck Park Secondary Plan carries forward these provisions. It requires studies to address all of the technical issues identified within the existing RWLW and RWLC Secondary Plans, plus additional considerations related to the integration of the Spadina-Front GO RER Station, plans for electrification, and expanded transit service.

With regard to the technical considerations related to decking, the engineering feasibility study examines engineering and design options for a decking structure over the Site for a park use. The study examines physical, technical and engineering considerations for the proposed park. It details technical considerations related to integration with the rail corridor and yards system planning, track clearances, access plans and permits and structural design. It also examines high-level issues related to utilities, topographic integration, and issues related to noise and vibration, lighting and air quality, and emergency evacuation of passengers. It is our opinion that the engineering feasibility study adequately addresses the technical considerations related to the decking structure in order to amend the existing Secondary Plans and create a new Secondary Plan for a park use. The proposed Secondary Plan includes a detailed implementation strategy which details all technical considerations which must be addressed prior to the development of any decking structure.

RWLW Policy 10.3.1.2 and RWLC Policy 10.5.2 details that a 30 metre buffer setback area will be required for any residential development or daycare facility south of the Rail Corridor. This requirement is consistent with the Railway Corridor regulations related to the CN Principal Main Line (MPL).

The buffer setback is intended to be limited to park use, roadways, pedestrian and bicycle ways on below grade parking structures. Through comprehensive decking of the Future Development Area, there is the provision to reassess this area. There are no proposed amendments to this policy.

Future Development Area: Land Use

The Secondary Plans provide land use direction for the Future Development Area/Utility Corridor A. RWLW Secondary Plan Policy 10.3.2.1 states:

- a) "The area east of Globe Street (the first north-south street west of Spadina Avenue) is identified as Future Development Area for future development for primarily non-residential purposes;
- b) The area west of Globe Street is identified as an extension of the Bathurst Spadina Neighbourhood for primarily residential purposes including street retailed retail and service uses and parks."

RWLC Policy 10.6.1 states:

"Utility Corridor 'A' from Spadina Avenue to Blue Jays Way is identified as an area for future development primarily for non-residential purposes." As discussed through this report, in our opinion, the non-residential and residential land use direction for the Site no longer represents the best and most appropriate land use for the Site. The draft OPA provides an updated land use direction for the Site to protect the decking and airspace above the rail corridor for parks uses. In our opinion, the park use represents the best and most appropriate land use for the Site in the context of existing and emerging provincial and municipal policy, high population and employment growth, and parks and open space needs.

Section 3 of this report discusses the history of the Railway Lands planning framework, and documents all development approvals in the Railway Lands. As a result of site-specific approvals, development in the Railway Lands has far exceeded what was envisioned in the planning framework. The pace, intensity and scale of residential and non-residential intensification in the Railway Lands, and the adjacent King-Spadina neighbourhoods and the Local and Downtown Study Areas more broadly has far exceeded what was ever anticipated by the planning frameworks. However, the provision of parkland per capita has not kept up with the pace of growth. Infrastructure and service needs must be adequately addressed to ensure that the quality of life for current and future population.

Furthermore, since the adoption of the Secondary Plans in 1994, there have been considerable changes to the provincial and municipal planning policy framework with an increased emphasis on balanced population and employment growth, and the achievement of complete communities. The PPS and the Growth Plan for the Greater Golden Horseshoe direct municipalities to promote efficient development and land use patterns to meet long-term needs, with the aim to achieve complete communities. The City of Toronto Official Plan provides strong support for the expansion of the parks and open space system as part of City's growth management strategy. The emerging policy framework in the Proposed Downtown Plan provides a refined set of policies to ensure growth maintains the high quality of life and contributes to complete communities in Downtown.

Within this evolving context, RWLW Policy 10.3.2.2 and RWLC Policy 10.6.1 no longer provides the appropriate land use direction for the Site. The Rail Corridor Site, together with Northern Linear Park and Mouth of the Creek Park offers a unique opportunity to create a large park on Downtown. The Site is located in the heart of fast growing mixeduse neighbourhoods and in close proximity to the Financial District, and cultural, entertainment and sporting destinations. As a large, centrally-located and undeveloped site in Downtown, the Site offers a distinct city-building opportunity that cannot be provided on other sites in the Downtown.

As described in detail above, the proposed park use will help realize all of the Major Objectives for the Railway Lands. Developing park use in this location will serve as an amenity not only to local residents, but also workers and visitors. It will be serviced by regional and urban transit, enhance connections from Downtown to the waterfront, and link together major tourist attractions. However, residential and nonresidential uses in this Site would remove the ability to create a large contiguous park space with regional, city-wide and local benefit.

Planning Considerations

The Secondary Plans provide further direction on the planning issues that must be considered to permit development in the Future Development Area/Utility Corridor A. RWLW Policy 10.3.2.3 detail the planning issues that must be considered by any application to amend the Secondary Plan to permit development in the Future Development Area, in addition to the matters set out in Section 10.3.1.1. RWLC Secondary Plan contains similar policy direction (Policy 10.6.2). As described in detail below and summarized in Section 7 of this report, the draft OPA appropriately addresses the matters set out by Secondary Plans.

"Any application to amend this Secondary Plan to permit development in the Future Development Area will, in addition to the matters set out in Section 10.3.1.1:

"Consider a range of uses including commercial, residential, institutional, cultural, recreational, compatible industrial uses, parks and open spaces subject to 10.3.2.1." (RWLW 10.3.2.3.a)

"Subject to Section 10.6.1, consider a range of uses, including commercial, institutional, compatible industrial uses, parks and open spaces" (RWLC 10.6.1.a).

As described in detail above and summarized further in Section 7.1 of this report, a park use reflects the best and most appropriate use for the Site within the contemporary in-force provincial and municipal policy context and emerging policy direction for Downtown. The draft OPA designates the Site as *Park and Open Space Areas*, and allows for a mix of ancillary uses including cultural and recreational uses.

"Ensure that the scale and form of development is compatible with adjacent developments." (RWLW 10.3.2.3b & RWLC 10.6.1.b)

A park use in this location is compatible with and complementary to adjacent development, including CityPlace – a neighbourhood consisting of tall buildings to the south of the Site, and the King-Spadina neighbourhood, which consists of a mix of residential and non-residential tall buildings, with substantial office, cultural and retail components. These are dense, urban mixed-used neighborhoods. To the immediate east and west of the Site are major tourist destinations, including the Rogers Centre, the CN Tower and Ripley's Aquarium to the east of Blue Jays Way, and Fort York to the west of Bathurst Street. A park use between these uses will connect major tourist destinations with a publicly accessible open space system, and will help integrate and connect these dense neighbourhoods to surrounding areas. Section 7.1 of this report provides a summary of how the proposed land use is appropriate for the Site and compatible with the surrounding context.

"Provide pedestrian, vehicular, visual connections between Front Street West and Bathurst Spadina Neighbourhood." (RWLW 10.3.2.3c)

"Provide pedestrian and visual connections between Front Street and the Mixed Use Areas south of the Rail Corridor" (RWLC 10.6.1.c)

As discussed further in Sections 7.3 and 7.4 of this report, the proposed park use will significantly enhance pedestrian and visual connections between Front Street West and the area south of the rail corridor. A park use in this location will enhance north-south connectivity between the King-Spadina neighbourhood and the CityPlace neighbourhoods, with public and accessible connections across the rail corridor.

- "Provide for environmental quality which meets the objectives of the Plan by addressing the environmental provisions of Section 9 of this Plan; and
- "Have regard for maintaining the existing and future capacity and safety of rail operations." (RWLW 10.3.2.3d & e, RWLC 10.6.1.d & e).

An early-stage feasibility study was prepared examining decking considerations related to existing and future rail capacity and safety considerations, as described in this report.

The proposed Secondary Plan details a number of technical and environmental requirements that must be addressed prior to the development of a decking structure for park purposes, and carries forward these policy directions. Environmental considerations are further discussed in Section 7.7 of this report, and rail safety considerations are discussed further in Section 7.8 of this report.

"Provide for a minimum replacement of 1.28 ha of public park in the Future Development Area, if Northern Linear Park is required to permit overbuilding." (RWLW 10.3.2.3f)

"Provide for a minimum replacement of 0.78 acres of public park in Utility Corridor 'A', if the Northern Linear Park is required to permit decking" (RWLC 10.6.1f)

Through the creation of the proposed park and decking structure, Northern Linear Park will be integrated within the overbuild park area to create a contiguous and publicly accessible park. By combining together Northern Linear Park and Mouth of the Creek Park with the proposed park over the Rail Corridor Site, it is possible to create a system of connected park spaces, with enhanced functions and improved connections to the surrounding areas.

"Provide for local street-related retail uses." (RWLW 10.3.2.3g & RWLC1 0.6.1.g)

Although the proposed park use does not have

street-related retail uses, it will contribute to a highly animated public realm and provide for street-related activity. The proposed Secondary Plan provides updated policy direction related to pedestrian activity and street-related activity. It details policies to ensure that the decking structure provides accessible connections to the surrounding streets. These will be further explored during the implementation phase.

"Ensure that community services and facilities are provided as development occurs in accordance with Section 5 of this Plan." (RWLW 10.3.2.3h & RWLC10.6.1h)

The proposed Secondary Plan provides updated policy direction with regard to community services and facilities, and allows for public and community-related uses in the Site, if these uses are complementary to the park use. This will be further explored during the detailed design phase. Community services and facilities in the area are further described on page 98 of this report.

