



TORONTO

OFFICIAL PLAN

CHAPTER FOUR – **LAND USE DESIGNATIONS**

4. LAND USE DESIGNATIONS

Land use designations are among the Official Plan's key implementation tools for achieving the growth strategy set out in Chapter Two – to direct major growth to some parts of the City and away from others. Each land use designation establishes the general uses that are provided for in each designation. Together, they describe where housing can be built, where stores, offices and industry can locate and where a mix of uses is desired. The land uses provided for in each designation are generalized, leaving it to the Zoning By-law to prescribe the precise numerical figures and land use permissions that will reflect the tremendous variety of communities across the City. The development criteria set out in this chapter for the various land use designations are critical considerations that apply when development proposals are evaluated, but they do not constitute the only considerations. All of the policies of the Plan apply when evaluating development proposals.

A new comprehensive Zoning By-law will be the key regulatory instrument that implements the Official Plan policies and provides regulations and standards that shape the City's built form and land use. The Zoning By-law will create a framework of regulatory certainty, consistency and clarity. The Zoning By-law regulations will be carefully balanced to identify the commonalities and recognize the differences of the City's various neighbourhoods.

Designations that Reinforce Existing Physical Character

Four land use designations shown on the Plan's land use maps, *Neighbourhoods*, *Apartment Neighbourhoods*, *Parks and Open Space Areas* and *Utility Corridors*, will help to protect and reinforce the existing physical character of these areas.

Toronto's hundreds of low scale residential neighbourhoods, with their distinctive character, together with local institutions, retail and services that serve their populations, are prized by residents. These *Neighbourhoods*, as well as the *Apartment Neighbourhoods*, composed largely of apartment buildings and differentiated because of the scale of buildings, share the objectives for contextual stability, better amenities and environmental sustainability.

Our extensive network of parks, valleys, watercourses and natural areas across the City, captured by the *Parks and Open Space Areas* designation, are to be protected and improved to provide respite, recreation, ecological and hydrological functions and beauty for a growing City.

Finally, the *Utility Corridors* designation is placed on the hydro and rail corridors to preserve the central nervous system of the City – distributing heat, light, power, people and goods throughout the City.

Designations for Growth

Four land use designations distribute most of the increased jobs and population anticipated by the Plan's growth strategy: *Mixed Use Areas*, *Employment Areas*, *Regeneration Areas* and *Institutional Areas*.

Many of the properties within *Downtown*, the *Centres* and along the *Avenues* are designated *Mixed Use Areas*, encouraging a broad range of



commercial, residential, institutional and open space uses. Flexibility is provided for future redevelopment in these areas to accommodate increases in population and jobs along transit lines.

Toronto's industrial districts and suburban office parks are designated *Employment Areas*, reflecting the broad objective of retaining our *Employment Areas* as places of business and developing and intensifying job growth within these areas, especially those areas that can be reached by transit. Another location for future job growth for a maturing City and region are *Institutional Areas*, where our hospitals, university and college campuses, and key government centres can reinforce the new economy linkages needed to sustain Toronto's economic future.

The *Regeneration Areas* designation is applied to areas with significant vacant lands and/or buildings and in need of revitalization as a means of fostering growth and physical change. *Regeneration Areas* policies will attract investment, fill the buildings and bring new life to the streets.



4.1 NEIGHBOURHOODS

Toronto's hundreds of *Neighbourhoods* contain a full range of residential uses within lower scale buildings, as well as parks, schools, local institutions and small-scale stores and shops serving the needs of area residents. Lower scale residential buildings in Toronto's *Neighbourhoods* consist of detached houses, semi-detached houses, duplexes, triplexes and various forms of townhouses as well as interspersed walk-up apartments with or without elevators that are four storeys or less.

Over the past half-century, scattered high-rise apartment buildings were constructed in the midst of otherwise low scale residential neighbourhoods. The existing higher scale apartments are recognized but no new ones are permitted in areas designated as *Neighbourhood*.

More recently, as the economy has changed, thousands of Torontonians have begun working from their homes, creating valuable economic activity, enhancing safety by providing "eyes on the street", and reducing trips to work. These home occupations are provided for in *Neighbourhoods* across the City.

Historical development patterns have also added to the variety of local educational uses in *Neighbourhoods*. Policies regarding the suitable integration of schools within the context of *Neighbourhoods* are an important consideration for ensuring quality of life.

Policies

1. *Neighbourhoods* are considered physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartments that are no higher than four storeys. Parks, low scale local institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also provided for in *Neighbourhoods*.

Low scale local institutions play an important role in the rhythm of daily life in *Neighbourhoods* and include such uses as: schools, places of worship, community centres, libraries, day nurseries and private home daycare, seniors and nursing homes and long-term care facilities, public transit facilities, utility and telecommunications installations, and public services and facilities provided by the local, provincial and federal governments.

2. Schools will provide open space for outdoor student activities and landscaping and will be designed and operated to limit noise, privacy and traffic impacts on neighbouring residents.
3. Small-scale retail, service and office uses support daily life in *Neighbourhoods* and encourage complete, connected communities, contributing to amenity, sustainability, equity, diversity and vitality. Small-scale retail, service and office uses are permitted on properties in *Neighbourhoods* that legally contained such uses prior to the approval date of this Official Plan. New small-scale retail, service and office uses may be permitted in *Neighbourhoods* provided that they:
 - a) have minimal adverse impacts on adjacent or nearby residences, such as those from noise, parking, delivery and loading, and other impacts from activities associated with the small-scale retail, service and/or office use;
 - b) are of a physical scale and in a location that is compatible with and integrated into the *Neighbourhood*; and
 - c) serve the needs of residents in an effort to reduce local automobile trips.
4. Apartment buildings legally constructed prior to the approval date of this Official Plan are permitted in *Neighbourhoods*.



