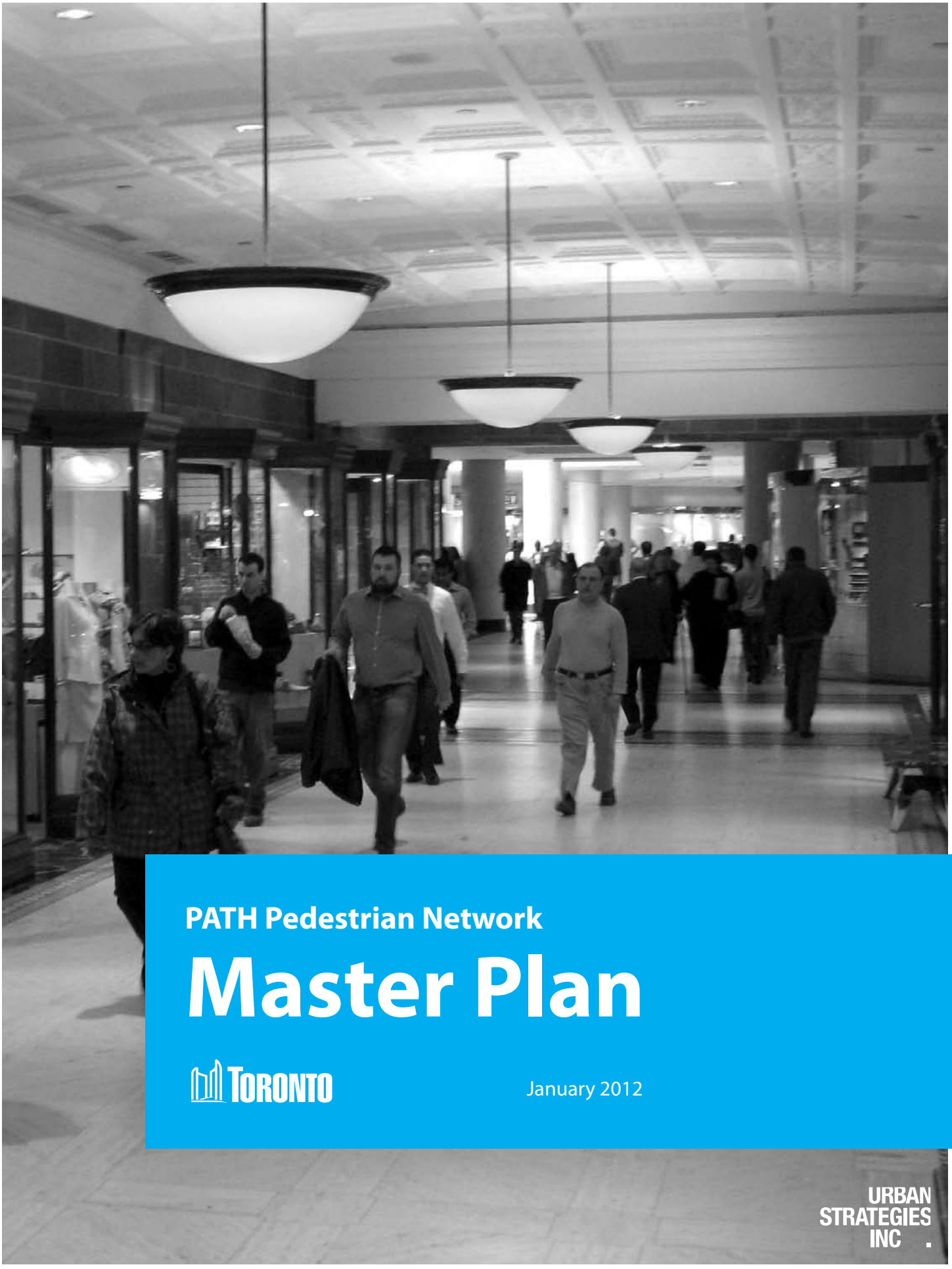


PATH Pedestrian Network

Master Plan

TORONTO

January 2012

URBAN STRATEGIES INC.

PATH Pedestrian Network

Master Plan

Table of Contents

Acknowledgements

We would like to thank everyone who contributed their thoughts and ideas to help shape the PATH Master Plan.

During 2011, the project team met with and received input from a wide range of stakeholders, including: City of Toronto staff, members of the public, and over 40 stakeholder organizations representing major property owners, major institutions, public agencies, emergency services, business improvement areas and residents associations.

Project Team

City of Toronto, City Planning Division

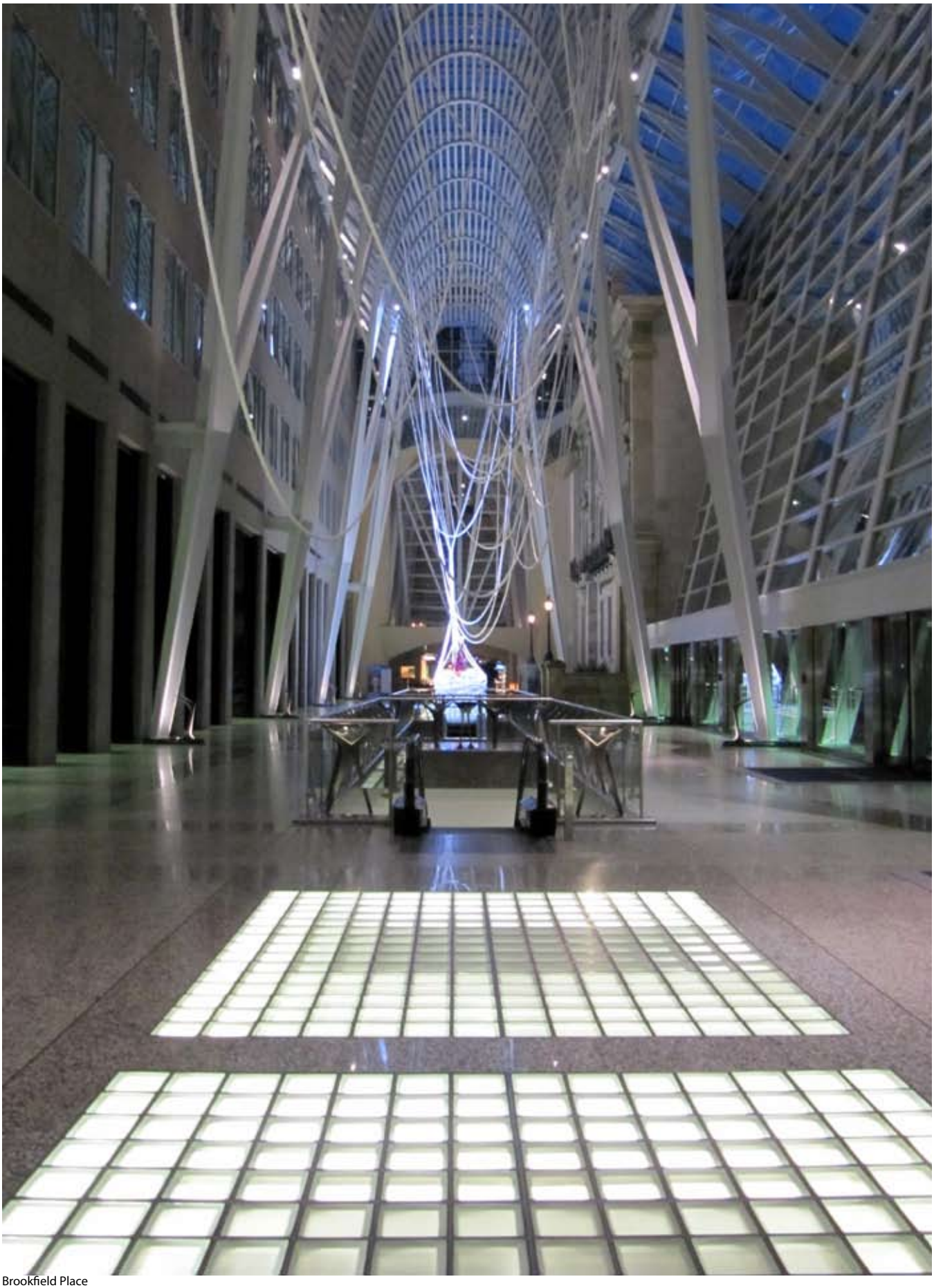
- Overall Project Lead

- Consultant Team Lead and Management
- Planning and Urban Design
- Consultation and Facilitation

- Economic Value Analysis
- Market Analysis and Recommendations

- Urban Transportation Expertise and Analysis

List of Figures



Brookfield Place

Introduction

This document establishes a vision framework, planning objectives and recommendations to shape the growth and enhancement of the PATH pedestrian network over the next 25-30 years.