"Be implemented according to the development strategy set out in Section 11; (RWLW 10.3.2i)

"Be implemented according to the implementation policies set out in Section 11; (RWLC 10.6.1i)

The proposed Secondary Plan provides direction with regard to implementation, and details implementation considerations related to the park and public realm design, and technical considerations. The implementation strategy is appropriate for the proposed park use.

"Reassess the 30 metre setback, identified in Section 10.3.1.2 of this Secondary Plan, in order to determine continued appropriateness or incorporation into any Future Development Area development." (RWLW 10.3.2.j and RWLC 10.6.1j).

There are no proposed changes to the 30 metres setback requirement for the area to the immediate south of the rail corridor in the RWLW and RWLC Secondary Plans.

As part of the implementation of the proposed Secondary Plan, the City of Toronto will undertake further study and identify any required mitigation measures to address any noise, vibrant and safety considerations, as required.

Other Secondary Plan Policies

The following provides a high-level summary of the other relevant policies in the Secondary Plan.

Schools and Community Services and Facilities

The Secondary Plans provide detailed policy guidance for planning, locating and securing community services and facilities necessary to serve the resident and working population. The Plans provide guidance on how community services and facilities will be secured with landowners or development proponents. The community services and facilities within Railway Lands West are intended to primarily serve the residential population of the Railway Lands and should be within walking distance of areas containing housing suitable for families with children (RWLW Policy 5.7). RWLW Map 19-4 identifies the General Location for Community Centre and Schools and co-locates the community facilities and park uses.

RWLW Policy 5.8 indicates that these uses are to be developed and operated in a way that ensures that at least 2.03 hectares of Parks and Open Spaces will be laid out as a park to be used by the public and schools or schools and community facilities. The Secondary Plans emphasize the need for safe and convenient pedestrian connections, suitable for use by school age children between Railway Lands Central, West and East, and Downtown and the Central Waterfront.

As part of the full build-out of the Railway Lands, the City of Toronto, together with the Toronto Catholic District School Board and the Toronto District School Board is in the process of building a community centre, child care centre, and TDSB and TCDSB schools on Block 31 of the Railway Lands West.

Parks, Open Space and Pedestrian Systems

The Secondary Plans envision a linked system of parks and publicly accessible open space within the Railway Lands to help integrate the Railway Lands West, Central and East and the larger Downtown and Central Waterfront, and provide a variety of outdoor active and passive recreational opportunity for workers, residents and visitors (Policy 6.1). The RWLW Secondary Plan requires a total of 4.61 hectares of land for City parks, exclusive areas within the rights-of-way of public streets (Policy 6.2), as delineated on Map 19-4. The Plan identifies a major community park in the Bathurst-Spadina Neighbourhood (known as Canoe Landing Park). It specifics that the park will be a minimum of 3.1 hectares in size and located east of the extension of Dan Leckie Way and south of Fort York Boulevard, and is to be designed to include recreation uses which are compatible with school and community facility uses.

The Lands to the south of the rail corridor are area identified as a public linear park (known as Northern Linear Park). RWLW Policy 6.3 states that the location, form and design of parks and publicly accessible open space will help to ensure visual and physical connections between the Downtown and Central Waterfront, the safety of users, the perception of open spaces as public places, easily viewed and entered from the public street and accessible to all members of the public, and comfortable and flexible for all seasons of the year. RWLW Policy 6.4 refers to the design and implementation process to establish highquality parks and open spaces.

The RWLC Secondary Plan includes similar policies with regard to a linked system of parks and publicly accessible open space, as identified on Map 18-4. This includes public parkland to the north of Lake Shore Boulevard, to the south of the Rail Corridor, and the east of the CN Tower. The Railway Lands Central Secondary Plan does not specify a numeric requirement with regard to the provision of public parkland.

The RWLE Secondary Plan requires a total of 5.8 hectares of lands as City parks, exclusive areas within the rights-of-way of public streets (RWLE Policy 6.2), as delineated on Map 19-4. The Plan identifies a major central park in the area generally between Simcoe Street and John Street (Roundhouse Park). The Plan states that the park will be accessible from Downtown and the Central Waterfront, may accommodate the renovation and reuse of the CP Roundhouse as a railway heritage and/or transportation museum, and other civic uses, and limited commercial and institutional uses may be permitted (RWLE Policy 6.5).

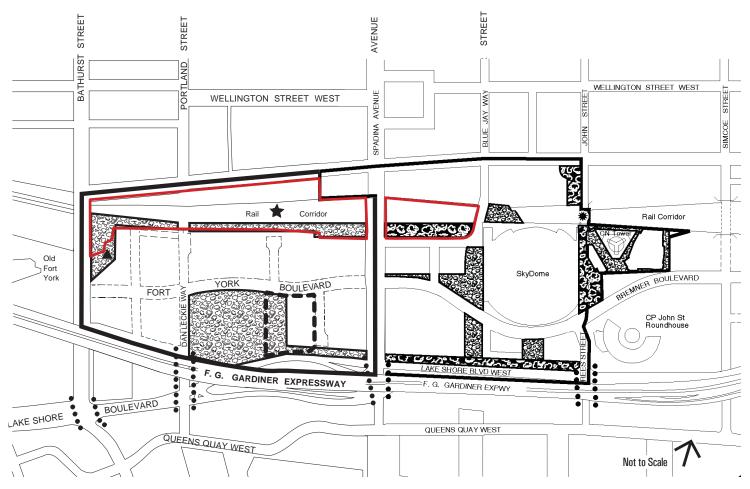
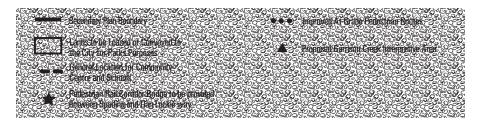


Figure 38. Railway Lands West Parks and Open Space Plan (Map 19-4)

Figure 39. Railway Lands Central Parks and Open Space Plan (Map 18-4)



The Plan also calls for publicly accessible open space, including a Union Plaza Publicly Accessible Open Space (RWLE Policy 6.6). The RWLE Secondary Plan also provides direction to permit the expansion of the Metro Toronto Convention Centre and accessory uses beneath the Major Parkland Area shown on Map 10-2 (RWLE Policy 6.12).

As described in Section 3 of this report, parkland has generally been delivered within the Railway Lands in accordance with the Secondary Plan policies, however in some locations, the form that the parkland has been delivered has meant that the space is not functioning as traditional open space.

Transportation and Circulation

With regard to the transportation network, streets and transit services are intended to be developed as an integral extension of the Downtown street network and transit system. The Secondary Plans identify a public street system, consisting of primary streets and secondary streets to reinforce the grid-like pattern of streets and blocks. Fort York Boulevard and Bremner Boulevard are the major east-west link through the Railway Lands, with connections to the Fort York Boulevard, west of Bathurst Street. Within the Railway Lands West, Dan Leckie Way is identified as a northsouth connection from Lake Shore Boulevard West to Front Street West.

The Secondary Plans provide direction on pedestrian and bicycle circulation and public transit, including GO Transit services within the Rail Corridor and surface transit. The most southerly 15 metres of the park immediately south of the Rail Corridor is identified as a public or private road to service the Bathurst Spadina Neighbourhood blocks. This street is known as Iceboat Terrace.

With regard to the rail corridor itself, the Secondary Plans state that the corridor should be located within its current location. Rail facilities including the High Line freight bypass should generally be located north of the Rail Corridor between Bathurst Street and Spadina Avenue should be contained within the width of the Rail Corridor. The GO Bathurst North Yard is expected to continue as a rail storage yard (Policy 8.5.3).

Environment

Section 9 of the Secondary Plans provides directions related to environmental considerations. In considering development in the Railway Lands, environmental reports are required to environmental considerations to: reduce noise and vibration impacts of the railway, Gardiner Expressway, Lake Shore Boulevard West and other arterial roads; ensure satisfactory indoor and outdoor air quality and climatic conditions; ensure satisfactory soil and groundwater conditions; provide for effective comprehensive stormwater management; minimize risks of injury or damage from accidents on the rail and road corridors; and address other environmental practices.

The engineering feasibility study examines preliminary environmental considerations related to decking over the rail corridor. These considerations will be further addressed in further detail during the detailed design phase. The proposed Secondary Plan carries forward the requirement for environmental reports to address environmental considerations related to creating a park over the Site.

Development Requirements and Strategy

Section 11 details the development requirements, with regard to phasing, and implementation mechanisms including zoning by-laws, precinct plans, subdivision agreements, holding by-laws and urban design guidelines. Policy 11.1 recognizes that development will take place overtime, and the provision of services must be coordinated in an orderly sequence, in accordance with agreements among landowners and public agencies.

The proposed Secondary Plan includes a detailed implementation strategy that details all of the technical requirements which must be addressed prior to the development of any decking structure. In our opinion, the implementation policies are appropriate, and address all rail operations, safety and environmental considerations.

Summary and Planning Opinion

The draft OPA will result in a new Rail Deck Park Secondary Plan for the Site (Rail Corridor Site, Northern Linear Park and Mouth of the Creek Park), and amendments to the existing Railway Lands West, Central and East Secondary Plans. The proposed Rail Deck Park Secondary Plan provides an updated policy framework to guide the creation of a park over the Rail Corridor Site, including the active rail corridor and the GO Bathurst North Yards.