Development Criteria in Neighbourhoods

The stability of our *Neighbourhoods*' physical character is one of the keys to Toronto's success.

While communities experience constant social and demographic change, the general physical character of Toronto's residential *Neighbourhoods* endures. Physical changes to our established *Neighbourhoods* must be sensitive, gradual and "fit" the existing physical character. A key objective of this Plan is that new development respect and reinforce the general physical patterns in a *Neighbourhood*.



Scattered throughout many *Neighbourhoods* are properties that differ from the prevailing patterns of lot size, configuration and orientation. Typically, these lots are sites of former non-residential uses such as an industry, institution, retail stores, a utility corridor, or are lots that were passed over in the first wave of urbanization. In converting these sites to residential uses, there is a genuine opportunity to add to the quality of *Neighbourhood* life by filling in the “gaps” and extending streets and paths. Due to the site configuration and orientation, it is often not possible or desirable to provide the same site standards and pattern of development in these infill projects as in the surrounding *Neighbourhood*. Special infill criteria are provided for dealing with the integration of new development for these sites, and for intensification on existing apartment sites in *Neighbourhoods*.



5. Development in established *Neighbourhoods* will respect and reinforce the existing physical character of each geographic neighbourhood, including in particular:
 - a) patterns of streets, blocks and lanes, parks and public building sites;
 - b) prevailing size and configuration of lots;
 - c) prevailing heights, massing, scale, density and dwelling type of nearby residential properties;
 - d) prevailing building type(s);
 - e) prevailing location, design and elevations relative to the grade of driveways and garages;
 - f) prevailing setbacks of buildings from the street or streets;
 - g) prevailing patterns of rear and side yard setbacks and landscaped open space;
 - h) continuation of special landscape or built-form features that contribute to the unique physical character of the geographic neighbourhood; and
 - i) conservation of heritage buildings, structures and landscapes.

The geographic neighbourhood for the purposes of this policy will be delineated by considering the context within the *Neighbourhood* in proximity to a proposed development, including: zoning; prevailing dwelling type and scale; lot size and configuration; street pattern; pedestrian connectivity; and natural and human-made dividing features. Lots fronting onto a major street shown on Map 3 and designated *Neighbourhoods* are to be distinguished from lots in the interior of the block adjacent to that street in accordance with Policy 6 in order to recognize the potential for a more intense form of development along major streets to the extent permitted by this Plan.

The physical character of the geographic neighbourhood includes both the physical characteristics of the entire geographic area in proximity to the proposed development (the broader context) and the physical characteristics of the properties that face the same street as the proposed development in the same block and the block opposite the proposed development (the immediate context). Proposed development within a *Neighbourhood* will



be materially consistent with the prevailing physical character of properties in both the broader and immediate contexts. In instances of significant difference between these two contexts, the immediate context will be considered to be of greater relevance. The determination of material consistency for the purposes of this policy will be limited to consideration of the physical characteristics listed in this policy.

In determining whether a proposed development in a *Neighbourhood* is materially consistent with the physical character of nearby properties, only the physical character of properties within the geographic neighbourhood in which the proposed development is to be located will be considered. Any impacts (such as overview, shadowing, traffic generation, etc.) of adjacent, more intensive development in another land use designation, but not merely its presence or physical characteristics, may also be considered when assessing the appropriateness of the proposed development.

Lots fronting onto a major street, and flanking lots to the depth of the fronting lots, are often situated in geographic neighbourhoods distinguishable from those located in the interior of the *Neighbourhood* due to characteristics such as:

- different lot configurations;
- better access to public transit;
- adjacency to developments with varying heights, massing and scale; or
- direct exposure to greater volumes of traffic on adjacent and nearby streets.

In those neighbourhoods, such factors may be taken into account in the consideration of a more intense form of development on such lots to the extent permitted by this Plan.

The prevailing building type and physical character of a geographic neighbourhood will be determined by the most frequently occurring form of development in that neighbourhood. Some *Neighbourhoods* will have more than one prevailing building type or physical character. The prevailing building type or physical character in one geographic neighbourhood will not be considered when determining the prevailing building type or physical character in another geographic neighbourhood.

While prevailing will mean most frequently occurring for purposes of this policy, this Plan recognizes that some geographic neighbourhoods contain a mix of physical characters. In such cases, the direction to respect and reinforce the prevailing physical character will not preclude development whose physical characteristics are not the most frequently occurring but do exist in substantial numbers within the geographic neighbourhood, provided that the physical characteristics of the proposed development are materially consistent with the physical character of the geographic neighbourhood and already have a significant presence on properties located in the immediate context or abutting the same street in the immediately adjacent block(s) within the geographic neighbourhood.

Prevailing Lot Patterns

Policies 4.1.9 and 4.1.10 are not to be interpreted so as to encourage, facilitate or justify the assembly of lots within a geographic neighbourhood that adhere to the prevailing lot pattern in that neighbourhood for the purpose of intensification.

Development of a less intensive building type than that which already exists in the immediate context will be permitted in all geographic neighbourhoods.

No changes will be made through rezoning, minor variance, consent or other public action that are out of keeping with the overall physical character of the entire *Neighbourhood*.

Except for apartment buildings and larger townhouse developments with common underground garages, driveways to below-grade garages that are integral to residences will be discouraged.