The underlying principle of this Plan is that expansion and enhancement of the PATH contributes to the City of Toronto's economy, quality of life and to a more comprehensive downtown pedestrian network.

The PATH is a network of climate controlled pedestrian walkways connecting a wide range of buildings and destinations to subway and rail stations in Toronto's Downtown (as defined in the Toronto Official Plan). Connections between buildings have existed since before World War II, but it was not until 1969 that the City of Toronto first became directly involved in the planning of the pedestrian network, culminating in 1987 when the City assumed a leadership role to administer the network and an associated wayfinding system to support the growth of this underground city.

The PATH Network, as it is now known, extends across the downtown from south of Union Station to north of Dundas Street, and from west of University Avenue to Yonge Street. The network passes through a wide range of privately and publically owned buildings and properties.

Throughout the course of this study, it has become apparent that many Torontonians have a strong desire to see the PATH continue to grow and evolve. This Plan provides the basis for guiding expansion, renewal, and integration of PATH connections with related development initiatives across the downtown over the next 25-30 years.

Document Structure

This document comprises four parts:

Part One outlines the purpose of the study and broad municipal goals, introduces the project team, describes the study area, and presents an overview of the consultation process.

Part Two provides an overview of the evolution of the PATH over the last century, its contributions to the City and a review of current issues and opportunities for change.

Part Three articulates a vision framework to guide the future of the PATH and its contributions to the downtown pedestrian network and economic vitality of the City. The Vision builds on a range of specific opportunities within the study area and includes a number of objectives as well as recommendations for additional studies to support improved wayfinding, and new public-private partnerships to enhance the network.

Part Four outlines an implementation framework including recommended additional studies and partnerships with key stakeholders.


AIR CANADA CENTRE
UP TODAY TO BE

Part 1: Background to the Study

1.1 Study Purpose and Key Municipal Goals

Historically, the PATH network has grown incrementally in response to market forces and without a comprehensive guiding vision or long-term, strategic objectives. This has given rise to the perception, among some, that the PATH has spread in an unstructured manner with circuitous routes, varying dimensions and design standards, missing links and lost opportunities.

Notwithstanding this, The PATH network has become a key component of the downtown mobility network, providing climate-controlled connections between transit stations, major office employers and other important destinations. As an economic driver, it is home to over 1,200 stores and services along its nearly 30km length. But the PATH is more than just a mall or transportation infrastructure. It plays a major role in how we experience and enjoy downtown. This study will ensure the PATH network continues to support downtown Toronto's ongoing growth and evolution.

The overall objectives of the PATH Master Plan Study include:

1. Improve the operation of the existing PATH network.
2. Provide a detailed vision and guidance for its future development and growth.
3. Clarify and formalize the City's role and interest in the future development of the PATH network by outlining a series of policies, priorities and recommended implementation tools to achieve the vision.
4. Provide clear direction and stronger authority to ensure the existing network, future links and design elements address the key objectives of the City.

1.2 Study Team

In the fall of 2010, a multi-disciplinary consulting team was selected to work with the City of Toronto, residents, property and business owners, community organizations and public agencies to undertake the PATH Master Plan Study. The study team was led by Urban Strategies Inc. a leading Canadian firm in the areas of planning, urban design, consultation and facilitation. As part of the study team, N. Barry Lyon Consultants provided market and real estate expertise in the form of a detailed economic value assessment of the future PATH network. BA Group was responsible for providing transportation and pedestrian planning and expertise.

The multi-disciplinary team worked with the City of Toronto Planning division and a wide range of stakeholders to ensure that the vision and objectives of the PATH Master Plan Study were realistic and viable and met the City's expectations.

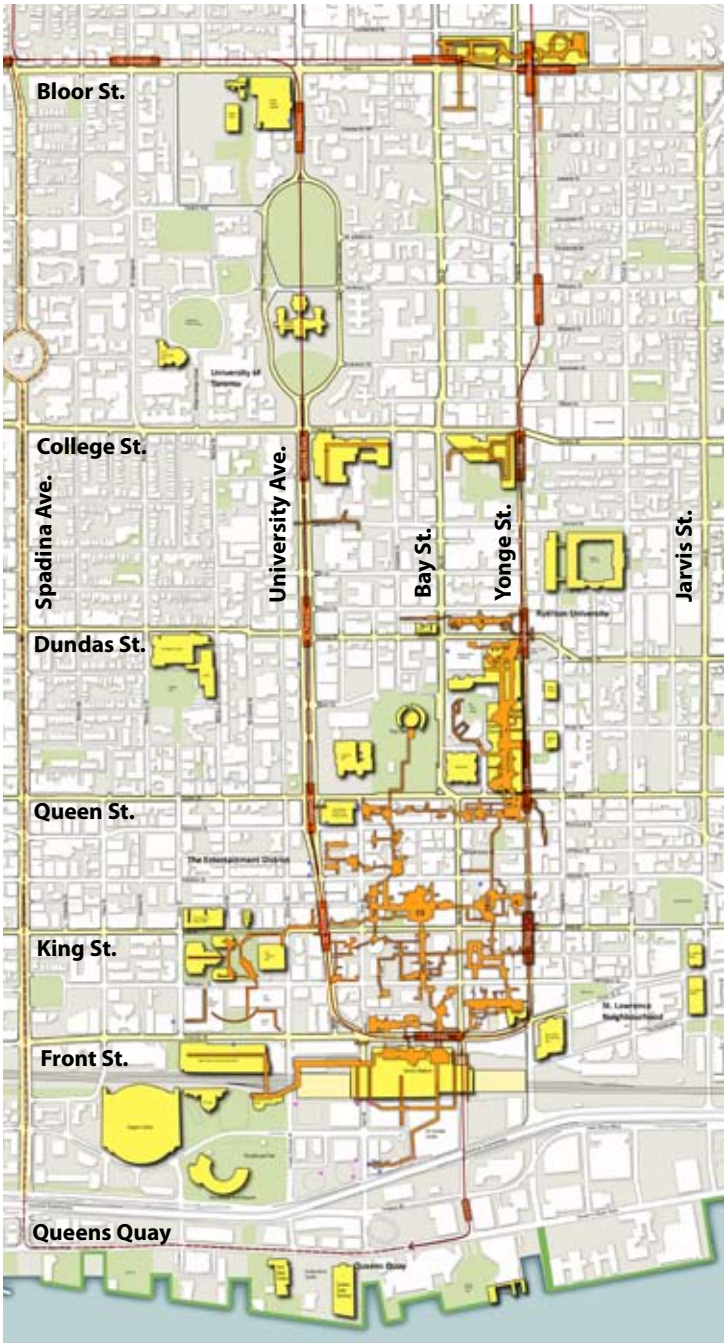


Figure 1: PATH Study Area

1.3 Study Area

The existing PATH network extends from south of Union Station to north of Dundas Street, and from west of University Avenue to Yonge Street (Figure 1). The network passes through a wide range of privately and publicly owned buildings and properties.

The PATH walkways that pass through the public rights-of-way TTC subway stations and Union Station are owned and controlled by the City of Toronto or the TTC. All others are privately owned. Owners retain responsibility for maintenance, servicing and security, and public access is secured through a development agreement which, in most cases, coincides with the hours of operation of the subway system.

Over the long term, there is also potential for a number of the recommendations in this study to be applied to other climate-controlled pedestrian networks (e.g. transit development nodes along the Yonge subway line at the Bloor, St. Clair, Eglinton and North York stations).

Figure 2: PATH Study Schedule

1.4 Study Process

The PATH Master Plan Study and planning process was completed within a 12-month period, which began in February 2011 (Figure 2). The Study was conducted in 4 stages:

STAGE 1: Research and Analysis
This stage included initial stakeholder interviews and draft mapping of the PATH network.

STAGE 2: Community Engagement and Visioning: Re-Imagining the PATH
Stakeholder workshops and visioning sessions took place during this stage, as well as the preparation of a Draft PATH Vision Plan.

STAGE 3: Developing the Master Plan: Design Guidelines and Policies
The Draft Vision, Guidelines and Policies of the PATH Master Plan Study were presented at this stage of the planning process

STAGE 4: Finalizing the Master Plan and Implementation Strategy
The study culminated with the preparation of the Final PATH Master Plan Study and accompanying Design Guidelines.