The existing Secondary Plans provide land use direction for the Site, and specifically contemplate park and open space uses as part of the comprehensive development and decking of the Site; however, they do not contemplate a large-scale park use as the primary land use for the Site. The Plans require comprehensive studies to evaluate various land use and decking considerations, and consider a wide range of uses including parks and open space uses.

This planning study has been prepared to address these considerations within the contemporary provincial and municipal in-force and emerging policy context, and the existing and planned surrounding urban context. Within the contemporary context, the draft OPA and the proposed park use represents the most appropriate use for the Site, and appropriately addresses the matters in the Secondary Plan with regard to compatibility to surrounding developments, pedestrian and visual connections across the rail corridor. The proposed Secondary Plan provides objectives and policies guiding decking over the Rail Corridor Site, and carries forward the Plan's technical requirements, which will be addressed during the implementation stage.

The proposed Secondary Plan conforms to and advances the Major Objectives for the Railway Lands Secondary Plan. In accordance with the Secondary Plan, the proposed land use takes full advantage of the size and central location of the Site to address parks and open space needs in the Downtown Study Area, while ensuring compatibility with the rail uses and operations. The creation of a park in this location will minimize the barrier effects of the rail corridor and help reunite the City with the central waterfront. The park use will contribute to the achievement of an attractive, inviting and safe public realm, and enhanced connections across and along the rail corridor. The park use will transform the existing railyard and rail corridor into a new large publicly accessible park space with civic and recreational amenities. This will ensure the area is used by people for a wide variety of purposes throughout the day.

6.7 Nearby Secondary Plans

There are other Secondary Plans governing adjacent areas that generally provide additional direction, areaspecific land use policies and more detailed design guidance. Although these Secondary Plan policies do not apply to the Site, they provide context for the Site and surroundings. These Secondary Plans are summarized in Appendix E. The following provides a high-level overview of the Secondary Plans in the Local Study Area.

King-Spadina Secondary Plan (1996)

- Adopted in 1996 to establish a flexible planning framework to facilitate the transition of King-Spadina from a former industrial manufacturing district to a new urban neighbourhood.
- Plan provides policy guidance to encourage investment in King-Spadina area, including the public realm.
- Unlike the Railway Lands which were developed through a comprehensive master planning approach, the King-Spadina Area has grown through incremental growth in the form of redevelopment and infill within an existing urban structure consisting of an existing network of public streets and lanes.
- The Secondary Plan Area has undergone significant growth and intensification, which was significantly exceeded what was anticipated for the area by the planning framework in 1996.
- In response, the City initiated a comprehensive review of Secondary Plan in 2006. The City is in the process of preparing an updated Secondary Plan to address growth pressures, and address heritage preservation, parkland provision and public realm design, community infrastructure needs, and overall quality of life objectives. A finalized Secondary Plan is anticipated in 2017.

Garrison Common North Secondary Plan (2002)

- Adopted in 2002 and evolving out of the Garrison Common North Part II Plan (1998).
- The Plan provides policy guidance for growth and regeneration in the Garrison Common North Area. This has been the focus of redevelopment and renewal, moving from a historically industrial area toward higher density residential, commercial and office uses.
- The Plan encourages future growth to be integrated into the established city fabric to enhance the public open space system, including physical linkages and connections to Fort York and the waterfront (Major Objectives, Policy 2.1).
- To improve pedestrian circulation through the Secondary Plan area and to adjacent areas, the Plan encourages pedestrian links over the rail corridors through public and private initiatives (Policy 3.2).

Fort York Neighbourhood Secondary Plan (2003)

- Adopted in 2003 to facilitate the creation of a mixed-use neighbourhood south of the Fort York Heritage Conservation District, including configurations for new streets, parks and public open spaces.
- The Plan aims to integrate the Fort York Neighbourhood with the Garrison Common North and Railway Lands West areas and to promote the creation of a larger system of linked public open spaces.
- Today the Fort York Neighbourhood has been predominately built out with residential tall buildings.

Central Waterfront Secondary Plan (2003)

- The Plan was adopted by Council in 2003, and is currently under appeal. As of the summer of 2017, the Central Waterfront Secondary Plan is in force and in effect for the lands west of Yonge Street to Exhibition Place, which corresponds with the area within the Local Study Area.
- The Plan establishes a policy framework for the ongoing renewal of the waterfront, envisioning a phased redevelopment that will unfold over time.
- The Plan contains four core principles, corresponding big moves and policies. The first principle is "Removing Barriers and Making Connections", which is closely aligned with the Major Objectives in the Railway Lands Secondary Plans. This objective recognizes that removing barriers and reconnecting the city with Lake Ontario and the lake with the city is key to unlocking the potential of Toronto's waterfront.
- The Plan envisions improved access to the waterfront area through a redesigned Gardiner Corridor, improved transit services, a higherquality pedestrian environment, reinvestment in the Martin Goodman/Waterfront Trail and the establishment of north/south and east/west cultural corridors through the area.
- The Plan recognizes the significance of public realm to transform the Central Waterfront into a designation for international tourism, national celebration and local enjoyment.

Summary and Planning Opinion

The Site is adjacent to multiple Secondary Plan areas, which have all experienced significant growth and change over the past 20 years. The Railway Lands Secondary Plan predates the Secondary Plans for the adjacent areas.

Although the Site is not subject to the adjacent Secondary Plans, it is important to consider how the draft OPA and decking of the Site relates to the surrounding planned context. The adjacent Secondary Plans, together with the Railway Lands Secondary Plans aim to remove the barrier of rail and road corridors, establish connections, and integrate former industrial areas, the waterfront, and the downtown. This is a long-standing planning objective for the Downtown, Central Waterfront and adjacent areas. The rail corridor continues to form a large gap in the urban fabric and functions as a barrier between these mixeduse neighbourhoods.

The creation of a park in the Site offers an important opportunity to integrate and stitch together these neighbourhoods. The draft OPA is consistent with the objectives and goals in the nearby Secondary Plan areas. The proposed park will significantly improve connectivity between these growth areas, and help integrate the Central Waterfront and Downtown, and create a connected and accessible parks and open space system.

6.8 Zoning By-Laws: By-Law 438-86, By-law 1994-0805, 1994-0806

Railway Lands West and Railway Lands Central are subject to the Former City of Toronto Zoning By-Law 438-86, and each area carries a site-specific zoning by-law that came into force in 1994: By-law 1994-0805 for Railway Lands West, and; By-law 1994-0806 for Railway Lands Central.

These site-specific by-laws established the development parameters for the former railway lands, and have each undergone subsequent amendments, coinciding with a number of approved development applications.

Under each site-specific by-law, the Rail Corridor Site carries a Transportation District zoning designation, with a limited set of permitted uses, including: ambulance station; parking area; parking station; pedestrian walkway; public transit, including service and repair yards; railway, including service and repair yards; railway station; ornamental structure. Permitted building heights for this area are established at 15.0 metres and there are no regulations relating to density, setbacks or common outdoor space.

Northern Linear Park is zoned Commercial Residential (CR), which permits a wide range of residential and non-residential uses, including parks, pedestrian walkways, public transit, and other community services. Permitted heights along the linear portion range from 28 metres to 130 metres. The planned Mouth of the Creek Park is zoned General (G), which limits uses to parks, golf courses, playgrounds, parkign areas, pedestrian walkways, and other community service uses. Heights are limited to 15 metres within the General (G) designation.

The by-laws include an exception 10.1 which states that none of the provisions of this by-law shall apply to prevent the use of any land or the erection or use of any building or structure in any District for the purposes of public services by the City of Toronto, other levels of government and public agencies provide that where such land, building or structure is located in any District: provided that no goods, material or equipment are stored in open; the provision of the by-law respecting common outdoor space and height of building or structures are complied with, and any building erected under the provisions of this subsection shall be designed and maintained in general harmony with building of the type permitted in said districts.

Summary and Planning Opinion

The City of Toronto will pursue zoning by-law amendments or minor variances to the zoning by-law, as required.

6.9 Parkland Dedication By-law (Chapter 415, Municipal Code)

The *Planning Act* establishes the authority of municipalities to require parkland dedication, as a condition of subdivision (Section 51.1), as a condition of land severance (Section 53), or as a condition of issuance of a building permit for development or redevelopment on an existing lot (Section 42).

The Parkland Dedication-By-law is described further in Appendix E.

Summary and Planning Opinion

Costs associated with securing the property/air rights and development of the proposed park would be eligible for cash-in-lieu of parkland dedication funds received by the City under Section 42 of the *Planning Act*. As part of the Implementation Strategy for Rail Deck Park and TOcore Planning Downtown Study, the City is considering the alternative rate policies to address parkland needs in high growth areas, such as Downtown Toronto.

6.10 Railway Lands West and Central Urban Design Guidelines

The City of Toronto Official Plan states that urban design guidelines are an important part of its implementation strategy. There are two main categories of urban design guidelines – city-wide guidelines and district or area-specific guidelines.