6. Where a more intense form of development than the prevailing building type has been approved on a major street in a *Neighbourhood*, it will not be considered when reviewing prevailing building type(s) in the assessment of development proposals in the interior of the *Neighbourhood*.
7. Proposals for intensification of land on major streets in *Neighbourhoods* are not encouraged by the policies of this Plan. Where a more intense form of residential development than that permitted by existing zoning on a major street in a *Neighbourhood* is proposed, the application will be reviewed in accordance with Policy 5, having regard to both the form of development along the street and its relationship to adjacent development in the *Neighbourhood*.
8. Zoning by-laws will contain numerical site standards for matters such as building type and height, density, lot sizes, lot depths, lot frontages, parking, building setbacks from lot lines, landscaped open space and any other performance standards to ensure that new development will be compatible with the physical character of established residential *Neighbourhoods*.
9. In established *Neighbourhoods*, infill development on properties that vary from the local pattern in terms of lot size, configuration and/or orientation will:
 - a) have heights, massing and scale that are respectful of those permitted by zoning for nearby residential properties, while taking into account the existing form of development on the infill property;
 - b) have setbacks from adjacent residential properties and public streets that are proportionate to those permitted by zoning for adjacent residential properties, while taking into account the existing form of development on the infill property;
 - c) provide adequate privacy, sunlight and sky views for occupants of new and existing buildings by ensuring adequate distance and separation between building walls and using landscaping, planting and fencing to enhance privacy where needed;
 - d) front onto existing or newly created public streets wherever possible, with no gates limiting public access;
 - e) provide safe, accessible pedestrian walkways from public streets; and
 - f) locate, screen and wherever possible enclose service areas and garbage storage and parking, including access to any underground parking, so as to minimize the impact on existing and new streets and on residences.

10. Residential infill development applications on properties that vary from the local pattern in terms of lot size, configuration and/or orientation as a result of the assembly of lots that previously had adhered to the local pattern will be evaluated applying Policy 5. In all other situations where residential infill development can replicate the existing prevailing lot pattern, Policy 5 and/or Policy 9 will be applied to evaluate development applications. The applicable policy will be determined based on the evaluation of the development application and having regard for potential impacts on other properties within the *Neighbourhood*.
11. Where development is proposed on a site with an existing apartment building in *Neighbourhoods*, the new development must be grade-related and must also meet the criteria regarding infill development in *Apartment Neighbourhoods*.

4.2 APARTMENT NEIGHBOURHOODS

Rental apartment and condominium buildings already contain almost half of the dwelling units in Toronto at the millennium. Many of these buildings are clustered in areas already developed as apartment neighbourhoods. In these established *Apartment Neighbourhoods*, improving amenities, accommodating sensitive infill, where it can improve the quality of life and promoting environmental sustainability are key considerations. Residents in *Apartment Neighbourhoods* should have a high quality urban environment, safety, quality services and residential amenities.

Apartment Neighbourhoods are distinguished from low-rise *Neighbourhoods* because a greater scale of buildings is permitted and different scale-related criteria are needed to guide development. While built up *Apartment Neighbourhoods* are stable areas of the City where significant growth is not anticipated on a city-wide basis, opportunities exist for additional townhouses or apartments on underutilized sites, including new rental housing. This Plan sets out criteria to evaluate these situations.

On smaller sites infill opportunities in *Apartment Neighbourhoods* can be as simple as a building addition or a new building on an underutilized part of the lot, such as a surface parking lot. On larger sites, infill opportunities may require planning for new and extended public realm including new streets or shared driveways, and may require preserving significant existing landscape and recreation features as part of integrating older apartments with new development in a manner that improves the quality of life for all.

Development in *Apartment Neighbourhoods* may also include redevelopment of underutilized or vacant sites. This Plan sets out criteria to evaluate these situations.



Policies

1. *Apartment Neighbourhoods* are made up of apartment buildings and parks, local institutions, cultural and recreational facilities, and small-scale retail, service and office uses that serve the needs of area residents. All land uses provided for in the *Neighbourhoods* designation are also permitted in *Apartment Neighbourhoods*.

DEVELOPMENT CRITERIA IN APARTMENT NEIGHBOURHOODS

2. Development in *Apartment Neighbourhoods* will contribute to the quality of life by:
 - a) locating and massing new buildings to provide a transition between areas of different development intensity and scale, as necessary to achieve the objectives of this Plan, through means such as providing setbacks from, and/or a stepping down of heights towards, lower-scale *Neighbourhoods*;
 - b) locating and massing new buildings so as to adequately limit shadow impacts on properties in adjacent lower-scale *Neighbourhoods*, particularly during the spring and fall equinoxes;
 - c) locating and massing new buildings to frame the edge of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
 - d) including sufficient off-street motor vehicle and bicycle parking for residents and visitors;
 - e) locating and screening service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences;
 - f) providing indoor and outdoor recreation space for building residents in every significant multi-unit residential development;
 - g) providing ground floor uses that enhance the safety, amenity and animation of adjacent streets and open spaces; and
 - h) providing buildings that conform to the principles of universal design, and wherever possible contain units that are accessible or adaptable for persons with physical disabilities.
3. Although significant growth is not intended within developed *Apartment Neighbourhoods* on a city-wide basis, compatible infill development may be permitted on a site within a developed *Apartment Neighbourhood* with one or more existing apartment buildings which improves the existing site conditions by means such as:
 - a) meeting the development criteria set out in Section 4.2.2;
 - b) being compatible with the scale, including height and massing, of the existing apartment building(s) on and adjacent to the site;
 - c) providing separation distances between buildings on and adjacent to the site so as to achieve adequate sunlight and privacy;
 - d) maintaining or replacing and improving indoor and outdoor residential amenities on the site, including, where achievable, equipping and managing indoor and outdoor amenity space to encourage use by residents;
 - e) improving upon the quality of landscaped open space and

outdoor amenity space for new and existing residents, including the preservation or replacement of significant landscape features and walkways and creating such features where they did not previously exist;