1.5 Stakeholder and Public Engagement

A number of stakeholder and public engagement measures have been used to obtain guidance from those most familiar with the PATH in order to direct the next steps in the evolution of the network. Together, these events aim to achieve the following goals:

- Provide many opportunities for meaningful community involvement throughout the Study preparation process.

- Clearly set out goals and objectives for each stage of the consultation process so that stakeholders and the public understand how they can participate and how their input will be incorporated into the overall project.

- Offer multiple methods of participation, (email, website, mail-in comments) enabling people who do not want to, or cannot, attend public workshops or open houses to provide input and comment in other ways.

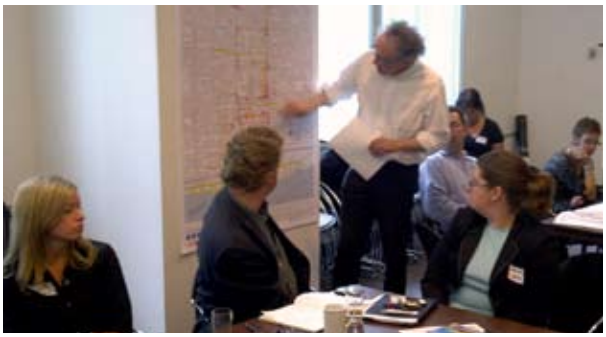
- Allow flexibility in the design of the process to incorporate ongoing feedback on preferred or alternative methods of consultation.

- Be clear about the constraints that the process must operate within, particularly if this limits the nature of input that can be incorporated.

A more detailed explanation of the stakeholder and public engagement events follows.

Stakeholder interviews
February 9th & 10th, 2011

Over 40 stakeholder organizations participated in a preliminary round of stakeholder interviews held at Metro Hall. Representative organizations included major property owners, major institutions, public agencies, emergency services, business improvement areas and residents associations. The feedback from these interviews has assisted the project team to understand the goals and aspirations for the future of the PATH network, as well as an initial assessment of some of the strengths and challenges of the PATH today.



Stakeholder Workshops
April 6th & 7th, 2011

Two stakeholder visioning workshops were held at Metro Hall. The purpose of the events was to bring a variety of perspectives together, to begin to shape a new vision and directions for growth and improvement of the PATH network over the long term. Over 40 organizations participated in two sessions, focused on broad themes which emerged from the stakeholder interviews:

WORKSHOP #1: THE PATH FORWARD
How and Where to Grow

WORKSHOP #2: IMPROVING THE PATH
Design, Use and Function

Path User Survey
April 2011

The PATH user surveys were conducted by the Study Team in April 2011, to determine how people use and value the PATH. The findings of these user surveys have been incorporated into the final Master Plan Report.

Public Drop-in Events
May & October 2011

Two public drop-in events were held at key moments during the study. These events provided an opportunity for members of the public to learn more about the progress of the study, and contribute feedback and ideas. The first public drop-in event was held at Union Station in May of 2011. The event provided the public with an opportunity to learn more about the work completed to date, and to contribute feedback on the emerging vision framework to guide the future growth and enhancement of the PATH over the long term. Feedback from this event was incorporated into the preparation of the first draft of the PATH Master Plan document.

A public town hall was conducted in the fall of 2011 to receive final public input on the draft PATH Master Plan.


South Tower Lobby
Union Station
Bay & Front Streets
Subway, GO Trains

Part 2:
Setting the Stage for Growth and Enhancement of the PATH

2.1 A History of Growth and Change

Pre War Period

Over 50 years before Toronto's modern skyscrapers first emerged on the skyline, the Timothy Eaton Family realized the economic benefits of providing shoppers with sheltered connections between their retail department stores. By 1917 the family company had built 5 underground tunnels connecting their adjoining stores. In 1929, Canadian Pacific Railways (CPR) used similar reasoning to build an underground connection between the Royal York Hotel and Union Station across the street. The tunnel allowed weary travellers to avoid inclement weather, and provided CPR with a competitive advantage against hotels further away from the station.

1929:
Royal York Hotel Opens and Connects to Union Station

1954:
Yonge Subway Line Opens

Post War Period: Office Superblocks and Underground Retail Concourses (1954-1970's)

Following World War II, the downtown entered a period of significant change and redevelopment, fuelled by high population growth, a resurgent economy, and the completion of the subway system in 1954 and the Gardiner Expressway in the early 1960's. New transportation infrastructure made it possible for people to live in the emerging suburbs, and commute to work downtown. The city's first modern skyscrapers were built during this time, including new head offices of four of the nation's major banks, which signaled the development of the city's Financial District (as defined in the Toronto Official Plan), contained within the blocks bounded by Yonge Street, University Avenue, Front Street and Queen Street.

1960's:
Gardiner Expressway Completed

1967:
TD Centre Opens

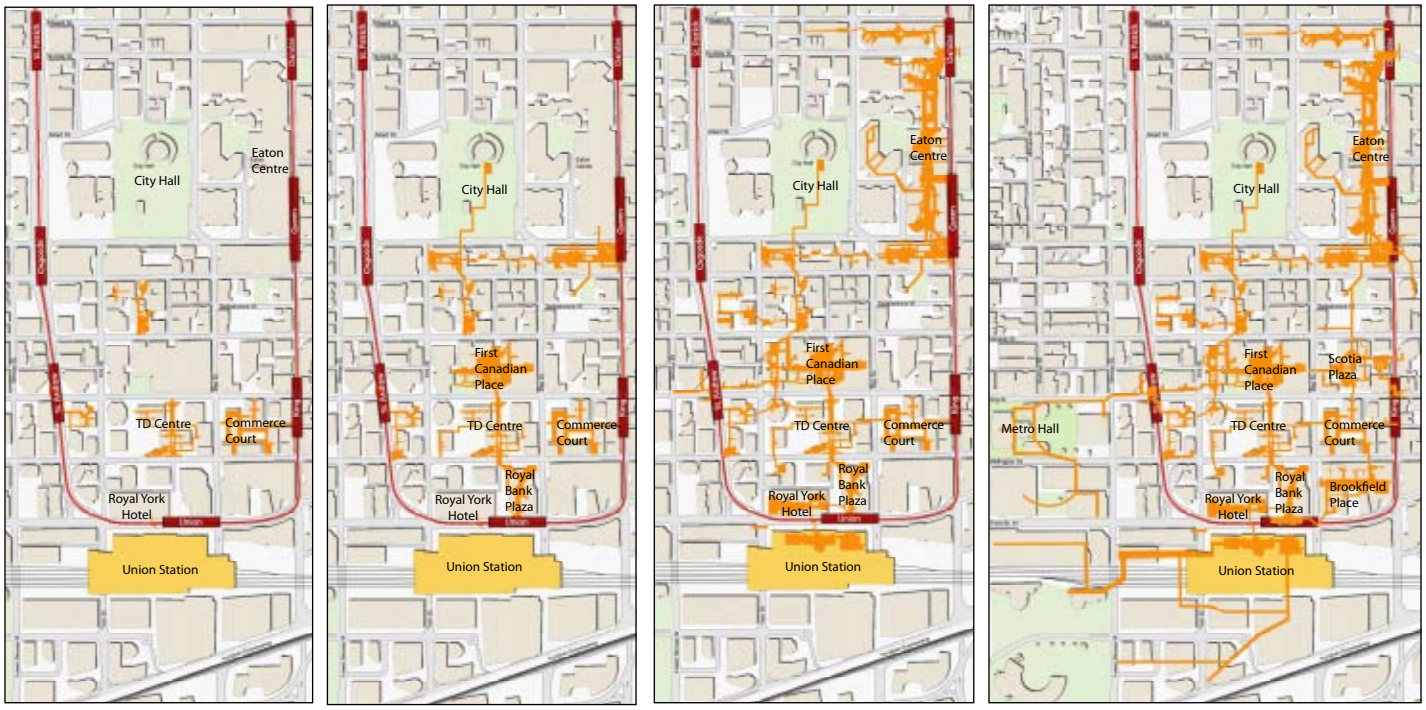
Building on the success of Montreal's Place Ville Marie and Place Bonaventure developments, during this period Toronto's City Planning department encouraged office developers to include underground concourses, working on the assumption they would eventually be connected to an underground pedestrian network.

In 1967 the Toronto Dominion Centre became the first such 'superblock' office development to be constructed downtown. Located close to Union Station and the Gardiner Expressway, the complex eventually numbered six towers clustered around a sweeping public plaza, covering a large retail concourse below.

The planning rationale to support the creation of underground retail space was based on a number of factors: the limited capacity of the sidewalks to carry the increasing number of pedestrians in the City's downtown, the recent surge in automobile traffic, the lack of public open space, and the large size and lack of breaks in most of the downtown city blocks.