The Railway Lands West and Central Urban Design Guidelines detail an urban design framework, and provide a context for coordinated incremental development and for evaluating development applications. Redevelopment in the Railway Lands will be consistent with the Guidelines. Map 4 – Structure Plan summarizes the urban design objectives for the area. The Guidelines include an Open Space Master Plan (Map 10), illustrating the location of parks and open spaces. The Railway Lands West and Central are intended to be structured around a system of high quality useable, linked parks, open spaces and setbacks which provide a setting for adjacent development and extend existing city patterns. The Open Space Master Plan identifies a linear park at the southern edge of the Rail Corridor, and three public parks: a Neighbourhood Park in Railway Lands West (Canoe Landing Park), Tower Park and Roundhouse Park in Railway Lands Central. The edges of the Rail Corridor are along Spadina Avenue, Front Street

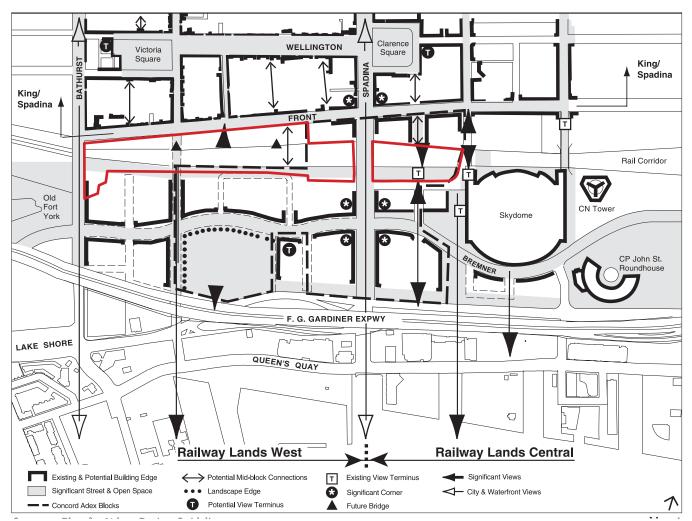


Figure 40. Railway Lands West and Central Urban Design Guidelines - Structure Plan

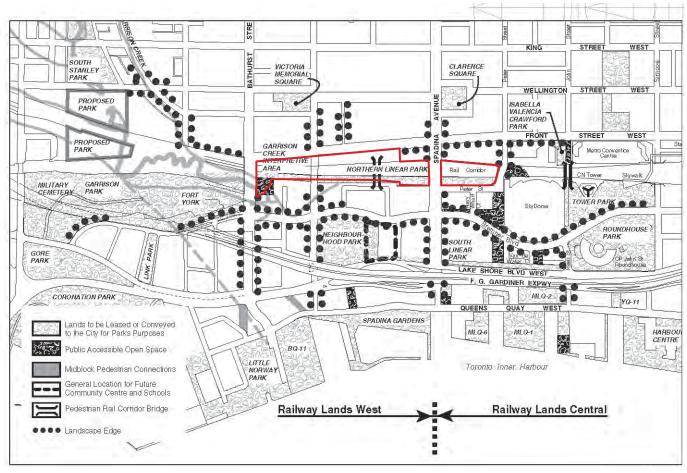


Figure 41. Railway Lands West and Central Urban Design Guidelines - Map 10

West and Blue Jays Way are identified as 'landscape edges'. A Garrison Common Interpretative Area is identified at Bathurst Street.

Establishing connections to the city is one of the objectives in the Secondary Plans and the Urban Design Guidelines. Developing the railway lands is intended to unite the central city with the waterfront by extending the urban pattern southwards towards the waterfront, and decreasing the impacts of the rail and road barriers. As a way to achieve this objective, a continuous public realm was envisioned to link the King-Spadina Neighbourhood, Harbourfront Railway Lands East and Bathurst-Strachan.

The Guidelines identify bicycle, street and pedestrian routes. A north-south cycling route is identified across the Rail Corridor, connecting the King-Spadina neighbourhoods to the north and Bathurst-Spadina neighbourhoods to the south. Dan Leckie Way was originally intended to function as an extension of Portland Street, connecting across the Rail Corridor southwards to Lake Shore Boulevard. This has not materialized through the build out of the Railway Lands. The Guidelines also identify a mid-block pedestrian bridge between Bathurst Street and Spadina Avenue (Puente de Luz, Constructed 2011). The Guidelines also emphasize creating public pedestrian realm to contribute to the quality of life for all citizens. The Guidelines also include directions for private development.

The Guidelines provide flexibility with regard to decking over the Rail Corridor. The document states that initial grading of the lands south of the Rail Corridor between Dan Leckie Way and Spadina and development along the northern linear park will not preclude the possibility of construction of a deck over the rail corridor.

Summary and Planning Opinion

The draft OPA is consistent with the Urban Design Guidelines for the Railway Lands. The proposed Secondary Plan and proposed park will decrease the barrier impact of the rail corridor and create a continuous public realm with connections to surrounding areas and the Central Waterfront. The proposed park will create new north-south and east-west pedestrian and cycling routes across and along the rail corridor.

6.11 Growing Up: Planning for Children in New Vertical Communities

The Growing Up: Planning for Children in New Vertical Communities is a set of Guidelines to direct development to accommodate households with children and youth. This is a set of Guidelines based on the Official Plan vision of an attractive, safe and healthy city where children are valued and residents have access to housing, support services and recreational activities. The staff report and Draft Guidelines was approved by City Council on July 5, 2017. The Guidelines were adopted in draft form to inform the review of development applications for a two-year period.

The Guidelines indicate that Toronto's contemporary population growth and housing boom is introducing challenges for liveability, with particular challenges for families and children. The Guidelines objectives aim to create a diversity of housing, enhance liveability and the quality of life in Toronto, and encourage planning approaches from the perspective of a child.

The Guidelines focus on three scales – the neighbourhood scale, the building scale and the unit scale. The neighbourhood scale guidelines are most applicable to the proposed Secondary Plan and speak to the importance of parks, open spaces and safe mobility networks for children and families.

With regards to mobility, the guidelines aim to design safe mobility networks to encourage children's independence and active transportation. The proposed park use will create new safe pedestrian routes across and along the rail corridor, with connections to Fort York library, and the community centre and school in CityPlace (Block 21).

The Guidelines emphasize the need for a variety of types of parks and open spaces that are easily accessible and meet a range of needs. The Guidelines state that new parks and open spaces should be convenient and centrally located to the meet daily needs, and located on sites with safe routes. The Guidelines emphasize the need for a range of park types to meet daily, weekly, and seasonal needs. Park design should consider a range of elements that are flexible and allow for a diversity of activities to suit all ages and abilities. A large, centrally-located park provides an opportunity to satisfy daily, weekly and seasonal needs for children and families. The size of the park offers the potential to accommodate a diversity of activities and programming types.

Summary and Planning Opinion

The draft OPA is consistent with the Growing Up Urban Design Guidelines. The proposed park use in this location will contribute to the achievement of complete communities within vertical mixeduse communities. A large-scale park in this location will significantly improve the Downtown environment for children and families. It will provide for safe mobility networks across and along the rail corridor with connection to nearby community services and amenities. The size of the proposed park space will allow for a variety of programming elements with playgrounds and active recreation. A large park will significantly improve the living environment for children and families in Downtown, and contribute to the liveability and quality of life for families.

6.12 Heritage Conservation Districts

There are three Heritage Conservation Districts (HCDs) in proximity to the Site: Fort York HCD and Draper Street HCD, which are both in-force, and; King-Spadina HCD, which is currently under review. HCDs are areas of the city that are considered to be historically or culturally significant and are protected by a municipal by-law passed by City Council under Part V of the *Ontario Heritage Act*. In each protected area, a context-specific HCD Plan is established that provides a set of special polices and guidelines that assist the planning process to ensure that the area is conserved.

The Fort York Heritage Conservation District

was the first HCD in the City of Toronto, initially designated by Council in 1985. The original HCD boundary, which included the grounds of Historic Fort York and a portion of the Garrison Common to the west, was updated in 2004 when the City of Toronto expanded the boundary to include significant archaeological and heritage features of several adjacent sites, such as the mouth of the former Garrison Creek, the Fort's eastern battery and the Fort York Armouries.

The Draper Street Heritage Conservation District

covers the historic residential area along Draper Street, from Front Street West to Wellington Street West that includes a collection of semi-detached residential cottages built between 1881 and 1889. Following a study initiated by Heritage Toronto in 1997, the Draper Street HCD was approved by City Council in 1999.

In 2012, City Council authorized a Heritage Conservation District Study to be conducted in the King-Spadina area, which has subsequently resulted in the **King-Spadina Heritage Conservation District Plan** (2017) for the area generally bounded by Adelaide and Richmond Street West to the north, Simcoe Street to the east, Wellington and King Street West to the south and Bathurst Street to the west. The King-Spadina HCD Plan was approved by Council in October, 2017.

Summary and Planning Opinion

The draft OPA has regard for the adjacent Heritage Conservation Districts. The proposed Secondary Plan includes policies to ensure that the development of the proposed park supports heritage resources within and around the Railway Lands. The proposed park use provides opportunities for interpretation of the historic Lake Ontario shoreline through landscaping, public realm and public art elements.

6.13 Emerging Policy Directions: TOcore Proposed Downtown Plan

TOcore: Planning Downtown is a three-year study, which will result in a new 25-year proposed Downtown Plan. At its October meeting, City Council adopted a report entitled "TOcore: Proposed Downtown Plan" (dated August 18, 2017), and directed the City Planning Division to undertake stakeholder and public consultation on the proposed Downtown Plan in the fall of 2017. It is anticipated that City Planning Division will report back to Council with a final Recommendations Report and an Official Plan Amendment for the Downtown Plan in Spring 2018. The Proposed Downtown Plan builds on a Proposals Report, which was presented to City Council on December 13, 2016. Although the Proposed Downtown Plan is not yet in force and is still under development, it articulates the emerging policy direction for the Site within the context of Downtown.