- f) providing adequate on-site structured shared vehicular parking for both new and existing development;
- g) consolidating and where achievable, relocating parking and servicing areas where they are not visible from streets, parks and landscaped open spaces;
- h) placing parking ramps within the building where achievable;
- i) providing all residents, including existing residents with access to the community benefits where additional height and/or density is permitted and community benefits are provided pursuant to Section 5.1.1 of this Plan;
- j) providing privacy and areas of landscaped open space, and maintaining adequate sunlight to units, outdoor amenity spaces and open spaces, for both new and existing residents;
- k) organizing development on the site to frame streets, parks and open spaces at good proportion, providing adequate skyviews from the public realm, and creating safe and comfortable open spaces;
- l) promoting grade-related dwellings at the edge of public streets, parks and landscaped open spaces where achievable, that front onto and provide pedestrian entrances from those public spaces, and provide a generous pedestrian realm adjacent to public streets;
- m) promoting, on the lower floors of midrise and tall apartment buildings, grade-related units with front gardens, stoops and porches that take direct access from public sidewalks, accessible open spaces and park edges;
- n) improving pedestrian access to the buildings from public sidewalks and through the site;
- o) minimizing curb cuts;
- p) improving waste storage and waste diversion facilities including enclosure of outdoor waste storage areas and enclosed waste storage facilities within a building where achievable;
- q) providing needed improvements, renovations and retrofits to the existing rental housing to extend the life of the existing building(s) that are to remain; and
- r) encouraging improved energy and water efficiency in existing buildings through renovations, retrofits and changes to management practices.

Any application for infill development on a site containing one or more existing apartment building(s) will be considered in the context of these evaluative criteria, and other relevant policies of this Plan. A discussion of how the development addresses these criteria should be included in any Planning Rationale Report accompanying the application.

4. Infill development may be permitted on a site within a developed *Apartment Neighbourhood* that creates a horizontal addition to an existing apartment building provided:

- a) the development meets the criteria set out in Section 4.2.2 and is considered in the context of the evaluative criteria in Section 4.2.3;
- b) the horizontal addition, which should be low-rise or mid-rise in form, will:
 - i. frame and support existing and new streets and parks and open spaces;
 - ii. promote grade-related dwellings with direct access from adjacent streets or mid-block pedestrian connections;
 - iii. adequately limit shadows on the site, the adjacent public realm and nearby properties;
 - iv. improve pedestrian access to the existing residential building;
 - v. provide improved landscaped open space and amenity space for new and existing residents;
 - vi. mitigate wind effects and improve the safety and attractiveness of the public realm, the property and surrounding properties; and
 - vii. provide setbacks from adjacent streets, parks or other public lands that reflect the existing context and are, at a minimum, sufficient in order to maintain privacy, provide space for pedestrian amenities and landscaping, and promote grade-related dwellings at the edge of streets and parks.

While a horizontal addition should be low-rise or mid-rise in form, an addition in the form of a tall building may also be considered and will also meet the criteria set out in a) and b) above.

- 5. Infill development may be permitted on a site within a developed *Apartment Neighbourhood* that creates an addition on top of an existing apartment building provided the vertical addition:
 - a) meets those criteria set out in Section 4.2.2 that can be addressed by the development of a vertical addition only, and will be considered in the context of the evaluative criteria in Section 4.2.3;
 - b) is sufficiently stepped back from the edges of the existing building roof where required in order to minimize the visual bulk of the additional building mass from the street, adjacent parks, open spaces and mid-block pedestrian connections, minimize the loss of skyview and mitigate additional wind effects at ground level;
 - c) does not have projecting balconies that contribute to an undesirable visual bulk, reduce skyview and/or increase wind effects at ground level; and
 - d) creates minimal additional shadows on the public realm and nearby properties.
- 6. On larger sites which have the opportunity for more than one new building, a framework of additional public streets, shared driveways, new parkland and shared open space may be required to create infill development that meets the objectives of this Plan.

4.3 PARKS AND OPEN SPACE AREAS

Toronto's many parks and open spaces offer residents, workers and visitors a range of experiences – everything from the extensive urban wilderness of the Rouge National Urban Park to the urbanity and intimacy of the community parks that are scattered throughout the city's neighbourhoods. The *Parks and Open Space Areas* in our city are the places where we can take a break from the bustle of city life, participate in a sporting activity, or play an informal game of frisbee with friends on a Sunday afternoon. They contain many of the City's natural habitat areas, recreation trails, stormwater management facilities and include some privately owned lands which adjoin a ravine or the waterfront.



Policies

1. *Parks and Open Space Areas* are the parks and open spaces, valleys, watercourses and ravines, portions of the waterfront, golf courses and cemeteries that comprise a *Green Space System* in Toronto. They comprise the areas shown on Maps 13-23 shown as *Natural Areas*, *Parks* and *Other Open Space Areas*.
2. Development is generally prohibited within *Parks and Open Space Areas* except for recreational and cultural facilities, conservation projects, cemetery facilities, public transit and essential public works and utilities where supported by appropriate assessment. Hydro uses will have primacy of use on those lands identified as hydro corridors on Maps 13-23.
3. The areas shown as *Natural Areas* on Maps 13-23 will be maintained primarily in a natural state, while allowing for:
 - a) compatible recreational, cultural and educational uses and facilities that minimize adverse impacts on natural features and functions; and
 - b) conservation projects, public transit, public works and utilities for which no reasonable alternatives are available, that are designed to have only minimal adverse impacts on natural features and functions, and that restore and enhance existing vegetation and other natural heritage features.
4. The areas shown as *Parks* on Maps 13-23 will be used primarily to provide public parks and recreational opportunities.
5. The areas shown as *Other Open Space Areas* on Maps 13-23 will be used primarily for golf courses, cemeteries, and open spaces associated with utilities and other specialized uses and facilities.