In order to encourage the development of these concourses and their eventual connections, the City offered two principle incentives. The first allowed developers to exclude the underground space from the calculation of allowable density. The second, stemming from the 1969 City report *On Foot Downtown*, stipulated that the City would pay 50% of the gross cost of constructing below-street crossings. Between 1960 and the late 1970's, a number of similar tower and retail concourse developments followed, including Commerce Court, First Canadian Place, Royal Bank Plaza and others. During this period it is likely that the majority of PATH connections and underground building concourses developed would not have occurred were it not for efforts of City planners and the provision of financial and planning incentives.

Figure 3: PATH Historical Growth



1973:
Office Superblocks Emerge

1978:
A Connected Spine from Union Station

1989:
A Decade of Significant Growth

2010:
Union Station to Eaton Centre Linked

The PATH –Growing Beyond the Financial District (1980's-Present)

By 1983, when the connection from First Canadian Place to Richmond-Adelaide Centre was completed, for the first time it was possible to walk from Union Station to City Hall without stepping outside. Over the coming decade, the network would continue to grow beyond the retail concourses of the Financial District, attracting a more diverse range of pedestrians to rely on the PATH as a more comfortable means of travel between a range of busy destinations, including the Eaton Centre, Union Station and places in between.

In 1987 the City of Toronto responded to the growing complexity of the network by taking a leadership role as coordinating agency for the PATH, with the primary task of developing, administering and financing the PATH wayfinding system. In the early 1990s the existing signage system was installed throughout the PATH. Additions to the network continued with the development of Scotia Plaza in 1988 and BCE Place in 1990.

Despite challenging economic conditions that stopped office development in the downtown during the 1990's, the PATH network continued to grow, reaching public/cultural destinations, including the Metro Toronto Convention Centre, Metro Hall, the CBC building, as well as the CN Tower, Rogers Centre (Skydome) and the Air Canada Centre.

Since then, largely as a result of the strength of the regional and national economy and renewed interest in the downtown as both a place to live and work, a number of new PATH extensions have been completed, including some connections to hotel and residential buildings. Some of the newest extensions include: Bay-Adelaide Centre, Simcoe Place, The RBC Centre, the Ritz-Carlton, 25 York, Maple Leaf Square and 1 King West (Figure 3).

Today the network has grown beyond its roots in the Financial District, attracting a more diverse range of users with connections to a wide range of busy and vibrant destinations, from cultural and entertainment venues, to residential buildings, community services and hotels.

2.2 How the PATH Contributes to the City

The PATH is recognized as one of the largest pedestrian-only walkways and the largest underground shopping complexes in the world. Consisting of close to 30kms of pedestrian tunnels, concourses, walkways, bridges and retail arcades, it contains over 1,000 shops and services and over 280,000 square metres of retail space. The PATH is used by well over 100,000 pedestrians every day and connects to Union Station, five subway stations and over 50 buildings, including office towers, parking garages, department stores, hotels and various cultural/tourist attractions. Today the PATH network provides a wide range of benefits for the City of Toronto.

Is one of the economic drivers of downtown Toronto and assists with regional and international competitiveness.

Encourages use of TTC and GO Transit, including the estimated 50% of rush hour PATH trips that originate or terminate at one of the five connected subway stations.

Facilitates efficient courier access to downtown office buildings

Contributes to Toronto's tourism economy, both as a tourism destination and convenient link to tourist attractions and resources.

Enhances mobility in the downtown and reduces congestion.

Supports urban intensification, liveability, attractiveness and density.

Provides a comfortable and climate-controlled environment with high air quality.

The PATH generates significant direct economic impacts, due to the fact that it:

Includes over **280,000** gross square metres of leasable retail floor space.[1]

Accommodates over **1,000 stores**[2]

Generates over **$1.5 billion** in sales revenue.[3]

Generates over **$126 million** in employment income.[4]

Brings in over **$254 million** in income, sales and property taxes.

1. Based on City estimated 400,000 m^2 in PATH, minus upper levels of Eaton Centre and the Bay.
2. Based on 1,200 stores in PATH as provided by City and confirmed by Centre of the Study of Commercial Activity, (Ryerson University) minus approximately 160 stores located on upper levels of the Eaton Centre.
3. Income based on average wage rates of retail sales persons and managers as provided by the Canadian Labour Market Information, Toronto Region, 2009.
4. Total Retail square feet multiplied by average sales (data provided by property stakeholders).

The PATH also provides economic benefits for landowners and developers. The PATH:

Generates higher value for below-grade retail rental/ leasing space and increases the retail market catchment area for individual stores.

Provides a **critical leasing advantage** over those office buildings that are not PATH connected in the downtown and GTA.

Looking to the Future:

A number of factors will influence the rate and extent of growth of the PATH network. Between 1990 and 2010, the PATH expanded by approximately 4,300 linear metres or almost 24%. Figure 4 illustrates the results of projecting a similar rate of growth over the next 20 years to 2031, assuming a 25% increase in leasable retail space and sales revenue. The assumed increase in sales revenue would be a result of both the increased size of the network and the increased pedestrian volume due to employment growth in the downtown and increased public transit usage due to various GO and TTC expansions.

As is summarized in Figure 4, the gross leasable floor space could increase by about 70,200 m^2, increasing the number of stores to 1,300 and the number of jobs to 5,290. Annual sales revenue could reach close to $1.8 billion, producing over $290 million in annual federal, provincial and municipal tax revenue. The annual municipal tax revenue would be almost $42 million, of which close to $22.5 million would go directly to the City.

These economic benefits are significant, and represent only one part of the overall range of benefits the PATH network contributes to the City. Perhaps the most important of which is the growth of a sustainable transportation alternative to the automobile, positively impacting Toronto's overall quality of life, and attracting and retaining residents, businesses and employees, and tourists.

Figure 4:
25% PATH Growth Scenario (2011-2031)
Estimated Direct Economic Impacts

	TOTAL (in 2031)
By 2031 - Gross Leasable Retail Floor Space	**350,800 m^2**
By 2031 - Number of stores / Businesses	**1,300**
2031 - Total Jobs	**5,290**
Annual Employment Income	**$142,642,000**
Annual Sales Revenue	**$1,762,000,000**
Annual Taxes - Total	**$291,438,000**
Income Tax (Personal and Corporate)	*$39,123,000*
Sales Tax (HST)	*$210,486,000*
Property Tax (including Education Tax)	*$41,829,000*

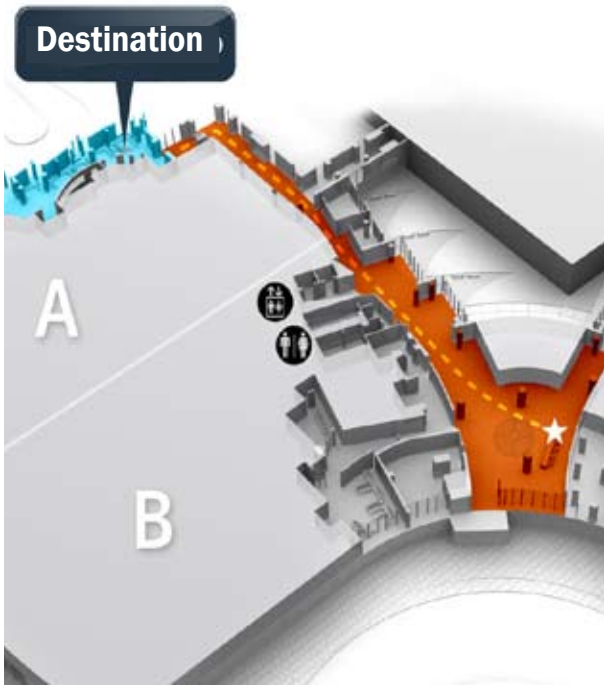
Source: City of Toronto, NBLC
Note: Assumes 7.5% vacancy rate (Centre for Commercial Activity - Ryerson University, 2010), 25% increase in retail space and revenues and includes bottom two levels of Eaton Centre and the Bay. Where applicable, inflation rate of 1.5% has been applied.
1. Increased existing gross leasable floor space by 25%
2. Increase in gross leasable space divided by average store size, plus existing number of stores/businesses.
3. Average of 4.4 Full Time Equivalent Employees (FTE) per store, with one management position for each store.
4. Income based on inflated average wage rates of retail sales persons and managers as provided by the Canadian Labour Market Information, Toronto Region, 2009.
5. Total retail square feet multiplied by original average revenue per square feet of $500, increased by 25%.
6. Personal income tax estimated by multiplying total manager and non-manager incomes by average 2010 Ontario income tax rate (www.tax-services.ca). Corporate tax rate estimated by assuming 10% (of gross revenue) profit margin (StatsCan Industry Data) and multiplying by average corporate income tax rate of 12%.
7. Gross Revenue minus wages/salaries multiplied by HST - 13%.
8. Estimated by multiplying gross retail floor space by estimated office/retail hard construction cost of $300 per square foot, multiplied by 2011 General Commercial City property tax mill rates.