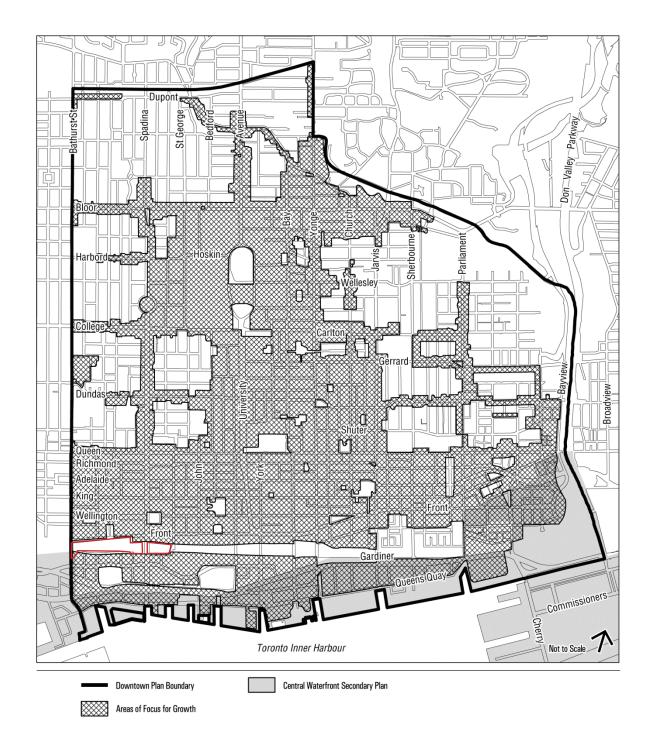
The proposed Downtown Plan provides a vision for Downtown in 2041 as "the thriving, connected heart of a successful prosperous city region." The vision describes Toronto as a place of great opportunity, and liveable where residents enjoy a high-quality of life, with a range of housing options, and access to a varied and extensive system of parks and public spaces. The vision specifically addresses parks and open spaces and states:

"these parks and public spaces bring people together and accommodate a range of activities year-round. They include some of the world's most innovative parks, with some occupying underutilized areas such as under freeways and over corridors. Specular waterfront parks line Downtown's beautiful blue edge and the waterfront is better connected to the rest of the Downtown" (2 – Vision, pg. 5).

The proposed Downtown Plan is centered on four goals: Complete Communities, Connectivity, Prosperity, Resiliency and Responsibility.

Directing Growth & Linking Growth and Infrastructure to Ensure Complete Communities

The Official Plan identifies that Downtown is an area expected to absorb growth, but that not all areas within Downtown will experience the same level or intensity of growth. The Proposed Downtown Plan identifies areas of focus for growth in Downtown as shown on Map 2 Areas for Focus of Growth and identifies four sub-categories to the Mixed Use Areas designation in the Official Plan. Map 2 identifies areas targeted for growth, with the objective to prompt a more predictable and balanced growth pattern Downtown. According to proposed Policy 4.4.3, these areas consist of Mixed Use Areas 1, Mixed Use Areas 2, Mixed Use Areas 3, Regeneration Areas and Institutional Areas. Proposed Policy 4.4.4. states that Utility Corridors are not targeted for intensification. Utility Corridors and the Site are not identified as an area of focus for growth. However the Site is adjacent to areas intended for growth.





Expanding, Enhancing and Connecting Parks and Public Realm

The Proposed Downtown Plan details proposed parks and public realm policies for the Downtown. Proposed Policy 7.1. states that the "provision of parkland is an essential element of complete communities and new parkland will be provided to support and be concurrent with growth." Further, Proposed Policy 7.2 states that "expansions and improvements to the public realm system will be accessible, inclusive and welcoming to all people who live, work and visit Toronto."

To address parkland provision for high growth areas, the Proposed Downtown Plan emphasizes a "land first" approach to maximize opportunities for new parkland through the development process, and proposes a new set of policies to address parkland provision. These include policies to guide the amount, distribution, quality and diversity of parks and open spaces, and policies guiding parkland dedication requirements. Proposed policies regarding cash-in-lieu for parkland dedication will be subject to further study as part of the City-wide Parkland Strategy.

As part of the TOcore Study, the City is preparing a Downtown Parks and Public Realm Plan ("the PPR Plan"). The PPR Plan sets a vision for parks, open spaces and streets, and will guide the development of an expanded, improved, connected and accessible system of high-quality open spaces, and identifies priorities to inform investment, acquisition and resource allocation.

Great Streets

The PPR Plan identifies 12 Great Streets on Proposed Map 5, which have cultural, historic and civic importance and will be prioritized for public realm improvements (Proposed Policy 7.22). Front Street and Spadina Avenue are both identified as Great Streets.

Park Districts

The PPR Plan identifies Park Districts on Proposed Map 6. Park Districts are considered cohesive local networks of streets, parks and other open spaces centred on one or more community parks that serve surrounding neighbourhoods. Each Park District is intended to have a unique identify with a focus on supporting community life. West Rail District is identified on Proposed Map 6 and includes the Site. Proposed Policy 7.28 provides direction for parks, open spaces and streets that form Park Districts, with the aim to form a cohesive network of parks, open spaces and streets to support growing communities.

The Stitch

The PPR Plan identifies opportunities for improved connections across and along the rail corridor and Gardiner Expressway corridors, recognizing that the Downtown is separated from Lake Ontario by a wide swath of rail lines, the Gardiner Expressway and Lake Shore Boulevard. Proposed Map 8 identifies The Stitch as a major public realm move to improve east-west linkages between Fort York and the Don Valley and north-south connections across the transportation corridors to the waterfront. According to Proposed Policy 7.33, The Stitch will increase physical and visual north-south connections for pedestrians and cyclists across the rail corridor and under and along the rail corridor and the Gardiner Expressway and Lake Shore Boulevard corridors. Policy 7.33.4 provides policy direction regarding the Site and states:

"The Stitch will include the development of a significant park space over the rail corridor between Bathurst Street and Blue Jays Way to serve the local neighbourhoods, workers and the city as a whole".

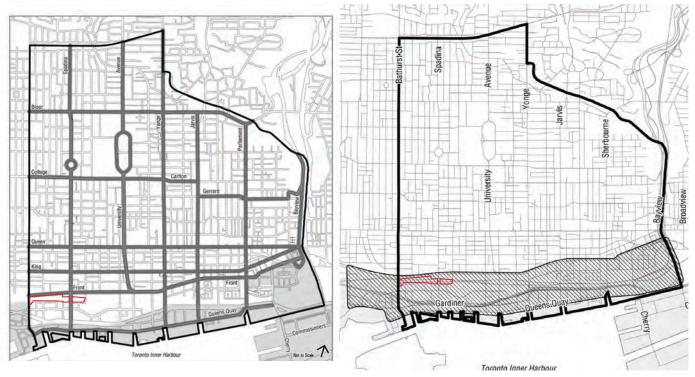


Figure 43. Proposed Downtown Plan, Map 5 - Great Streets Figure 44. Proposed Downtown Plan, Map 8 - The Stitch

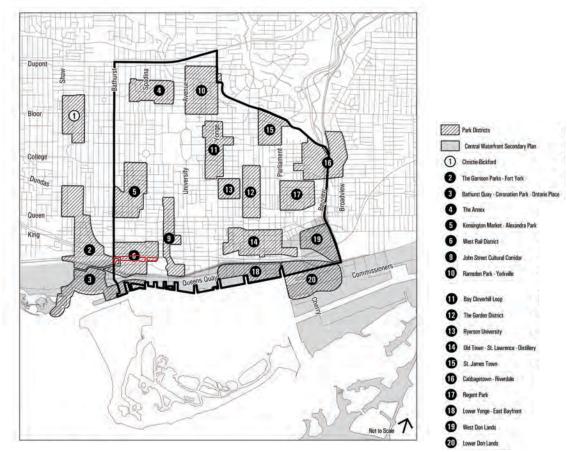


Figure 45. Proposed Downtown Plan, Map 6 Park Districts

Land Use & Economy

The Proposed Downtown Plan provides greater direction and clarity with regard to the land use policies contained with Chapter 4 of the Official Plan. It promotes a balanced approach to growth, recognizing the Downtown as an economic driver for the city and the region. The Proposed Downtown Plan proposes to expand the Financial District and protect opportunities to expand non-residential uses to support the prosperity of the entire city, region and the province. It also includes a number of policy directions to increase other office areas within the Downtown, including the Bay-Bloor Corridor, King-Spadina and King-Parliament Areas.

The proposed land use designation policy directions provide guidance on what uses are appropriate in specific areas and where growth is or is not targeted. This Draft Downtown Plan proposes four subcategories to the *Mixed Use Areas* designation in the Official Plan, as shown on Proposed Map 11. The intent is to provide more specific land use policies for *Mixed Use Areas* to ensure that development occurs in a manner that respects the local existing and planned context. The lands to the immediate north (west of Draper Street) and south of the Site are identified as *Mixed Use Areas* 1 where growth is anticipated. The lands north of the Site, east of Draper Street are identified as *Mixed Use Area* 2- Transitional.

