

# 2150 LAKE SHORE HOUSING ISSUES REPORT

2150 - 2194 - LAKE SHORE  
BOULEVARD WEST  
23 PARK LAWN ROAD  
TORONTO



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# 1/ INTRODUCTION

This Housing Issues Report provides information related to the impacts of the proposed development on the City's supply of affordable and mid-range housing. This report builds on the previous Housing Issues Report submitted in support of the OPA submission in October 2019, and provides a further level of detail related to the impact of the revised Master Plan proposal on the City's supply of affordable housing and family-friendly units.

This Housing Issues Report has been prepared by Urban Strategies Inc. on behalf of the land owners, FCR (Park Lawn) LP and CPPIB Park Lawn Canada Inc., in support of a combined Official Plan Amendment, Zoning By-law Amendment (ZBA) Application, and Draft Plan of Subdivision (DPS) Application, and Official Plan Amendment (OPA) to facilitate the redevelopment of 2150-2194 Lake Shore Boulevard West and 23 Park Lawn Road (referred to hereafter as 'the site' or '2150 Lake Shore').

The proposed development involves the construction of a mixed-use development on an 11.2-hectare site in south Etobicoke bound by Lake Shore Boulevard, Park Lawn Road, and the CN rail corridor and the Gardiner Expressway.

The redevelopment of 2150 Lake Shore will include approximately 7,139 residential units, including a diverse mix of unit sizes and typologies, which will continue to be explored as work on the Master Plan for the site progresses. This will include the provision of family friendly units and affordable housing, consistent with the directions of Site and Area Specific Policy (SASP) 15.

## 2/ **SITE CONTEXT**

2150 Lake Shore is located in southeast Etobicoke in the Mimico neighbourhood. The site was formerly used as a large industrial bakery, which was closed in 2013 and has since been demolished in anticipation of the site's redevelopment. The site is therefore currently vacant, other than the small BMO Bank building located at the corner of the property at 2194 Lake Shore Boulevard W.

The site is adjacent to the high-rise waterfront community of Humber Bay Shores, an area of the city which has been experiencing a significant amount of growth in the past decade with a number of developments still planned and

under construction. Further south and east of the Humber Bay Shores community is Lake Ontario and the waterfront and park system, including Humber Bay Shores Park and the Waterfront Trail.

To the north of the site is the Ontario Food Terminal, separated from the site by the Gardiner Expressway and the rail corridor. Being the primary distribution centre for fruits and vegetables supplied to grocery stores and restaurants in Toronto, the food terminal has a large footprint with warehouses and various storage areas.



# 3/ THE PROPOSED DEVELOPMENT AND UNIT SIZE & MIX ASSUMPTIONS



The Master Plan proposes a mix of residential and commercial uses on the site, with the residential component consisting of approximately 7,139 residential units within a range of residential building typologies, and the commercial component consisting of approximately 36,659 m2 of retail type GFA (Column 2 in SASP 15), 64,392 m2 of office type GFA (Column 1 in SASP 15), and 8,459 m2 of potential school GFA (Column 3 in SASP 15). It also proposes a range of transportation and public realm improvements, including the creation of an intermodal transportation hub centred around a new GO Station, related TTC and area road network improvements, the introduction of a public park and a variety of other open spaces, and a series of new pedestrian and cycling connections through the site.

While the Master Planning process has not yet reached the level of detail required for the development of detailed floor plans and unit layouts, key targets on the unit mix and average unit sizes have been established as follows. The allocation of bedrooms is still subject to change, but will continue to adhere to the Growing Up Guidelines.

Unit Type	Average Unit Size (Net Saleable Area, sq. ft.)	Desired Mix
Studio	400	5%
1B	525	30%
1B + D	660	15%
2B	750	25%
2B + D	950	15%
3B +	1100	10%

In keeping with the unit mix parameters in the Growing Up Guidelines, the concept Master Plan targets provision of 10% 3-bedroom units (or larger), and 15% 2- bedroom plus den units. The unit sizes for these two typologies unit size parameters in the Growing Up Guidelines (936-969 sq. ft for 2-bedrooms & 1076-1140 sq. ft for 3-bedrooms).