Development Criteria in Parks and Open Space Areas

6. Any development provided for in *Parks and Open Space Areas* will:
 - a) protect, enhance or restore trees, vegetation and other natural heritage features and maintain or improve connectivity between natural heritage features;
 - b) preserve or improve public visibility and access, except where access will damage sensitive natural heritage features or areas, or unreasonably restrict private property rights;



- c) maintain, and where possible create linkages between parks and open spaces to create continuous recreational corridors;
 - d) maintain or expand the size and improve the usability of publicly owned *Parks and Open Space Areas* for public parks, recreational and cultural purposes;
 - e) respect the physical form, design, character and function of *Parks and Open Space Areas*; and
 - f) provide comfortable and safe pedestrian conditions.
7. *Parks and Open Space Areas* that are privately owned are not necessarily open to the general public nor intended to be purchased by the City. If an application is made to develop such lands and the City or a public agency does not wish to purchase them to extend the public open space system, the application will be considered on the basis of its consistency with the policies of this Plan.
 8. The sale or disposal of publicly owned lands in *Parks and Open Space Areas* is discouraged and no City owned lands in *Parks and Open Space Areas* will be sold or disposed of. However, City owned land in *Parks and Open Space Areas* may be exchanged for other nearby land of equivalent or larger area and comparable or superior green space utility.

4.4 UTILITY CORRIDORS

Utility Corridors play a vital role in the City as corridors for the transmission of energy, communication and the movement of people and goods. *Utility Corridors* mainly consist of rail and hydro rights-of-way. These linear corridors are a defining element of the landscape fabric of the City and many of these corridors also serve important local functions as parkland, sport 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, there 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.



Policies

1. *Utility Corridors* are hydro and rail corridors primarily used for the movement and transmission of energy, information, people and goods.
2. Hydro corridors are used primarily for the transmission of energy. They may also be used for secondary purposes such as parks, pedestrian and bicycle trails, agriculture, parking lots, open storage, essential public services, stormwater management ponds, public transit facilities and garden centres with temporary

buildings. Secondary uses in hydro corridors will:

- a) be compatible with the primary use of the corridor and the existing and proposed use of adjacent lands in terms of environmental hazard, visual impacts, grading and site drainage;
 - b) protect for potential road and public transit corridors, where appropriate; and
 - c) protect for an open space corridor link to develop or extend pedestrian or bicycle trails, where appropriate.
3. Linear rail corridors are used primarily for the movement of people and goods. In the event they are no longer required for rail use, they will be protected for future use as public transportation routes, bicycle and pedestrian trails and telecommunications and electrical corridors, where appropriate.
 4. Where *Utility Corridors* are declared surplus, they may be acquired or leased by the City or other public agencies for public services and amenities, such as public transportation routes, bicycle and pedestrian trails, community and allotment gardens, linear parks and open space or shared parking facilities.
 5. Where appropriate, development or redevelopment on lands nearby or adjacent to *Utility Corridors* will:
 - a) protect for access to any potential bicycle and pedestrian trail or park and open space, and provide access where such a recreation facility exists; and
 - b) screen and secure the property edge through such measures as setbacks, fencing, site grading, berms, landscaping, building treatment and construction techniques.
 6. Protection, enhancement or restoration of the natural heritage system within *Utility Corridors* will be pursued wherever possible, as shown on Map 9.

4.5 MIXED USE AREAS

Mixed Use Areas achieve a multitude of planning objectives by combining a broad array of residential uses, offices, retail and services, institutions, entertainment, recreation and cultural activities, and parks and open spaces. Torontonians will be able to live, work, and shop in the same area, or even the same building, giving people an opportunity to depend less on their cars, and create districts along transit routes that are animated, attractive and safe at all hours of the day and night.

Mixed Use Areas will absorb most of the anticipated increase in retail, office and service employment in Toronto in the coming decades, as well as much of the new housing. The proportion of commercial and residential uses will vary widely among *Mixed Use Areas*. For example, office and retail uses will continue to be paramount in the *Financial District*, but much of the new development along the *Avenues* will have a residential emphasis.



Not all *Mixed Use Areas* will experience the same scale or intensity of development. The highest buildings and greatest intensity will typically occur *Downtown*, particularly in the *Financial District*. The *Centres* will develop at differing scales and densities, set out in their respective Secondary Plans and zoning by-laws, reflecting the context of their surroundings and transportation infrastructure. Development along the *Avenues* will generally be at a much lower scale than in the *Downtown* and most often at a lower scale than in the *Centres*.

Policies

1. *Mixed Use Areas* are made up of a broad range of commercial, residential and institutional uses, in single use or mixed use buildings, as well as parks and open spaces and utilities.

DEVELOPMENT CRITERIA IN MIXED USE AREAS

2. In *Mixed Use Areas* development will:
 - a) create a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
 - b) provide for new jobs and homes for Toronto's growing population on underutilized lands in the *Downtown and Central Waterfront*, *Centres*, *Avenues* and other lands designated *Mixed Use Areas*, creating and sustaining well-paid, stable, safe and fulfilling employment opportunities for all Torontonians;
 - c) locate and mass new buildings to provide a transition between areas of different development intensity and scale, as necessary to achieve the objectives of this Plan, through means such as providing appropriate setbacks and/or a stepping down of heights, particularly towards lower scale *Neighbourhoods*;
 - d) locate and mass new buildings so as to adequately limit shadow impacts on adjacent *Neighbourhoods*, particularly during the spring and fall equinoxes;
 - e) locate and mass new buildings to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
 - f) provide an attractive, comfortable and safe pedestrian environment;
 - g) have access to schools, parks, community centres, libraries and childcare;
 - h) take advantage of nearby transit services;
 - i) provide good site access and circulation and an adequate supply of parking for residents and visitors;
 - j) locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences;
 - k) provide indoor and outdoor recreation space for building residents in every significant multi-unit residential development;
 - l) provide opportunities for energy conservation, peak demand reduction, resilience to power disruptions and small local