The Mouth of the Creek Park is technically located within Mixed Use Area 1, to the immediate south of the Rail Corridor, and identified as Mixed Use Area 1, although it is zoned for park uses. The Rail Corridor Site and Northern Linear Park site are not designated as *Mixed Use Areas*.

Enhancing Community Services & Facilities

One of the key goals of Proposed Downtown Plan is to align the continued growth in residential population and jobs with the provision of community infrastructure to foster complete communities. The Downtown Community Services and Facilities Strategy will provide for clear direction to support this goal by identified growth-related community space and facility needs and priorities to support growth by sector and geography. Policy directions relate to protecting for community services and facilities through development, requiring the provision of community services and facilities as new development occurs, and identifying sites and locations to support future growth of community service sectors and co-locating facilities to serve as community hubs.



Figure 46. Proposed Downtown Plan, Map 11 - Land Use

Mobility

Policy directions on mobility and the transportation system aim to create a well-connected and integrated network of streets. Policy directions relate to walkability, cycling, rapid transit, rail and parking. Proposed Map 12 identifies existing and planned rapid transit stations, and identifies the Spadina RER station as a planned station. Policies aim to create seamless and user-friendly connections and improve connectivity for transit users between surface transit and new rapid transit stations. The Proposed Downtown Plan provides further direction with regard to the rail corridor. Proposed Policy 10.24 states: "development adjacent to the Rail Corridors will respect the physical configuration of the Rail Corridor and its current and future operation, including approaches, access, easements, and emergency access during and after development construction."

Celebrating Culture

The Proposed Downtown Plan provides policy direction to advance and nourish the culture sector, recognizing the cultural spaces and cultural industries contribution to Downtown and the city. Proposed Map 16 identifies King-Spadina Area (to the north of the Site) as a cultural precinct and identifies John Street and Front Street as Cultural Corridors. Cultural Corridors are historically and culturally significant streets that anchor arts, entertainment and new media resources. The Proposed Downtown Plan includes policies guiding the public realm within each Corridor to create a coherent visual identify including public art and interpretative resources.

Summary and Planning Opinion

The draft OPA conforms to and directly advances the emerging direction for Downtown, as articulated in the Proposed Downtown Plan. The proposed park specifically addresses challenges related to parkland provision and the need to proactively plan to achieve complete communities. The proposed Secondary Plan specifically advances the proposed vision and goals for Downtown. The proposed Secondary Plan will guide the creation of a large-scale signature park in Downtown, which will contribute to complete communities, and advance connectivity and prosperity of the Downtown. A large-scale contiguous park in this location forms a main component of The Stitch, and will improve east-west and north-south connectivity across the rail corridor from Fort York to Blue Jays Way. A large-scale contiguous park will help address the low parkland provision for high growth areas in Downtown, which is identified as a priority. A large contiguous park in this location will also contribute to the growth of the cultural sector in Toronto, and support John Street and Front Street as Cultural Corridors, and Front Street as a Great Street.





7.0 PLANNING ISSUES & OPINIONS

8.0 CONCLUSIONS

7.0 PLANNING ISSUES & OPINIONS

The following section summarizes the planning issues and opinions in support of the draft OPA and the proposed Secondary Plan. It provides the rationale for why the draft OPA is in the public interest and represents good planning.

7.1 Land Use

Planning issues:

- Is the Park and Open Space Areas designation the appropriate land use for the Site?
- Is there a need for a large scale-park in the Downtown Study Area?
- Is the Site an appropriate location for a largescale park?
- Is there a need for residential or non-residential uses on the Site?

Land Use: Park

The draft OPA redesignates the Site to a *Parks and Open Space Areas* designation and protects for continued use for utility corridor and rail purposes and uses. It creates a large-scale contiguous park space, and integrating the existing Northern Linear Park and the planned Mouth of the Creek Park. As discussed in this section, the proposed land use designation reflects the most appropriate and best land use for the Site in the context of existing and anticipated population and residential growth, low parkland provision per capita, and the need for a large public park in the Downtown Study Area.

The Site is the last significant undeveloped and unplanned area that can accommodate a major new park in the Downtown. The proposed park use optimizes the unique and significant attributes of the Site within the regional city-wide context, including its scale, profile, accessibility and central location.

The proposed Secondary Plan realizes multiple citybuilding objectives in accordance with provincial and municipal policy.

Addressing parkland provision in the context of high growth and the need for a large-scale park

Within the Downtown Study Area, the majority of parks (65%) are under 0.5 hectares in size. Smallscale parks provide valuable open space, but do not provide the same amenities as a large contiguous park, including opportunities related to recreation, sports, community programs and civic amenities with city-wide benefit, and provide the opportunity for regional, national and internationally scaled activities.

Toronto does not have a large-scale centrally located park within its city core that functions as a year-round, universally-accessible large outdoor open space for residents, workers, and visitors.

The majority of large parks within the Downtown Study Area (greater than five hectares) are located on the perimeter of the Downtown Study Area, include significant natural areas associated with Toronto's ravine system (Ramsden Park, Riverdale West Park); or have other institutional, civic and commemorative purposes, limiting opportunities for large-scale civic and recreational opportunities (Coronation Park, Queen's Park). The Toronto Islands serve as a regional amenity with significant outdoor space, but are not accessible for pedestrians, and have limited yearround function and relationships with other major Downtown attractions.

Downtown also has a shortage of large outdoor spaces that can accommodate events of local, national and international significance. Public square such as Nathan Phillips Square and David Pecaut Square are well utilized, but shoulder a heavy burden, and are constrained by the built form that accompanies their open spaces.

Adequate levels of parkland are an essential component of the achievement of complete communities. Provincial policies establish that an adequate supply of safe publicly accessible parks and open spaces and a full and equitable distribution of settings for recreation are components of healthy and active communities. The City of Toronto Official Plan contains policies to ensure that Toronto's system of parks and open spaces are maintained, enhanced and expanded. The Official Plan recognizes that investment in the public realm and the Downtown environment is required as part of the City's growth management strategy.

In the Railway Lands, residential development has far exceeded what was anticipated through the original planning framework; however, there has been no substantial increase in parkland to address high growth. In the King-Spadina Area, development has occurred incrementally through infill and redevelopment on a site-by-site basis, and no new major parks have been secured as the area has intensified. In the Downtown Study Area more broadly, parkland provision has not kept pace with population growth. With high population and employment growth anticipated to 2041 and limited sites available for new parks and open space, parkland provision per person will continue to decline in the future.

The magnitude of parkland deficiency in the Downtown Study Area, both today and in the future, cannot be satisfied by small-scale local parks and secured through on-site parkland dedication as per the provisions the *Planning Act* or for by payments via cash-in-lieu for parkland without a suitable scaled receptor site.

Small scale parks will continue to be secured as part of the development approval process and provide local space for residents and workers; however small sites will not address the magnitude of parkland deficiency and the particular need for large city-wide and district scaled parks. However, as the Downtown Study Area continues to grow, it requires parks and open spaces that can accommodate a range of facilities and amenities. Large parks provide opportunities for large-scale programming for events, performances, civic gatherings and active recreation. Large parks can provide space to serve a variety of programming needs, such as active and passive recreation.

The Site represents the best location for a new large park in Downtown

As part of this planning study, Urban Strategies prepared a GIS based site assessment and evaluation to identify potential sites for a large contiguous park. The study identified vacant and unplanned lands (greater than 1 hectares in size, building occupying less than 25% of the site area). The analysis findings indicate that the Downtown Study Area is a built-up urban area, where there are very limited vacant large sites with opportunities for a new contiguous largescale park. The majority of undeveloped sites (greater than 1 hectare) are part of recent Council-approved statutory plans already permitting comprehensive development. This site assessment analysis indicates that the Site is the only feasible opportunity for a large contiguous park in the Downtown Study Area.

In the context of high growth within a built-up densely populated urban environment, protecting the last remaining large-scale site to develop a large centrally located contiguous public park is appropriate, reflects good planning and is in the public interest.

The Site is an excellent location for a large-scale park that conforms to all of the policies for new parks and open spaces in the Official Plan. The Site is centrally located within the Downtown, connected to other parks and open spaces, tourist destinations, dense mixed-use neighbourhoods, and employment and cultural districts. It is located within a high growth area of Downtown, which is projected to continue to experience high population and employment growth to 2041. The park use is compatible and complementary to adjacent and nearby uses and activities. The Site is connected to existing and planned regional and city higher-order transit. It is within walking distance of Union Station, the country's busiest transportation hub, and is the location of the planned Spadina-Front GO RER Station. The Site will be one of the most transit accessible locations in the region.

The size of the Rail Corridor Site, together with Northern Linear Park and Mouth of the Creek Park (8.8 hectares) is comparable to other district-sized parks, and other large-scale centrally located parks in other international cities, and particularly Chicago's Millennium Park (9.9 hectares).

Consideration of Other Land Uses

The Railway Lands Secondary Plans contemplate decking over the Site for residential and nonresidential development, subject to comprehensive land use and technical studies, and an amendment to the Secondary Plans. The policies guiding land use for the Site are over twenty years old, predate the provincial policies for the Greater Golden Horseshoe, the current Official Plan, and the planning framework for any of the surrounding areas. The policies also predate the dramatic growth and intensification of the Downtown over the past 20 years. The policies for the Site (Future Development Area/Utility Corridor A) were adopted in the context of significantly different planning and urban context.