An additional 25% of units are also currently proposed as 2-bedroom units with targeted unit size at 750 sq. ft on average. This strategy responds to the current market demand for these types of 2-bedroom units, broadening the overall mix of units that are proposed. Once the building design, floor plans and layouts are advanced over the long-term build of the site, this strategy is subject to change.

The project will work to achieve these unit size and mix targets. As more detailed work on the Master Plan continues, further consideration will be given to the design of units to meet the project's aspiration of providing diverse unit typologies.

While the project has not yet reached a level of design resolution to detail the interior of the buildings and below grade parking areas, the owners are committed to providing high quality indoor and outdoor amenity spaces for all residents at appropriate rates, as proposed in the Draft Zoning By-Law Amendment (ZBA) proposed with this application. Vehicle parking, bicycle parking, and related storage lockers will also be provided at appropriate rates, as per the proposed ZBA, following transportation demand management strategies that seek to encourage walking, cycling, and public transportation use.

# 4/ AFFORDABLE HOUSING STRATEGY

The City of Toronto's Terms of Reference for the Housing Issues Report specifies an affordable housing strategy to be submitted for residential development of sites 5 hectares or greater. The proposed mixed-use development includes a substantial residential component on an 11.2-hectare site.

Site and Area Specific Policy 15 (SASP 15) establishes targets and delivery mechanisms for the provision of affordable housing. The project is committed to providing affordable housing on site through one or more of the mechanisms outlined in SASP 15. As such, the project will provide up to 10% of the residential gross floor area as purpose built rental units with affordable rents secured for a period of no less than 20 years, and/or convey to the City up to 5% of the residential gross floor area as purpose-built rental units or affordable ownership.

Through initial discussions with City planning staff, a suggested approach for appropriate mechanisms to provide affordable housing through the phased build out of the site, has been suggested. This would include a section 37 agreement that operates at the scale of the site, that would outline the approximate affordable housing contribution to be secured through each of the six phases proposed for the build out of the site. Building on this 'parent' Section 37 agreement, the suitable mix of delivery options (rental versus ownership), timing, location, and any related arrangements with third-party affordable housing providers

are all proposed to be assessed and agreed through phase-specific Section 37 agreements. The lifting of holding provisions in the Zoning By-law would provide an appropriate mechanism to ensure that affordable housing can be secured as each phase of development progresses. While each phase of development would endeavor to include a proportionate extent of affordable units in keeping with the 'parent' Section 37 agreement for the full Master Plan, some flexibility should be provided to allow for variability in the number of units provided in each phase so long as the total requirement is satisfied at the full build out of the site. The Owners and project team look forward on further discussions to further explore this approach, and/or other alternatives, which will be confirmed through the ZBA application process.

The Master Plan anticipates responding to best practices for the design, location, unit mix, and delivery of affordable units, which will be identified and confirmed through these processes. In keeping with understood best practices today, the affordable housing units are generally intended to match the unit mix and size of market units, and are intended to be integrated with and indistinguishable from market units. These assumptions can be further discussed with City staff, and revisited through the phased build out of the site should needs and/or best practices evolve over time.

The owners look forward to further refining this strategy with the City through the Secondary Plan and development approvals processes.

# 5/ **PLANNING RATIONALE**

The proposed development is subject to a planning policy framework that governs land use and guides growth and development in Toronto. Particular plans and guidelines that are of relevance from a housing perspective are the Provincial Policy Statement (2020), the Growth Plan for the Greater Golden Horseshoe (2019), the City of Toronto Official Plan, and the City of Toronto's Growing Up Guidelines: Planning for the Children in New Vertical Communities.

## 5.1 PROVINCIAL POLICY STATEMENT (2014)

The Provincial Policy Statement (PPS) sets the foundation for regulating land use planning and development in Ontario, promoting complete communities, a clean and healthy environment, and a strong economy. It encourages development patterns that support diverse, healthy, and livable communities by promoting intensification, efficient use of land, and investment in infrastructure, and public services to support growth.

The 2020 PPS came into effect on May 1, 2020, and contains additional policies related to increasing Ontario's housing options including affordable housing, among a number of other policies related to optimizing land and public resources for intensification.