2.3 Existing Conditions, Issues and Opportunities

This section of the report documents a wide range of issues and opportunities gathered during the initial analysis and consultation stages of the master planning process. Each theme reflects input from a wide range of PATH stakeholders, including property owners and managers, community and residents associations, business improvement area representatives, as well as government agencies and commissions. The themes informed the preparation of the PATH Vision Framework and associated recommendations discussed in the next section of the report, as well as the updated *Design Guidelines for PATH and Other Climate-Controlled Pedestrian Connections Networks* (the "PATH Design Guidelines"), contained in Appendix C of this report.

Economic Value and Marketing of the PATH:
The PATH network makes substantial contributions to the city, adding revenue and jobs to the downtown economy, and convenient choices for pedestrians to reach key destinations. In particular, prestige downtown office locations attract companies and their best employees by offering time saving proximity to clients and related businesses and retail services. The PATH facilitates these benefits.

In recent years, however, a number of development projects with strong potential to connect to the PATH network have failed to do so. In some cases, these missed opportunities have the potential to restrict the ability of adjacent properties to establish a 'downstream' connection to the network. As a result, there is an opportunity for the City and developers to improve communication earlier in the development process to avoid missed opportunities for PATH expansion and to understand the associated benefits, some of which may not be obvious. Similarly, better marketing of the PATH network to tourism agencies, hotels and convention centres will increase awareness of its value and convenience to visitors and residents of Toronto.



PATH Design:

Today the physical design of the PATH network reflects a wide range of conditions. New and renovated corridors and public spaces with high quality finishes contrast with older areas lacking adequate lighting, access or quality materials. In particular, the five PATH-connected subway stations reveal significant opportunities for improvement. The non-fare paid zones of Union, St. Andrew, Osgoode, Queen and Dundas stations are inadequately sized to accommodate pedestrian volumes, poorly illuminated and maintained, do not meet universal standards for accessibility and provide inadequate heating during cold climate months. As a result, there is a need to investigate opportunities to create partnerships between the TTC and other organizations, agencies or property owners to facilitate funding to achieve necessary improvements to these stations over the long term (e.g. to address public comfort and amenity, wayfinding, security, etc.). In this context, City Planning and the TTC should explore the potential to augment funding for station improvements through Section 37 and Site Plan agreements.

Wayfinding:

Input from stakeholders and surveys of PATH users have consistently identified the need for improved signage, mapping and other wayfinding tools to assist people to navigate the PATH. Many tourists and first time users of the network in particular, have difficulty interpreting the existing signage and mapping to find their way. It's also clear that many people simply do not know how and where to enter the PATH. Connections between the PATH and the street are often difficult to find, and poorly signed. Survey work by the Master Plan team indicates that about 25% of entrances to the network are indicated by signage. Opportunities exist to improve the design and maintenance of stairways, and to provide more signage at building entrances that contain connections to the PATH.

Overall, there is a necessity to undertake a comprehensive review of the existing PATH and TTC wayfinding system. As a separate study beyond the scope of the PATH Master Plan, this exercise could address a range of improvements to signage, mapping, and integrate these components with new technologies, regulations and best practices for accessibility and design.

Accessibility:

Although most recently constructed areas of the PATH conform to the latest regulatory standards for universal design, many older areas do not provide adequate access. Feedback from stakeholders and frequent users of the PATH suggests that seniors and people with disabilities would use the network more frequently if improvements were made to guarantee accessible and convenient routes at all times of the day. Such improvements would benefit our aging population and would also create an opportunity for the PATH to become a viable alternative to Wheel Trans - the public transit service offered by the TTC for individuals with mobility handicaps.

Opportunities to improve accessibility at the time of retrofits or other improvements are listed below, and described in more detail in the PATH Design Guidelines *(*Appendix C):

- Installation of more ramps, user accessible lifts and elevators.
- Colours can be a problem for the visually impaired: ensure high contrast colours are used
- New smartphone GPS applications can assist the visually impaired to find their way.
- A consistent schedule of hours of operation across the network, to ensure that all accessible routes are in fact in operation during TTC hours.

Safety and Security:

Feedback from stakeholders and PATH users suggests that real and perceived safety and security varies across the PATH network. The variables include time of day, proximity to high traffic areas and the presence (or absence) of private security personnel. Areas at the outer reaches of the PATH are often perceived to be less safe than busy retail concourses in the Financial District (between the subway lines, south of Queen Street), where security foot patrols are supported by a coordinated 'path com' security computer system shared between property managers. These measures have been taken to reduce the incidence of 'break and enter' retail theft, and other crimes during off-peak hours, particularly in areas that are not regularly patrolled by security personnel. There is an opportunity to expand collaborative efforts between property owners, as well as the TTC, security resources and surveillance to increase the level of safety and surveillance of PATH areas.


Fairmont
ROYAL YORK
UNION STATION

Part 3:
A Vision Framework to Grow and Enhance the PATH

The City of Toronto recognizes and encourages the growth of the PATH as an integral part of the City's larger pedestrian network: connecting people and supporting place-making to ensure continued economic and social vitality and to reinforce Toronto's high quality of life.

PATH Master Plan Vision Statement

3.1 Introduction

This section of the report describes a Vision Framework to grow and enhance the PATH over the next 25 – 30 years. Developed in consultation with a wide range of stakeholders, the Vision Framework includes a number of components that work together to shape how and where the PATH will connect to key destinations, public parks and streetscapes, and how to improve the quality of design, accessibility and experience for all PATH users.

The PATH network exists today because of the hard work and collaboration between private developers, the City of Toronto and a wide range of other stakeholders. Building on these collaborative partnerships, this section concludes with goals and recommendations for implementation of the Vision Framework over the long term.

3.2 Background to the Vision

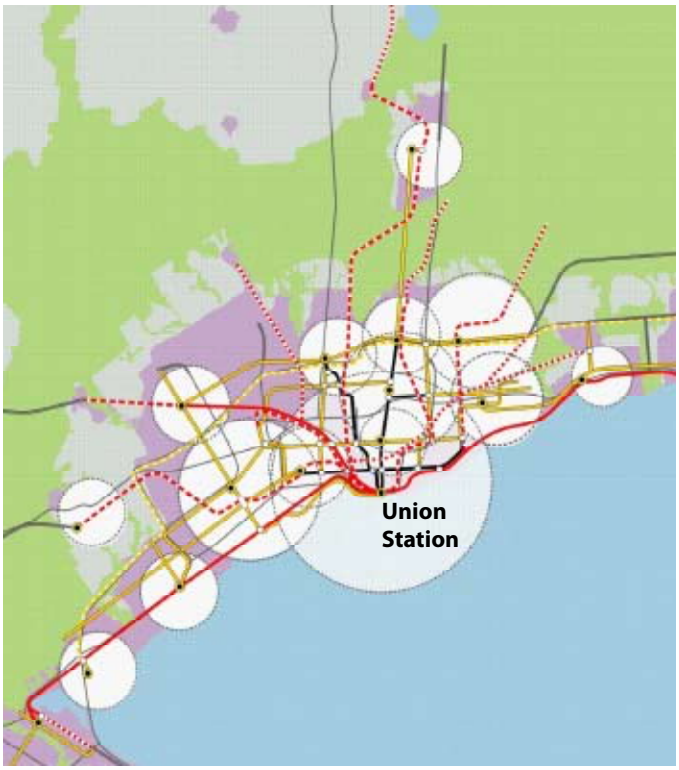
Historically, the PATH system has grown incrementally in response to market forces and without the sense of a guiding vision or long-term, strategic objectives. This has given rise to the perception, among some, that the PATH has spread in an unstructured manner with circuitous routes, varying dimensions and design standards, missing links and lost opportunities.