Within the context of high growth and development in the Railway Lands and adjacent areas, residential and/ or non-residential development does not reflect the most appropriate land use direction for the Site, as discussed below.

Residential

The Site is not required from a growth planning perspective to meet the Growth Plan population and employment forecasts for the City of Toronto, and the targets for Downtown (400 people + jobs/hectare), and the targets for major transit station areas served by express rail service on the GO transit network (150 residents + jobs / ha). Based on the City of Toronto's development pipeline data, the approximate 45,000 approved but not built residential units will bring the Downtown and Central Waterfront density to 397 people and jobs per hectare. The City is already achieving and exceeding the population forecasts for the City of Toronto, as per Growth Plan (Schedule 3). The population density within 500 metres of the major transit station area significantly exceeds the Growth Plan targets:

The Local Study Area has experienced significant population growth through multi-family mid-rise and tall building intensification. Development has far exceeded what was ever anticipated and planned for the Railway Lands, King-Spadina and adjacent areas. The area has attracted considerable development since the 1990s, transitioning from former industrial areas to new mixed-use neighbourhoods. Overall the planning objectives for the Local Study Area (Railway Lands, King-Spadina, Fort York, Central Waterfront and Garrison Common) with regard to residential development have been achieved.

The emerging directions for the Proposed Downtown Plan introduces a balanced land use framework and granular Mixed Use Areas land use designations to shape growth in the Downtown in a more prescribed manner. The overall objective is to move towards a more predictable and balanced pattern of growth.

As detailed in Section 2 of this report and the development pipeline data, there are continued opportunities for residential intensification in the Local Study Area and Downtown Study Area on individual sites. However, there are no other undeveloped and planned sites to accommodate a large-scale public park in the Downtown.

The Site is not required for residential purposes to meet residential growth targets. Residential uses in this location do not reflect the best and most appropriate use of the Site. Residential development over all or part of the Site would eliminate the opportunity to create a new park of this scale in Downtown Toronto.

Non-residential

Similarly, the Site is not required for a growth planning perspective to meet the Growth Plan targets with regard to employment intensification of the Downtown (400 people + jobs per hectare) and the Growth Plan target for major transit stations served by express rail service on the GO Transit network (150 residents + jobs/ha). Toronto Employment Survey data indicates that there are currently more than 179 jobs per hectare within the Spadina RER major transit station area. Employment projections indicate that by 2041 this my grow to 389 jobs per hectare.

The Railway Lands East has attracted significant nonresidential development in the form of office towers. There are a number of significant office developments in the development pipeline in the Downtown Study Area and in close vicinity to the Site, as detailed in Section 2 of this report, such as The Well, 45 Bay, and the Lower Yonge Precinct. Moreover, there is a new substantial office district planned in the Uniliver Precinct, to the immediate east of Downtown.

The emerging policy directions for the Proposed Downtown Plan propose to extend the Financial District to include the lands around Metro Hall and the area known as South Core and introduce new policies to ensure that all increases in density within the expanded Financial District be non-residential. The Proposed Downtown Plan also includes direction to reinforce secondary office nodes, including King-Spadina. These policy directions, if approved, will promote non-residential growth and development elsewhere within the Downtown Study Area.

The Site is not required for non-residential purposes to meet employment growth targets. Non-residential uses in this location do not reflect the best and most appropriate use for the Site. Non-residential development over all or on part of the Site would remove the ability for the City to provide a large contiguous park in Downtown.

7.2 Complete Communities in Downtown

Planning issues:

- Does the proposed land use (park) realize provincial and municipal objectives to achieve complete communities?
- Are other land uses (residential and nonresidential) required in this location to achieve complete communities?

The proposed park use fully supports provincial and municipal policy objectives to achieve complete communities within the context of high growth. A large-scale contiguous park in the Downtown is required to support a complete community and improve the quality of life within the context of the Downtown Study Area. Growth Plan Policy 2.2.1.4 importantly states that the applying the policies of the Growth Plan will support the achievement of complete communities, and identifies public service facilities and a supply of safe and publicly accessible open spaces, parks, trails and other recreational facilities as part of complete communities.

The proposed park use will advance the vision for Toronto and the growth and reurbanization objectives in the Official Plan for the Downtown (Section 2.2), and the proposed vision, goals and policy directions Downtown in the Proposed Downtown Plan.

Downtown is anticipated to continue to evolve as a healthy and attractive place to live and work. The Official Plan recognizes that investment in the Downtown environment will be required to maintain and improve the public realm, maintain and upgrade public amenities and infrastructure, and enhance existing parks and acquire new parkland. The Official Plan also provides direction for adding new parks and amenities in growth areas (Policy 3.2.3.1) and making investment in infrastructure and services to maintain and improve the quality of life in the City, and invest in growth related infrastructure (Section 5.3.3). Planning for and protecting lands for parks and open space uses is appropriate and anticipated by the Official Plan. The emerging policy direction for Downtown, as articulated in the Downtown Plan emphasizes the need to improve and expand the public realm within a context of rapid intensification, and plan growth in a manner that achieves complete communities.

The proposed park will contribute to the achievement of a complete community and enhance the liveability of the Downtown environment by providing a large contiguous space for recreational amenities, and civic and community programming. As Downtown continues to intensify, there will be a continued shortage of land available for amenities to achieve complete communities, including parks, open spaces and community infrastructure. Within this context, it is important to plan proactively to protect and acquire space for parks and open space uses.

The Site is located in an area with a mix of uses, including residential and non-residential uses, which provide housing and jobs. Additional residential and non-residential uses are not required in this location to support the achievement of complete communities.

7.3 Transportation & Transit-oriented Development

Planning issues:

- Is the proposed park use appropriate in context of the planned Front-Spadina GO RER Station and provincial policies for major transit stations?
- It the proposed park use compatible with transportation uses along the rail corridor?

The draft OPA and proposed park use advances provincial and municipal policy objectives regarding the integration of land use and transportation, and enhancing multi-modal transportation connectivity. A park use in this location will support active transportation in the form of cycling and walking across and along the corridor.

The Site is located in area with a combination of existing and planned higher order transit. It is the site of the planned Spadina-Front GO RER Station, which will provide frequent regional transit service. The Site is serviced by the 510 Spadina Streetcar and the 511 Bathurst Streetcar, and is in proximity to the St. Andrew TTC subway station (900 metres). The Site is also in close proximity to Union Station.

Although the City has not yet identified major transit station areas within the Official Plan, the planned RER station fits the definition of a major transit station area, as per the definitions of the Growth Plan. The Site is not required from a transportation and growth planning perspective to meet the density targets for major transit station areas. As indicated in Section 4 of this report, the people and jobs per hectare density around the Site already significantly exceeds the 150 people + jobs/hectare target, and the target for stations with light rail transit and bus rapid transit and subway transit service (although the Site is not directly serviced by a subway). As per the analysis prepared by the RER New Stations Initial Business Case analysis for the planned Spadina RER Station (IBC Spadina Report, Metrolinx 2016), the planned Spadina station supports a high-density cluster of residents and workers, while enhancing transit access to a large number of major sporting, cultural, recreational and tourist destinations. This report indicates that the station area has the potential to accommodate employment and population growth by 2031, and is well situated to current residential and office market demand. The Site is not required for residential and non-residential development to support investment in higher order transit in this location.

The proposed RER station will be integrated into the design of the proposed park, to create a highly accessible park with multi-modal transportation connections. Protecting public uses above the rail corridor will allow for the integration between the RER transit station and connections between local and regional transit service, with coordination between Metrolinx and the City of Toronto.

Creating a new large park in this location is a transitsupportive development pattern, and will optimize provincial investment in transit. Protecting for public uses over the rail corridor will allow for the integration of regional and local transit service and park and open space uses, and enhance multimodal transportation connectivity with new cycling and pedestrian connections to the RER station. A large-scale park will become a major attraction and destination in the Greater Golden Horseshoe region, driving demand for increased transit use.

7.4 Connectivity & Integration

Planning issues:

• Does the proposed park use contribute to and enhance connectivity over the rail corridor and support the integration of the Railway Lands with the central city and waterfront?

The Site represents a major barrier and gap in the urban fabric, limiting visual and physical north-south connections between King-Spadina, the Railway Lands and the Central Waterfront, and east-west connections from the CN Tower to Fort York. Access across the Site is limited to vehicular bridges at Bathurst Street, Spadina Avenue, Blue Jays Way and the Puente de Luz pedestrian bridge.

Connecting the Downtown with the Central Waterfront and adjacent areas is a long-standing City of Toronto planning objective. The Official Plan, the Railway Lands Secondary Plan and Secondary Plans for adjacent areas in the Local Study Area aim to enhance visual and physical connections across the rail corridor, and minimize the barrier impacts of the corridor.

The proposed park use advances the Official Plan and Secondary Plan policies to enhance connections between parks and open spaces, and enhance visual and physical connections between the central city, Railway Lands and the Central Waterfront. The proposed park will significantly enhance pedestrian and cycling connections over and across the rail corridor, and enhance active transportation as a viable transportation mode. In accordance with the Official Plan's transportation policies, the proposed park use will create an urban environment that encourages and supports pedestrian movement through the city.

The proposed park use also advances the emerging policy directions as articulated in the Proposed Downtown Plan and PPR Plan, and the policy directions to enhance connectivity and pedestrian movement. The Stitch is identified as an important component of the Downtown's open space network to achieve north-south and east-west connectivity, and minimize the barrier effect of rail and road infrastructure. The Site forms a key component of the Stitch, and will create a new connected parks space from Fort York to Blue Jays Way.