Section 1.4 of the PPS relates to housing, and states that planning authorities shall provide for a range and mix of housing types and densities that will accommodate projected requirements of current and future residents of the regional market area. Policy 1.4.3 directs municipalities to ensure that new development provide an appropriate range of housing options and densities that will meet projected market-based and affordable housing needs for current and future residents. Policy 1.4.3.c further directs housing and residential intensification to

areas where infrastructure and public service facilities will be available to support them, while policy 1.4.3.e directs municipalities to facilitate transit-supportive development and prioritize intensification in proximity to transit, including corridors and stations.

*The Master Plan proposes a diverse mix of new condominium and affordable units, totalling approximately 7,139 units, in an area well served by new and planned public transit and other infrastructure. The substantive extent and diversity in form and typology of proposed units, as well as the project's investment in transit and other hard and soft community infrastructure, are all well aligned with related direction in the housing policies of the PPS.*

*The project's exploration of providing a range of 1, 2, and 3- bedroom plus units, in keeping with Toronto's Growing Up Guidelines, works to achieve the direction outlined in the PPS. Additionally, the Master Plan is considering a range of affordable housing unit types and sizes. The proposed development will be supported by a new intermodal transit hub, offering connections to multiple transit routes and modes, which will contribute to meeting the housing demand of the regional market area.*

## 5.2 A PLACE TO GROW: GROWTH PLAN FOR THE GRATER GOLDEN HORSESHOE (2019)

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) builds on the PPS, providing more specific direction on where and how growth will occur across the region. It is based on a vision and series of guiding principles which speak to achieving complete communities, prioritizing intensification to make efficient use of land and infrastructure, providing flexibility to capitalize on new economic and employment opportunities, supporting a range and mix of housing options, and improving the integration of planning for land use, infrastructure, and public services, among others.

### SECTION 2.2.1 MANAGING GROWTH

Section 2.2.1 of the Growth Plan discusses population and employment forecasts and management methods used to ensure growth is accommodated in a sustainable manner that fosters healthy and complete communities. Specifically, 2.2.1.4 further describes the socioeconomic elements that achieve complete communities which includes convenient access to a variety of transportation options, a diverse range and mix of housing including housing that accommodates the needs of all household sizes and incomes, and development of mixed-use buildings comprised of compact built forms that facilitate vibrant public facilities (2.2.1.4). The Growth Plan emphasizes that complete communities offer opportunities for people to easily access necessities for daily living including a mix of jobs, local stores, a full range of housing, transportation options, and public service facilities.

*In accordance with the Growth Plan policies in 2.2.1, the Master Plan directs population growth to an appropriate site within an area that includes a proposed transit station, employment spaces, a range of housing types, and a variety of public amenities. In addition to the*

*proposed 7,139 units, the Master Plan also proposes approximately 64,392 m<sup>2</sup> of office type GFA (Column 1 in SASP 15), 36,659 m<sup>2</sup> of retail type GFA (Column 2 in SASP 15), and will continue to consider the inclusion of appropriate community services and facilities that reflect the local priority and address current and projected needs. All of these elements support the Growth Plan's notion of a complete community by providing diverse job opportunities and community amenities on the site. Multiple public open spaces will be created, including an approximately 1-hectare public park and two large public squares, along with a wide range of indoor and outdoor amenity spaces, further contributing to the sense of community and local amenity. The introduction of a range of housing units, local employment, increased transportation choice, new public spaces, and new community services and facilities will contribute to the creation of a complete community not only on-site, but also for the surrounding Humber Bay Shores area.*

### SECTION 2.2.6 HOUSING

Section 2.2.6.1 emphasizes the importance of a diversified housing stock and development permissions that allow a municipality to achieve its growth targets. Policies encourage planning and providing a diverse range and mix of housing options and densities, including second units and affordable rental and ownership housing.

*The Master Plan provides a range of housing options with a variety of unit sizes. More specifically, it includes a range of 1, 2, and 3-bedroom plus units, including 25% of units proposed as large family- friendly units in keeping with Toronto's Growing Up Guidelines, also working to achieve the direction laid out in the Growth Plan. Additionally, the Master Plan is committed to providing a range of affordable housing unit types and sizes.*

# CITY OF TORONTO OFFICIAL PLAN (2006)

The Official Plan for the City of Toronto ('Official Plan') is the primary planning tool used to guide the overall growth and development in the City over the decades to come, implementing and building upon provincial policy direction within the Provincial Policy Statement, and the Growth Plan. The Official Plan identifies that the city's future development will be in the form of infill and redevelopment, and must fit in, respect, and improve the character of the surrounding area.