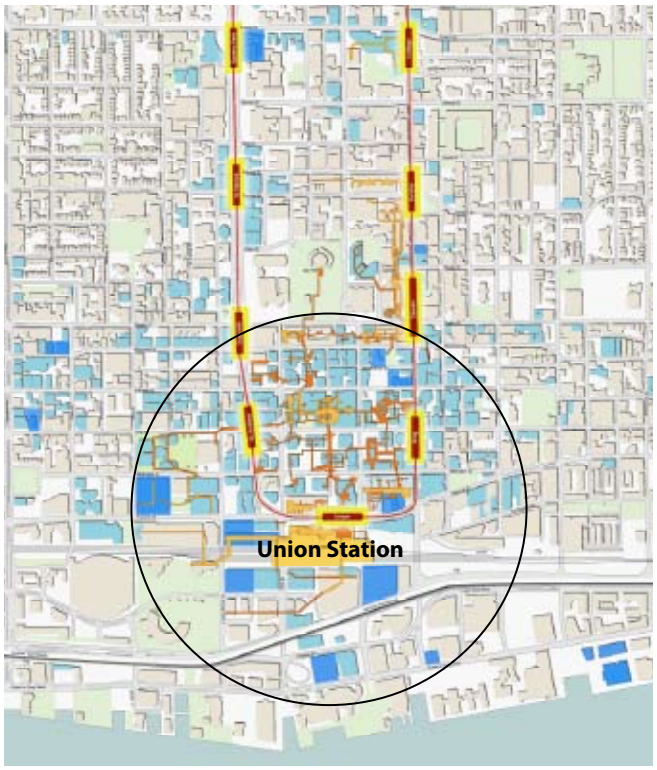
Over the last two decades Toronto's downtown has undergone significant change and growth. New condominium buildings have increased the residential population within the PATH study area by a significant amount. Similarly, new office development has increased the employment density within the study area by approximately 25%. Moving forward, the PATH will continue to grow with the downtown.

Factors that will influence the future of the PATH include:

- Downtown is increasingly considered a more desirable place to live due to the range of services and amenities, variety of entertainment, social and cultural facilities, access to employment, and access to various transportation modes.
- Downtown will continue to see a significant amount of new residential development surrounding the PATH, including redevelopment of the rail lands, King West corridor and the eastern waterfront.
- The downtown office market is expected to continue to grow, including physical expansion beyond the Financial District.
- Land prices will continue to increase, resulting in pressure for increased height and density.
- Significant public transportation investments will increase ridership and resulting PATH use (e.g. doubling of Union Station capacity, the Airport Rail Link, TTC and GO Transit network expansion).
- The demands of users will continue to evolve, including more resident and tourist users.

To shape a more comprehensive pattern of growth for the PATH over the next 25-30 years, the PATH Master Plan will need to build upon these drivers of growth and change, and establish clear guidance to shape the quality, form and role of the PATH as part of the City's overall pedestrian network.





Opposite Page:

- Since 2000, over 350,000 gross square metres of new office development has been completed or is planned on lands immediately south of Union Station.

- Similarly, since 1996 new residential condominium development within the PATH Study Area (most located on the railway lands) has increased the population by 73%.

Top Left:

- Ontario's Places To Grow Act plans for over 690,000 new residents and jobs by 2031, concentrated in areas well served by transit. This diagram illustrates a hierarchy of Growth Centres linked to transit infrastructure, of which Union Station is the largest.

Top Right:

- A majority of planned future office sites (shown in dark blue) are located surrounding Union Station

Right:

- Renovations to Union Station will significantly increase GO Transit ridership by 2031, targeting at least 330,000 passengers per day.

3.3 The Vision: How and Where to Grow the PATH

In 2035, the PATH will have developed beyond its historical roots in the city's Financial District to reach a diverse range of destinations across the downtown. New PATH satellite areas will emerge at major transit centres along the subway lines, and the network will reach the waterfront, major public parks, hospitals, universities and provide gateways to vibrant neighbourhoods and streetscapes.

Thousands of residents, office workers, and visitors across the City will use the PATH routinely to shop, dine, work, enjoy culture, to access public transit, and be entertained. The PATH will have secured its role as an integral and sustainable component of the City's pedestrian network, providing well designed, convenient and sheltered access for all citizens, in support of a vibrant economy and quality of life.

The PATH will continue to be a retail hub for office workers in the Financial District, and will also provide a more diverse range of shops and restaurants that cater to residents and visitors across the downtown.

The PATH will become an arts and cultural area, periodically transforming its retail arcades, gallerias and other public places to host exhibitions, lectures, screenings and installations in conjunction with the City's annual festivals, such as Luminato and Nuit Blanche.

PATH connections to the waterfront will provide pedestrians with access to Queens Quay via PATH Portals, conveniently located adjacent to transit and/or bikeshare stations, and distinctively designed as prominent landmarks on the streetscape.

PATH portals will also provide gateways between the PATH network and neighbourhoods or districts with active street life, such as the Entertainment District (Osgoode Subway Station Portal), St. Lawrence Neighbourhood (Berczy Park Portal), Ryerson University (Dundas Station Portal) and the John Street Cultural Corridor (Metro Hall Portal).

Through private development coordinated with strategic public investments, all guided by a shared vision and demonstrating design excellence, the PATH network in 2035 is a thriving mixed use downtown destination and a vital component of the city's pedestrian network.

Figure 5

PATH Network Map

High Priority PATH Extensions
provide significant benefits to support the overall network, adjacent properties and connections to the public realm. These extensions should be completed in the short term.

Medium Priority PATH Extensions
have the same potential benefits as high priority extensions, but may require additional investigation and negotiation with property owners and others to plan, design or fund the potential extension.

Long Term PATH Extensions
are those which may generate benefits over the long term, but have no foreseen process to potential extension.

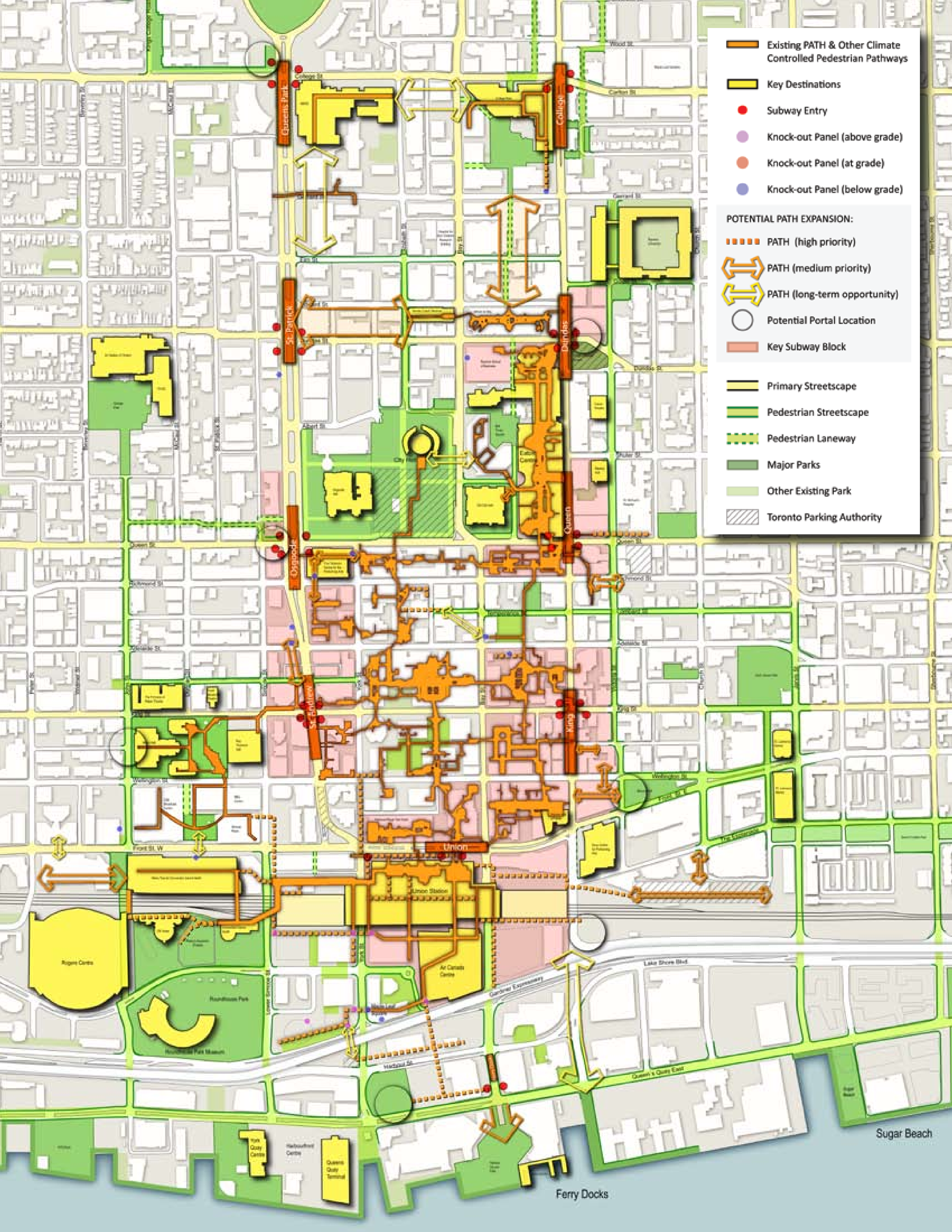
Key Downtown Destinations
reflect significant pedestrian activity and a unique civic, cultural or retail amenity. Over 20 destinations are connected or in close proximity to the PATH network.