7.5 Economic Development, Competitiveness & Tourism

Planning issues:

 Does the proposed park use contribute to economic development and advance the Toronto region's economic competitiveness?

The Growth Plan articulates a vision for the Greater Golden Horseshoe's regional economy to mature into an economic powerhouse of global significance, and recognizes Toronto as the heart of a thriving metropolis - a celebrated centre of commerce, culture, and innovation. The Official Plan provides further direction to enhance economic competitiveness and growth, and draws a link between land use planning and economic development.

The Site is in close proximity to the Financial District and major tourism attractions and economic development amenities, including the Air Canada Centre, Metro Toronto Convention Centre, Rogers Stadium, the CN Tower, Ripley's Aquarium, amenities along the Central Waterfront, Harbourfront Centre, Fort York and Ontario Place, and Exhibition Place. It is also well connected to international, national and regional gateways into Toronto. It is within walking distance of Billy Bishop Toronto Centre Airport and Union Station which also provides direct connection to Pearson International Airport via the Union-Pearson Express.

Signature parks, like Chicago's Millennium Park are major tourist attractions, and generate spin-off activity for nearby cultural and tourist destinations. In Toronto, the Site is adjacent to major entertainment and tourist attractions that generate millions of visitors annually. The proposed park will improve connections to surrounding communities, employment districts and adjacent attractions and institutions. A signature park in this location has the capability of providing beneficial symbiotic effects, elevating economic activity in the area and through the city.

The proposed park use optimizes the Site's locational attributes, and will contribute to the region's economic development, global competitiveness and tourism appeal.

7.6 Heritage & Views

Planning issues:

• Does the draft OPA appropriately address heritage considerations and protect for identified views in the Official Plan?

Heritage

The Site is adjacent to multiple heritage resources including the Fort York HCD and National Heritage Site, the Draper Street HCD, and the proposed King-Spadina HCD.

The proposed Secondary Plan includes policies to ensure that the development of Rail Deck Park supports significant heritage resources within and around the Railway Lands by preserving visual connections to heritage districts. The proposed park use provides opportunities for interpretation of the historic Lake Ontario shoreline and Indigenous heritage of the area through landscaping, public realm and public art elements.

Views

The City of Toronto Official Plan identifies views from the public realm that are part of the form and image of the City. Map 7B and Schedule 4 identifies the view from Fort York grounds of buildings including the CN Tower which compose the Downtown/Financial District skyline. A park use over the Site will maintain this view, in addition to views of the waterfront. The CN Tower and the Financial District will be prominent from Fort York. A park use over the Site will create a new public gathering space for residents, workers and visitors in the Downtown to enjoy a direct view of the CN Tower and Financial District. This will become one of the most iconic signature views of CN Tower and Financial District.

It is our opinion that the proposed park use and the implementing OPA will appropriately maintain views in accordance with the Official Plan policies.

7.7 Environment

Planning issues:

• Does the draft OPA and the proposed park use advance provincial and municipal policy directions related to the environment?

The proposed Secondary Plan provides policy direction to ensure that the park use contributes to environmental sustainability, and incorporates innovative solutions with regard to stormwater management and the environment.

Decking over the Site and the creation of a large-scale park in this location offers the potential to address provincial and municipal policy directions with regard to the environment, sustainability and resiliency.

The environmental requirements, set out in Section 9.1 of the Railway Lands West and Central Secondary Plans have been carried forward in the draft OPA. The proposed park will be planned, designed and developed to address environmental considerations related to noise, vibration, air quality and stormwater management, among other matters.

The PPS and the Growth Plan provide policy direction related to energy conservation, air quality, climate change, water conservation, and lowimpact development. A large-scale signature park in this location offers potential to incorporate green infrastructure, and incorporate innovative approaches to stormwater management, energy capture, and waste production.

7.8 Railway Uses, Operations, Safety & Mitigation

Planning issues:

• Does the proposed use and the draft OPA appropriately maintain existing and future in Union Station Rail Corridor, including future capacity for RER station?

The PPS, the Growth Plan and the City of Toronto Official Plan all contain policies to ensure that development in and adjacent to existing and planned transportation corridors will be compatible with, and supportive of the long-term purposes of the corridor, and should avoid, mitigate or minimize negative impacts on and around the corridor.

The Railway Lands Secondary Plans provide further policy direction with regard to the rail corridor within the Railway Lands and technical considerations related to decking and development over the Site with regard to existing and future capacity of train operations, flexibility for future expansion of rail operations and modifications and improvements to the track and signal system and ensuring that the primary objective for the Rail Corridor and Union Station to provide effective, safe, efficient provision of rail services will not be comprised.

Since the adoption of the Railway Lands Secondary Plan, the GO transit regional network has become a more important component of the regional transportation system. As articulated in the Regional Transportation Plan, with continued growth of communities in the GGH and the move to reduce dependency on the automobile, the GO transit network continues to play an increasing role in the GGH. With Metrolinx's plans for electrification, RER service and the planned RER Spadina Station, the rail corridor will continue to have increased significance in the future. Accordingly, any development over the Site must be compatible with rail operations and serve. Protecting for public uses over the Site allows for coordination between orders of government including the Province, Metrolinx and the City of Toronto. There will be close coordination and collaboration between Metrolinx and the City of Toronto to address all technical and planning matters related to decking and development of a park over the rail corridor.

A preliminary engineering feasibility study has been produced as a part of the Implementation Strategy for the proposed park. The study examines technical issues related to decking over the rail corridor to support a park use at a conceptual level. The study addresses initial technical considerations related to the design and construction in and around the rail system, related to future track works, signaling system upgrades, switch machine replacement, electrical enabling works and track clearances.

The proposed Secondary Plan requires a number of technical and environmental studies to implement the proposed park related to the decking structure, civil and structural works, rail safety and operations, noise, municipal infrastructure and servicing, environmental, safety and mitigation requirements. These will be addressed as part of more detailed design work for the decking structure and park.



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8.1 Conclusion

In conclusion, the draft OPA has regard for the *Planning Act* and matters of provincial interest, is consistent with the PPS, conforms to the Growth Plan, and meets the intent and conforms to the vision and advances and implements the goals of the City of Toronto Official Plan. It also advances the goals of the provincial Regional Transportation Plan. It also aligns with and advances with the emerging directions for Downtown, as articulated in the Proposed Downtown Plan.

The PPS, the Growth Plan and the Official Plan all emphasize the importance of healthy, liveable and safe communities, achieving complete communities, and planning for and providing a full range and equitable distribution of parks, open spaces and recreation facilities. The Official Plan specifically supports the expansion of the parks and open space system, investment in the public realm and Downtown environment, and the acquisition of lands for parkland. It also provides direction for investment in infrastructure and services to maintain and improve the quality of life in Toronto, and the need to invest in growth related infrastructure, through a variety of implementation plans. The Downtown is recognized as a vital component of Toronto, the Greater Golden Horseshoe and the Province's economic competitiveness, and investment in the Downtown environment is required to enhance the Toronto region's position within the global economy.

As per the Railway Lands West and Central Secondary Plans, an Official Plan Amendment is required to permit decking and development over the Site. The draft OPA fully conforms to and advances the major objectives for the Railway Lands by minimizing the barrier effect of the rail corridor, and reuniting the central city with the waterfront. The proposed land use optimizes the size and central location of the Rail Corridor to satisfy parks and open space need, in accordance with the Major Objectives in the Secondary Plan.

It is our opinion that the proposed *Parks and Open Space Areas* land use designation reflects the best and most appropriate use of the Site. The Site is located within a high growth area with a very low provision of parkland per capita, a shortage of large parks, and a built-up area with a high concentration of people and jobs, where there are very limited opportunities to plan for and provide park space. The Site is an appropriate location for a large contiguous park in Downtown. The proposed use is compatible and complementary to adjacent uses. A large-scale park use will optimize provincial investment in transit by introducing a large public use, which will become an amenity for the entire Greater Golden Horseshoe region. The proposed park use will provide a new large contiguous space in Downtown with space for recreation amenities, community programming and civic and cultural amenities with national and international significance.

The Site is not required from a growth planning perspective for residential and non-residential development purposes. The City of Toronto is already achieving and exceeding the density targets as per the Growth Plan. The area around the Site is a densely-populated area with a high concentration off jobs, and significant development activity. Other non-park residential and non-residential uses can be readily accommodated elsewhere in the Downtown Study Area. However, there are no other sites that can accommodate a large-scale park.

The draft OPA protects for the continued use of the Site as a utility corridor. Decking and development of a park over the Site will be compatible with, and supportive of the long-term purposes of the rail corridor. The decking structure will be designed to minimize negative impacts on the corridor. Rail Deck Park will connect to other parks, open spaces and major attractions to create a connected, pedestrianoriented district in Toronto, with benefit to residents, visitors and workers.

The unique location of the proposed park, adjacent to many of the Greater Golden Horeseshoe's premier visitor and tourist attractions maximizes the opportunity to meet the economic development objectives contained in provincial and municipal planning documents.

In is our opinion that the draft OPA and proposed land use designation represents good planning and is in the public interest. The proposed park use and implementation of the draft OPA will contribute to the achievement of complete communities, multimodal transportation connectivity, and economic development, tourism and competitiveness within a high growth area.

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