## CHAPTER 2: SHAPING THE CITY

Policy 2.1 sets out the overall framework to manage growth and reurbanization in the City, including high-level objectives related to compact growth, efficient transit, housing provision in mixed use environments, and protection of green spaces, among others. The framework focuses on making better use of existing infrastructure and services; reducing auto-dependency through providing housing and jobs in areas well served by transit; providing a full range of housing including family friendly units and affordable rental housing; increasing opportunities to live and work locally; and creating employment opportunities and contributing to Toronto's economy.

*The Master Plan contributes to multiple objectives of this policy framework. It introduces housing and jobs on a site that is currently predominantly vacant and idle. A variety of employment uses are proposed, including office and retail, and proposed employment GFA has been increased by over 50% from the October 2019 OPA proposal. The proposed development will encourage active transportation modes through anchoring the redevelopment with a proposed intermodal transit hub, which provides connections to Downtown Toronto, as well as the wider Greater Toronto Area.*

## CHAPTER 3: BUILDING A SUCCESSFUL CITY

Section 3.2.1 of the Official Plan highlights the need for diverse housing options in order to meet the housing needs in the city, and recognizes that the delivery of rental housing is a key priority. Policy 3.2.1.1 states that "a full range of housing, in terms of form, tenure, and affordability across the City and within neighbourhoods, will be provided and maintained to meet the current and future needs of residents". Provision of housing supply through intensification and infill is encouraged (Policy 3.2.1.2). Specifically, policy 3.2.1.9 notes that large sites, generally greater than 5 hectares in size, are seen as opportunities to achieve a mix of housing in types and affordability. This includes provision of a minimum of 30 percent of new housing units in forms other than single and semi-detached houses (3.2.1.9.a), and where an increase in height and density is sought, the first priority community benefit is to be the provision of 20% of the additional residential units as affordable housing (3.2.1.9.b).

*The site is approximately 11.2 hectares in size. In recognition of the large site's role in providing a diverse mix of housing, the Master Plan delivers approximately 7,139 residential units, in which a diverse mix of unit types and sizes are proposed, in keeping with policy direction on providing housing in forms other than single and semi-detached houses. Although the level of detail required for floor plans and detailed layouts has not been reached, the fundamental assumption for the unit mix includes over 25% of appropriately-sized 2 and 3-bedroom units sized in accordance with the Growing Up Guidelines.*

*In regards to policy direction in 3.2.1.9.b on affordable housing as a first priority community benefit, SASP 15 Policy 4.j. provides additional clarity on an appropriate extent of affordable housing. The SASP 15 Policy 4.j quantum of affordable housing was considered and balanced in relation to the range of other community benefits proposed by this project, including transit*



*improvements, infrastructure improvements, community services and facilities, park space, POPs, public realm and streetscape improvements. As previously noted, the proposed development will include affordable housing units, in compliance with the SASP 15 requirement. This is in keeping with the intention of 3.2.1.9.b.*

#### **CHAPTER 4: LAND USE DESIGNATIONS**

The majority of the site is designated as Regeneration Areas through the OPA 231 settlement process and SASP 15. Section 4.7 of the Official Plan speaks to Regeneration Areas' role in reintegrating areas that are no longer in productive urban use by permitting a wide array of uses that help attract investment, create opportunities for re-use, and encourage new construction. Policy 4.7.1 states that 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.

*Within the Regeneration Areas, the Master Plan proposes a broad mix of commercial, residential, employment, parks and open spaces, and potential elementary schools in an urban form. The proposed development revitalizes a former industrial area and reimagines it as a thriving mixed-use community.*

The explanatory text of section 4.7 states that Regeneration Areas will need “tailor-made” strategies for development. Policy 4.7.2 further sets out that a Secondary Plan will establish a framework for new development and guide the revitalization of the area. To support this Secondary Planning process, the land use plan included in the October 2019 OPA application recommends Mixed Use Areas Land Use designation for the majority of the site, consistent with the policy directions established in SASP 15. Section 4.5 of the Official Plan states that Mixed Use Areas will absorb most of the anticipated increase in retail, office, and service employment in Toronto. Policy 4.5.1(2) outlines the intention of Mixed Use Areas is to provide new jobs and homes in the Downtown and other growth areas, creating high quality employment opportunities as well as provide indoor and outdoor recreation space for building residents.