Major Parks and Civic Spaces
highlighted in green represent those components of the public realm that connect to the PATH and/or major downtown destinations.

Potential PATH Portals
are places where the existing or future terminus of the PATH meets a vibrant or busy public space or destination. Portals are intended to provide a clear and prominent entrance to the PATH as well as wayfinding services (maps, signage) and potential connections to transit, bike share programs, and other components of a comprehensive pedestrian network.

Subway Blocks
may be part or whole City blocks at or in close proximity to subway stations, and are where major development projects (e.g. generally greater than 10,000 m^2) should include "through PATH" links connecting to the PATH network and/or leading directly into subway stations.

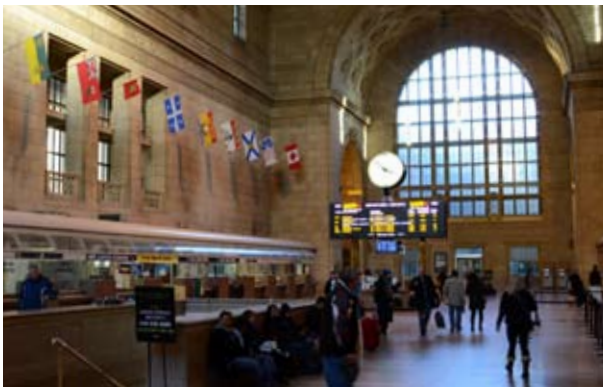
Pedestrian Oriented Streetscapes
provide an attractive and generously sized streetscape environment that supports pedestrian connections between the PATH and a range of destinations.



Existing PATH & Other Climate Controlled Pedestrian Pathways
Key Destinations
Subway Entry
Knock-out Panel (above grade)
Knock-out Panel (at grade)
Knock-out Panel (below grade)
POTENTIAL PATH EXPANSION:
PATH (high priority)
PATH (medium priority)
PATH (long-term opportunity)
Potential Portal Location
Key Subway Block
Primary Streetscape
Pedestrian Streetscape
Pedestrian Laneway
Major Parks
Other Existing Park
Toronto Parking Authority
Queens Park
College
St. Patrick
Dundas
Osgoode
Queen
St Andrew
King
Union
Union Station
Front St. W
Rogers Centre
Air Canada Centre
Roundhouse Park
Lake Shore Blvd
Gardiner Expressway
Sugar Beach
Ferry Docks

3.4 PATH Planning and Design Principles

The following core principles flow from the vision for the PATH and provide the foundation for the PATH Planning Objectives, outlined in the following section. They serve as a touchstone against which future initiatives and proposals for PATH extensions and improvements will be considered. The principles translate the vision into planning objectives of the master plan, articulating what is important and providing guidance to discussions that will shape the future of the PATH.

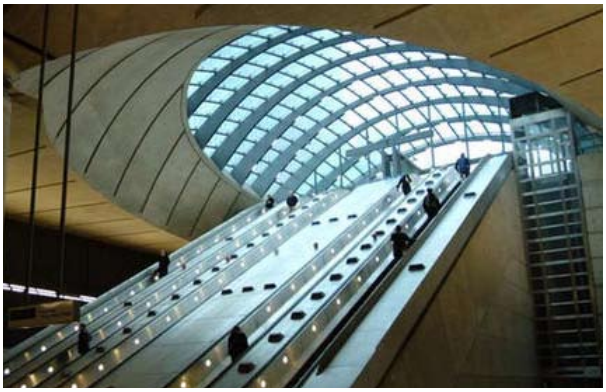


1.
Plan for a comprehensive network connecting busy, vibrant destinations.

A comprehensive network shall provide convenient and rational connections, allowing pedestrians to understand and plan a convenient route to reach their destination – maneuvering through the PATH should be as intuitive as possible.

2.
Support and protect office growth and connectivity

Expansion of the PATH network will continue to be driven by major office development in the Financial District. The City of Toronto shall support and protect key office sites in the Financial District to ensure future supply of office employment lands and PATH connections, particularly to Union Station and other key transit stations.



3.
Ensure a high quality experience throughout the PATH, including subway stations

Though mostly privately owned, the PATH environment serves as a public asset and its design should reflect this important public role. PATH places will be designed to the highest standards using high quality and durable materials, and will implement best practices in sustainable design, including the Toronto Green Building Standard.

4.

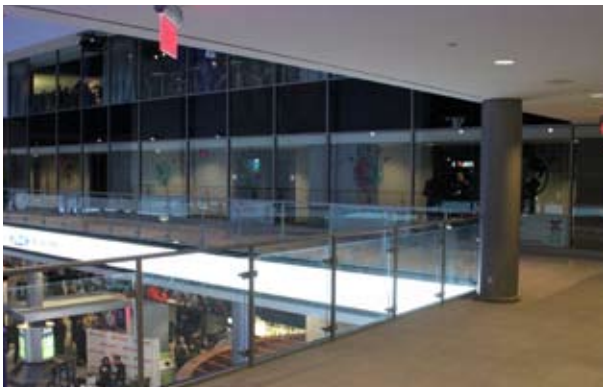
Ensure that growth supports active street life.

The PATH network should not compromise active street life. As such, the Vision identifies areas where extensions of the network into established neighbourhoods are not recommended. Instead, entrances or gateways between the PATH and the adjoining neighbourhood shall be considered.

5.

Maintain the integral relationship of PATH and retail

Shopping, restaurants and retail services contribute significantly to the success of the PATH, generating revenue, animating corridors, and providing convenient reasons to use the network. Future growth and enhancement of the network shall continue to support new retail wherever possible.



6.

Support improved wayfinding

Navigating the PATH network should be simple, straightforward, and accessible to all. Future updates to the existing PATH signage, mapping system, and wayfinding in general shall address improved graphic identification of major destinations, new GPS technologies and universally accessible graphic design standards.

7.

Provide connections and capacity where it's needed most

Some PATH corridors are busier than others. New or renovated PATH corridors that connect to busy destinations such as Union Station, the Air Canada Centre or other high occupancy venues shall be designed to accommodate the anticipated volume of pedestrian traffic. Where appropriate, City staff will assist stakeholders in establishing existing and forecast peak pedestrian flows for the purposes of defining design requirements.

3.5 PATH Planning Objectives

Implementation of the PATH Vision Framework will ensure the continued functioning of the PATH network as an essential component of Downtown's pedestrian infrastructure and a major economic driver and tourism generator for the City of Toronto. This section outlines the PATH planning objectives that will assist in implementing the PATH Vision Framework. The descriptive text and objectives are intended to provide guidance for existing and new PATH environments to ensure enhancement of the quality, function and accessibility of the PATH network and the City of Toronto as a whole.

The following descriptive text and objectives should be read in conjunction with the PATH Vision (Section 3.3), the PATH Network Map (Figure 5) and the PATH Design Guidelines (Appendix C). The directions established here are consistent with and complementary to the policies of the Official Plan, relevant zoning by-laws, and other guidelines. Where there is a conflict between the Master Plan and those policies of the Official Plan or zoning by-laws, the Official Plan and zoning by-laws shall prevail.

3.5.1 Planning and Building the PATH Network

a) A Targeted Approach to Growth

With nearly 30 kilometres of pedestrian routes linking many parts of the Downtown, the PATH network has grown incrementally as opportunities and new development arise. Guided by this Plan, the pattern of incremental growth and change will continue into the future to meet evolving priorities and patterns of development in the Downtown and surrounding areas.

This Plan also provides strategic direction where necessary to ensure the realization of important PATH connections and priority extensions:

- Where routes for PATH expansion have been specifically identified, developers will work with City staff to ensure that such connections and extensions are successfully implemented.
- Generally, new development in and around the PATH will be planned to support the continued extension of the PATH network, including the protection of through routes to allow future "downstream" connections.