CHAPTER FOUR

- integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage; and
- m) provide opportunities for green infrastructure including tree planting, stormwater management systems and green roofs.
3. Large scale, stand-alone retail stores and/or “power centres” are not permitted in *Mixed Use Areas* within the *Central Waterfront*, and *Downtown*, and are permitted only through a zoning by-law amendment in other *Mixed Use Areas*. Where permitted new large scale, stand-alone retail stores and/or “power centres” will ensure that:
 - a) sufficient transportation capacity is available to accommodate the additional traffic generated by the development, resulting in an acceptable volume of traffic on adjacent and nearby streets; and
 - b) the function and amenity of the area for businesses and residents and the economic health of nearby shopping districts are not adversely affected.
 4. Existing large scale, stand-alone retail stores and/or “power centres” legally established prior to the approval date of this Official Plan in *Mixed Use Areas* are permitted.

4.6 EMPLOYMENT AREAS

Employment Areas are places of business and economic activities vital to Toronto's economy and future economic prospects. Both *Core Employment Areas* and *General Employment Areas* are important and comprise the City's “*Employment Areas*” as defined under the Provincial Planning framework.

The majority of *Employment Areas* are designated as *Core Employment Areas* where uses identified in Policies 4.6.1 and 4.6.2 are permitted. *Core Employment Areas* are, for the most part, geographically located within the interior of *Employment Areas*. Uses that would attract the general public into the interior of employment lands and possibly disrupt industrial operations are not generally permitted in *Core Employment Areas*. Industrial trade schools are traditionally permitted in *Employment Areas* and are provided for in *Core Employment Areas*. Media facilities include uses such as, but are not limited to, production studios and establishments that manufacture printed and/or digital communications.

General Employment Areas are generally located on the periphery of *Employment Areas* on major roads where retail, service and restaurant uses can serve workers in the *Employment Area* and would also benefit from visibility and transit access to draw the broader public. Retail uses on the periphery of *Employment Areas* frequently serve as a buffer between industries in the interior of *Employment Areas* and nearby residential areas. In addition to all of the uses permitted in a *Core Employment Area*, the uses identified in Policy 4.6.3 are also permitted in *General Employment Areas*. Automobile dealerships are permitted as a retail and service use in a *General Employment Area*.



All types of retail are provided for in a *General Employment Areas*. However, because major retail developments have the potential for greater impacts, they may be permitted only through an amendment to this Plan and the enactment of a site specific zoning by-law by way of a City-initiated Municipal Comprehensive Review. All land designated *Core Employment Areas* and *General Employment Areas* contribute equally to the achievement of economic development and growth objectives.

Policies

CORE EMPLOYMENT AREAS

1. *Core Employment Areas* are places for business and economic activities. Uses permitted in *Core Employment Areas* are all types of manufacturing, processing, warehousing, wholesaling, distribution, storage, transportation facilities, vehicle repair and services, offices, research and development facilities, utilities, waste management systems, industrial trade schools, media, information and technology facilities, and vertical agriculture.
2. The following additional uses are permitted provided they are ancillary to and intended to serve the *Core Employment Area* in which they are located: parks, small-scale restaurants, catering facilities, and small-scale service uses such as courier services, banks and copy shops. Small scale retail uses that are ancillary to and on the same lot as the principal use are also permitted. The Zoning By-law will establish development standards for all these uses.

GENERAL EMPLOYMENT AREAS

3. *General Employment Areas* are places for business and economic activities generally located on the peripheries of *Employment Areas*. In addition to all uses permitted in Policies 4.6.1 and 4.6.2, permitted uses in a *General Employment Area* also include restaurants and all types of retail and service uses.
4. Fitness centres are permitted in *General Employment Areas*. Ice arenas legally established before March 26, 2018 in *General Employment Areas* are permitted.
5. New retail developments that result in the establishment of a major retail site with 6,000 square metres or more of retail gross floor area on a lot may only be permitted as the primary use in *General Employment Areas* through an amendment to this Plan and enactment of a site specific zoning by-law by way of a City-initiated Municipal Comprehensive Review if:
 - a) the property is outside of the *Downtown* and Central Waterfront;
 - b) the property is on a lot that fronts onto a major street as shown on Map 3; and
 - c) the following matters are addressed:
 - i. the transportation demands and impacts generated by the development, particularly upon nearby residential

neighbourhoods and the *Employment Area*, are reviewed and necessary improvements and mitigation measures can be completed;

- ii. it is demonstrated that the existing and planned function of the *Employment Area* and any nearby *Employment Area*, including the movement of goods and employees, is not adversely affected;
 - iii. it is demonstrated that the economic health and planned function of nearby retail shopping districts are not adversely affected;
 - iv. new public and private streets, as deemed to be appropriate by the City, are provided to complement the area street network and provide improved pedestrian access and amenity;
 - v. retail buildings are clearly visible and directly accessible from the sidewalks of the public and private streets; and
 - vi. parking is integrated within and/or located behind or at the side of the new building.
6. New retail developments that include one or more stores totaling 6,000 square metres or more of new retail gross floor area may only be permitted as the primary use in *General Employment Areas* through an amendment to this Plan and enactment of a site specific zoning by-law by way of a City-initiated Municipal Comprehensive Review where:
- a) all of the criteria in Policy 4.6.5 are met;
 - b) buildings that front onto a major street as shown on Map 3 are a minimum of two storeys in height; and
 - c) the majority of vehicle parking associated with the new retail is located below grade and/or in a parking structure with limited visibility from the street.
7. Residential uses are prohibited on lands designated *Core Employment Areas* and *General Employment Areas*.