*The proposed land uses in the Master Plan meet the development criteria in Mixed Use Areas as established by policy 4.5.2, by providing a balance of high quality commercial, residential, community facilities, and open space uses that reduce automobile dependency and meet the needs of the local community. The proposed development will deliver new jobs and homes on land that is largely vacant and underutilized. The new community created through the development will benefit from the proposed Park Lawn transit hub with multiple transit connections. The proposed development includes extensive rooftop and indoor amenity spaces for future residents and workers.*

## 5.4 SITE AND AREA SPECIFIC POLICY 15

The site is subject to Site and Area Specific Policy 15 (SASP 15). The settlement of the site's OPA 231 appeal led to this updated SASP to reflect the terms of settlement, redesignating the site as Regeneration Areas with a portion of General Employment Areas to allow for a mixed-use redevelopment of the site in conjunction with investment in a Park Lawn GO station.

Policy 4.j of SASP 15 specifies that a Housing Plan will be developed, identifying the percentage of 2-and 3- bedroom units and a mix of affordable housing. A number of potential delivery mechanisms for affordable housing are identified:

- i. The conveyance of land to the City sufficient to accommodate 20% of the residential gross floor area;
- ii. The provision of 10% of the residential gross floor area as purpose- built rental units with affordable rents secured for a period of no less than 20 years; and/or
- iii. The conveyance to the City of 5% of the residential gross floor area as purpose-built rental units or affordable ownership units.

*This study has been prepared in relation to policy 4.j, describing the Master Plan objectives relating to the provision of a variety of units and typologies, including provision of 10% 3- bedroom units (or larger), and 15% 2-bedroom plus den units sized in accordance with the City's Growing Up Guidelines. As previously mentioned, the project has also committed to delivering affordable housing on-site, with one or more of the delivery mechanisms provided in Policy 4.j of SASP 15.*

## 5.5 GROWING UP: PLANNING FOR CHILDREN IN NEW VERTICAL COMMUNITIES

The Growing Up Guidelines provide a set of strategic directions for increasing livability for larger households and households with children, delivering diverse housing options, and ensuring more complete communities.

The first section of the guidelines provides direction at the neighbourhood scale, pointing to the importance of: designing safe mobility networks to encourage children's independence (1.1); providing a variety of types and parks and open spaces (1.2); designing high-quality, conveniently located child care facilities (1.3); designing high-quality, conveniently located schools (1.4); promoting integration, sharing and co-location of community services and facilities (1.6); providing active street life and fine-grained retail spaces (1.7); and incorporating whimsical elements and design for year round enjoyment.

The Master Plan is well aligned with these guidelines, making significant strides to enhance Humber Bay Shore's ability to support children and families. This includes introduction of a pedestrian friendly network of streets and connections through site coupled with transit improvements as per 1.1, and introduction of a range of open spaces, including play spaces for children as per 1.2. As the design of public spaces is advanced, there is significant interest in ensuring activity across all four seasons, which is also strongly promoted by the covered galleria (1.8). The galleria and variety of other fine-grained retail have an excellent interface with streets and adjacent public spaces, as per 1.6. And The revised proposal's efforts to advance potential inclusion of two elementary schools, including shared facilities which are assumed at this early stage to include a child care centre are well aligned with 1.3 and 1.4. Realization of the school and any co-located facilities are subject to ongoing discussion with the Toronto District School Board and Toronto Catholic District School Board (in relation to design and location of the schools), the Ministry of Education (in relation to approval and funding of the schools), and the City of Toronto (in relation to sharing

of park space and school yard facility, and potential co-location of other community services and facilities).

Section 2 of the guidelines speaks to buildings. At this early stage, buildings are generally not designed to a level of detail that the guidelines operate, though clear opportunities for alignment are already being considered. For example, when provided in the lower portions of the building, larger units can have direct access to the outdoors, which enables children to play outdoors and be supervised from the units above (guideline 2.1).