Residential uses prohibited in *Core Employment Areas* and *General Employment Areas* include but are not limited to, living accommodations such as dwelling units, bed-sitting rooms, group homes, laneway suite, nursing home, residential care home, retirement home, and seniors' community house.

POLICIES FOR ALL EMPLOYMENT AREAS

8. Development will contribute to the creation of competitive, attractive, highly functional *Employment Areas* by:
 - a) supporting, preserving and protecting major facilities, employment uses and the integrity of *Employment Areas*;
 - b) encouraging the establishment of key clusters of economic activity with significant value-added employment and assessment;
 - c) providing a high quality public realm with a connected, easily understood, comfortable and safe network of streets, parks and accessible open spaces;
 - d) integrating the development into the public street network and systems of roads, sidewalks, walkways, bikeways and transit facilities, and establishing new segments where appropriate;
 - e) mitigating the potential negative impacts from traffic generated by development within *Employment Areas* and adjacent areas;
 - f) providing adequate parking and loading on-site;

Sensitive Land Uses

For clarity and for the purpose of this Plan, the term sensitive land uses means: buildings, amenity areas, or outdoor spaces where routine or normal activities occurring at reasonably expected times have the potential to experience an adverse effect, due to nearby major facilities or due to emissions that may be generated by the land uses permitted by this Plan within an *Employment Area*. Sensitive land uses may be a part of the natural or built environment, principal uses or accessory/ancillary uses. Residential uses shall be considered sensitive land uses. Other examples may include, but are not limited to: daycare centres, and educational and health facilities. If the Plan permits a use in an *Employment Area*, the use is not a sensitive land use within that *Employment Area* for the purposes of this Plan, but may be a sensitive land use as defined in the Provincial Policy Statement and, if so, such land use may require noise, vibration, air quality, and/or odour studies as part of complete application.



- g) sharing driveways and parking areas wherever possible;
 - h) avoiding parking between the public sidewalk and retail uses;
 - i) mitigating the potential adverse effects of noise, vibration, air quality and/or odour on major facilities and/or other businesses as determined by noise, vibration, air quality and/or odour studies;
 - j) providing landscaping on the front and any flanking yard adjacent to any public street, park and open space to create an attractive streetscape, and screening parking, loading and service areas;
 - k) providing a buffer and/or mitigating adverse effects, where appropriate, to *Neighbourhoods*, *Apartment Neighbourhoods* and *Mixed Use Areas*; and,
 - l) ensuring that where zoning by-law(s) are to permit open storage and/or outdoor processing of goods and materials as accessory/ancillary uses, the open storage and/or processing is:
 - i. limited in extent;
 - ii. generally located on an area of the property where potential adverse effects on sensitive land uses, including residential uses, are mitigated;
 - iii. well screened by fencing and landscaping where viewed from adjacent streets, highways, parks and neighbouring land uses; and
 - iv. in terms of noise, vibration and emissions, not adversely affecting sensitive land uses, including residential uses, outside of *Employment Areas* where permitted or existing within the influence area of the proposed open storage and/or outdoor processing use.
9. Implementing Zoning By-law(s) will create a gradation of zones that distinguish between employment uses on the basis of their potential operations and impacts to ensure a compatibility of uses within *Employment Areas*.

4.7 REGENERATION AREAS

Regeneration Areas open up unique areas of the City to a wide array of uses to help attract investment, re-use buildings, encourage new construction and bring life to the streets. These areas are key to the Plan's growth strategy, reintegrating areas of the City that are no longer in productive urban use due to shifts in the local or global economies. In *Regeneration Areas*, commercial, residential, live/work, institutional and light industrial uses can be mixed within the same block or even the same building.

Not all *Regeneration Areas* will have the same mix of uses or development policies. Each will differ in terms of its existing built context, character of adjacent areas and market opportunities for revitalization. *Regeneration Areas* will need "tailor-made" strategies and frameworks for development, provided through a Secondary Plan. In some cases, there will be a need for extensive infrastructure

improvements as in the case of the *Central Waterfront*. In other smaller *Regeneration Areas*, the road system may be in place and the emphasis will be on re-use of existing buildings and compatible infill. But, in every case *Regeneration Areas* represent a tremendous opportunity to unlock potential and help direct growth within the City.

Policies

1. *Regeneration Areas* will provide for a broad mix of commercial, residential, light industrial, parks and open space, institutional, live/work and utility uses in an urban form to:
 - a) revitalize areas of the City that are largely vacant or underused;
 - b) create new jobs and homes that use existing roads, transit, sewers, social services and other infrastructure and create and sustain well-paid, stable, safe and fulfilling employment opportunities for all Torontonians;
 - c) restore, re-use and retain existing buildings that are economically adaptable for re-use, particularly heritage buildings and structures, through the use of incentives;
 - d) achieve streetscape improvements and the extension of the open space network; and
 - e) promote the environmental clean-up and re-use of contaminated lands.

DEVELOPMENT CRITERIA IN REGENERATION AREAS

2. For each *Regeneration Area* a framework for new development will be set out in a Secondary Plan. Development should not proceed prior to approval of a Secondary Plan. The Secondary Plan will guide the revitalization of the area through matters such as:
 - a) urban design guidelines related to the unique character of each *Regeneration Area*;
 - b) a strategy to plan for improvements to existing parks and the acquisition of new parks and open spaces;
 - c) a green infrastructure strategy including tree planting, stormwater management systems and green roofs;
 - d) a community improvement strategy to identify and implement needed improvements to streets, sidewalks, boulevards, parks and open spaces;
 - e) a community services strategy to monitor the need for new community services and facilities and local institutions as new residents are introduced and to ensure they are provided when needed;
 - f) a heritage strategy identifying important heritage resources, conserving them and ensuring new buildings are compatible with adjacent heritage resources;
 - g) environmental policies to identify and ensure that any necessary cleanup of lands and buildings is achieved, that potential conflicts between industrial and residential, other sensitive land uses or live/work uses are mitigated, and that policies for the staging or phasing of development are considered, where necessary;

- h) transportation policies that encourage transit, walking and cycling in preference to private automobile use and ensure the movement of people and goods as the number of businesses, employees and residents increase; and
- i) a Community Energy Plan to address:
 - i. energy conservation, including peak demand reduction;
 - ii. resilience to power disruptions; and
 - iii. small local integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage.
- 3. Large scale, stand-alone retail stores and “power centres” are not permitted in *Regeneration Areas*.
- 4. Existing large scale, stand-alone retail stores and “power centres” legally established prior to the approval date of this Official Plan in *Regeneration Areas* are permitted uses.



4.8 INSTITUTIONAL AREAS

We rely upon quality public institutions at every stage of our lives. Our schools, universities, health care facilities and public cultural facilities are major contributors to a high quality of life in our City. Local community institutions such as schools, libraries, day nurseries, nursing homes, homes for the aged, places of worship and recreation centres are woven into communities throughout the City and permitted in most designations. However, the major health, post-secondary education and governmental institutional campuses are designated as *Institutional Areas* with applicable policies.

Toronto is home to:

- hospital campuses that include some of the most advanced teaching and research hospitals in the world;
- major university and community college campuses; and
- two of the largest government employers in Canada – the Province of Ontario and the City of Toronto.

These major institutions are among the largest employers in the City and attract thousands of employees, patients, students and visitors every day. A thriving, adequately funded network of major institutions must be supported in Toronto. As the population of the GTA grows, there will be a growing demand for expansion of our hospital and post-secondary education networks. To provide for future institutional expansion, major institutions are encouraged to consider leasing rather than selling lands that are surplus to their current needs and to consider alternative public uses for those lands.

These major institutions are also home to a core concentration of research, cultural and educational institutions that are fundamental to emerging economic sectors. The clustering and interaction of our universities, hospitals and associated research facilities plays a critical



role in innovation and the creation of new products and services. Major institutions need the flexibility to partner with private sector concerns to create joint research facilities, or to house private research and development facilities.

Some of Toronto's hospitals have specialties that draw patients from across Ontario. In emergency situations, patients are flown into heliports at hospitals. It is vital to protect the flight paths to these hospital heliports.

Policies

1. *Institutional Areas* are made up of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities, including the full range of housing associated with a health institution, as well as utility uses. Our major health and educational institutions are important employers and service providers and will continue to grow to serve the needs of an increasing city and regional population.
2. Strong linkages between major institutions and the private sector for joint research, innovation and the creation of new products and services will be encouraged by:
 - a) permitting firms engaged in a joint venture with a major institution, research and development facilities and professional offices affiliated with, or in combination with major institutions, to locate in *Institutional Areas*; and
 - b) promoting the creation of "science parks" or campuses within or in the vicinity of *Institutional Areas*, outside of established *Neighbourhoods*.
3. Institutional facilities that serve a broader regional population should, wherever possible, locate close to an existing rapid transit line. Where an existing university, college or hospital campus, or major cultural institution is not directly served by rapid transit, the provision of excellent surface transit to these institutions will be pursued.
4. New buildings and structures in the vicinity of hospital heliports will be sited and massed to protect the continued use of flight paths to hospital heliports.

Campus Plans for Universities and Colleges and Hospitals

Toronto's universities, colleges and hospitals need flexibility to develop their lands quickly according to a strategic plan when a donor or government provides the money to build. Campus development plans provide these institutions with the opportunity to identify sites for future expansion and lands surplus to campus needs. They also offer a chance to build a consensus on the form and scale of new development.



Hospitals must be allowed to grow to serve us but these expansions must be planned to minimize increases in traffic and parking on nearby neighbourhood streets and the loss of affordable housing, especially when expansions are proposed beyond the boundaries of *Institutional Areas*. In such cases, early consultation between the hospital, the City and area residents needs to occur. Campus plans may form the basis for a Secondary Plan.

Policies

5. Universities, colleges and hospitals will be encouraged to create campus plans in consultation with nearby communities that will:
 - a) identify heritage buildings and landscapes, accessible open spaces, natural areas and important views to be conserved and integrated;
 - b) be compatible with adjacent communities;
 - c) create visual and physical connections that integrate campuses with adjacent districts of the City;
 - d) identify the network of pedestrian routes to be maintained, extended and improved;
 - e) examine existing transportation modes and create policies and programs that emphasize the use of public transit, walking and cycling over automobile travel;
 - f) minimize traffic infiltration on adjacent neighbourhood streets;
 - g) provide bicycle parking for employees, students and visitors and sufficient off-street automobile parking;
 - h) identify development sites to accommodate planned growth and set out building envelopes for each site;
 - i) identify lands surplus to foreseeable campus needs that can be leased for other purposes;
 - j) provide opportunities for energy conservation, peak demand reduction; resilience to power disruptions; and small local integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage; and
 - k) identify opportunities for green infrastructure including tree planting, stormwater management systems and green roofs.
6. When lands in *Institutional Areas* or the sites of major government, health care or educational institutions are declared to be surplus, the owner is encouraged to investigate the possible use of the site for an alternative suitable public institutional purpose, affordable housing or public open space, before applying to redesignate the lands for other purposes. Institutional owners of well-located parcels of surplus lands are encouraged to lease rather than sell such properties wherever possible.