Guideline 2.1 describes the importance of providing larger units for families in vertical communities. The guidelines outline the benefits of providing family units, one of them being the sense of community created among residents within the building. The guidelines specify that at a minimum, 25% of units should be large units, including 10% 3-bedroom units and 15% 2-bedroom units.

Section 3 focuses on unit-level design guidelines. Guideline 3.0.a provides the range that represents a diversity of bedroom sizes while maintaining the integrity of the common space to ensure their functionality:

1. two bedrooms 87 - 90m<sup>2</sup> (936 - 969sf); and
2. three bedroom 100 - 106m<sup>2</sup> (1076 - 1140sf).

*In keeping with the Growing Up Guidelines, the Master Plan targets the provision of 10% 3-bedroom units (or larger), and 15% 2-bedroom plus den units. Furthermore, an additional 25% of 2-bedroom units are expected to be provided. The unit sizes for each of these typologies continue to target the unit size parameters in the Growing Up Guidelines.*

*Through the Secondary Plan and development approvals processes, the project team looks forward to working with the City in continuing to respond to best practices for the design, location and delivery of these units.*

## 6/ **SUMMARY ANALYSIS AND OPINION**

The proposed development creates a new master-planned community on an 11.2-hectare site, representing an efficient utilization of predominantly vacant land. It introduces intensification in a growing area of Toronto with housing options adjacent to a proposed intermodal transit hub and new jobs.

In total, the proposed development will introduce approximately 7,139 residential units to a site with no existing housing. At the time of writing, the Master Plan has not yet reached the level of detail required for the development of detailed floor plans and unit layouts. Nonetheless, the Master Plan proposes 10% 3-bedroom units or larger, and 15% large 2-bedrooms plus den, and considers additional 2-bedroom 'market sized' units. Targeted average unit sizes are expected to range between approximately 400 square foot studio units to 1,100 square foot 3+bedroom units, accommodating the diverse needs in both size and cost of housing for future residents.

The project also commits to delivering affordable housing, as per SASP 15 requirements, recognizing that it will contribute to the diversity of choices for future residents and in creating a more complete community. Looking ahead, the project team will continue to work with the City in ensuring that the size, location, and delivery of these meet the City's policy objectives.

The proposed development will also create two urban squares, and a large new public park within the site, which has been approximately doubled in size in the revised proposal, along with a broad range of potential community facilities. Together, the generous open spaces and potential community facilities will offer gathering places for residents, promoting social interaction. Existing streets will be enhanced, and a fine grain network of new streets will be introduced, connecting to the existing road network in the surrounding area. Numerous indoor and rooftop amenity areas will also be introduced for residents and workers.

The Master Plan explores the potential to accommodate two new elementary schools within the site. Realization of these schools is still uncertain and is subject to provincial approval and funding. Having access to schools in close proximity to home is an important factor for families with children. If realized, the schools will further increase the liveability of the neighbourhood and its overall family-friendliness. The conversation is continuing with the City and the Toronto District School Board and the Toronto Catholic School Board on the design specification for the school, as well as the location and potential opportunities for shared amenities. The project team is currently actively engaged with the City of Toronto to potentially incorporate additional community facilities.

Altogether, the proposed development will provide opportunities to live, work, shop and recreate, and enhance walkability, active transportation, and access to high-order transit, contributing to the creation of a complete community.

The housing and community-related components of the Master Plan are consistent with the policy direction of the Provincial Policy Statement, and conform to the policies of the Growth Plan for the Greater Golden Horseshoe, the City of Toronto Official Plan, and Site and Area Specific Policy 15. They are also in keeping with key directions in the Growing Up: Planning for Children in New Vertical Communities Guidelines. These policy and guideline documents support the creation of vibrant community and transit supportive intensification. They direct the provision of high-quality public realm alongside a mix of uses including office, retail, residential, and institutional. The proposed development represents good planning as it addresses the aforementioned planning framework, by introducing a new master-planned community that will inject vibrancy to southeast Etobicoke, and create homes and jobs for people in a way that leverages proximity to the proposed intermodal transit hub.