The PATH network has long been considered a commuter system, linking major transit stations to the Downtown office towers while supporting retail opportunities and food courts. It has since expanded beyond this role, providing increased connections to cultural institutions, more diverse retail opportunities and even new residential condominiums.

- In many cases, residential connections to the PATH network will be limited to smaller, access-restricted corridors into the residential building.
- However, where a residential building plays a strategic role in extension and growth of the PATH network, it may accommodate a through PATH corridor to support continued expansion of the PATH network.

Recognizing the growing attractiveness of the waterfront as one of Toronto's year round employment, residential and tourism destinations, expansion of the PATH to the waterfront will be a priority. New and future PATH connections have been secured through the redevelopment of the railway lands south of Front Street, providing new opportunities for PATH connections to important waterfront destinations. South of Union Station, the PATH is located primarily above-grade.

- To ensure the vibrancy of important outdoor pedestrian environment along Queens Quay and the waterfront, new PATH connections to the waterfront will initially take the form of north-south routes that terminate at or near Queens Quay.

Expansion of the PATH network does not make sense everywhere. There are some neighbourhoods and districts in and around the Downtown where expansion of the PATH may compete with or unduly compromise active street-life and successful at-grade retail within a high quality pedestrian environment. Many of these areas are also characterized by lower density, fine-grained development that does not lend itself to the expansion of the PATH network. However, entry points into the PATH from these areas can serve as a gateway and threshold between the PATH network, delineating the boundary between the two very different but complementary pedestrian environments.

Objectives:

1. Encourage New PATH Connections: All major office, institutional and hotel developments in the Financial District should be encouraged to provide through connections to the PATH network to allow the continued extension of the PATH network into the new development and neighbouring sites. Where consistent with the PATH Vision and/or deemed appropriate by City staff, residential major development in the Financial District will be encouraged to connect to the PATH network.

2. Anticipate Future Linkages: Major development on priority PATH extensions, as identified on Figure 5, PATH Network Map, should design and implement PATH connectivity improvements through the planning process. New development on or adjacent to priority PATH extensions should not prevent the future implementation of priority PATH extensions.

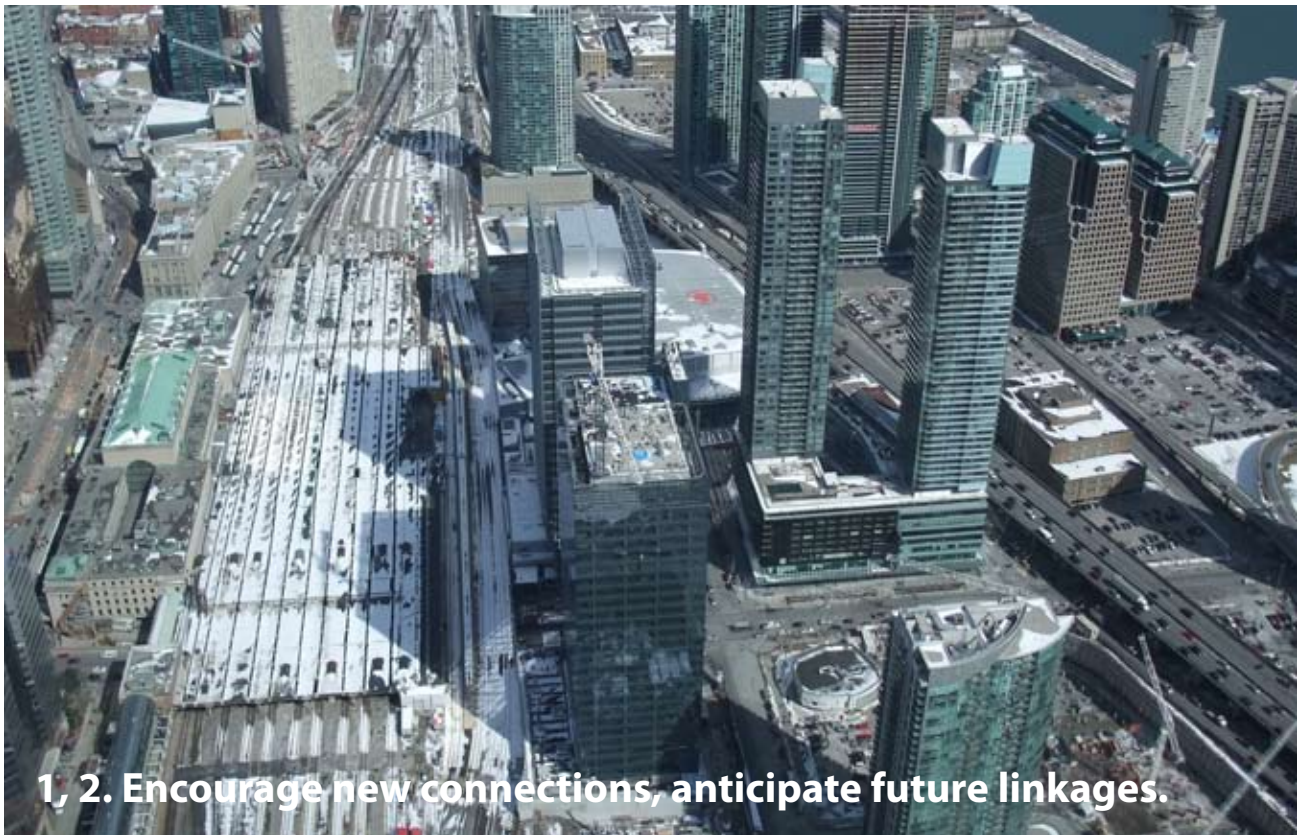
3. Focus on Waterfront Linkages: Expansion of the PATH network into the emerging southern financial district and to the Central Waterfront should be accommodated primarily through two current PATH connection initiatives:

A southern PATH extension from the Air Canada Centre (ACC) will be secured through the development of 90 Harbour Street and the expansion of Waterpark Place. This extension will cross Lake Shore Boulevard via a bridge suspended underneath the Gardiner Expressway. Barrier-free improvements to the ACC portion of the PATH should be secured through this initiative.

PATH access to the waterfront via Union Station will be secured through the redevelopment of the 45 Bay Street and/or 141 Bay Street. Over the long term, a future PATH connection will also be secured on the east side of Yonge Street south of the rail corridor to provide access to future development on the waterfront lands east of Yonge Street.

4. Preserve View Corridors: New above-grade PATH connections are only anticipated south of Front Street. Above-grade bridges over public rights-of-way should not obstruct views, and, where possible, should be located adjacent to existing overhead structures, such as the rail corridor and Gardiner Expressway. Above-grade PATH connections will be animated with retail and public art and should provide physical and visual connections to the at-grade environment within buildings and above rights-of-way. Above-grade PATH connections will continue to to be assessed against relevant Official Plan policies when considering potential public benefit.

5. Support Active Street-life: Extension of the PATH network into established neighbourhoods and districts with active street-life, successful at-grade retail and high quality pedestrian environments will be limited. PATH entrances and portals are encouraged at the periphery of these neighbourhood areas to create a gateway between the PATH network and the connecting streetscape.



1, 2. Encourage new connections, anticipate future linkages.

Artists rendering of planned improvements to Queens Quay Boulevard

3. Focus on waterfront linkages

4. Preserve view corridors

5. Support Active Street Life

b) Developing Better Connections to Transit

The PATH network plays an important role in the structure and function of the Downtown. It is a key infrastructure component of the downtown mobility network, providing climate-controlled connections between transit stations, major office employers and other important destinations. Union Station and the major subway stations directly connected to the PATH network are the anchors of the network, serving as the primary focal points for pedestrian traffic in the PATH. Beyond the Downtown, all subway stations effectively serve as entry points to the PATH through the connectivity of the subway system. Where appropriate, new development projects around these subway stations may provide opportunities to create or expand underground pedestrian networks. Such networks already exist at Queen's Park, Dundas, Yonge-Bloor, Eglinton and North York Centre stations.

The comfort and quality of the PATH network is not reflected in many PATH-connected subway stations. The quality of finishes, climate control and overall quality of experience in these stations does not measure up to the vision for the PATH network. As anchors of the PATH network, enhancement of these stations should be a priority for the City and the TTC. PATH and other improvements are currently underway at Union Station. Enhancing access to similar PATH-connected subway stations will directly support the successful growth and evolution of the PATH network. New development on and around these transit anchors will grow the PATH network, create new opportunities for PATH entry and improve access into transit stations.

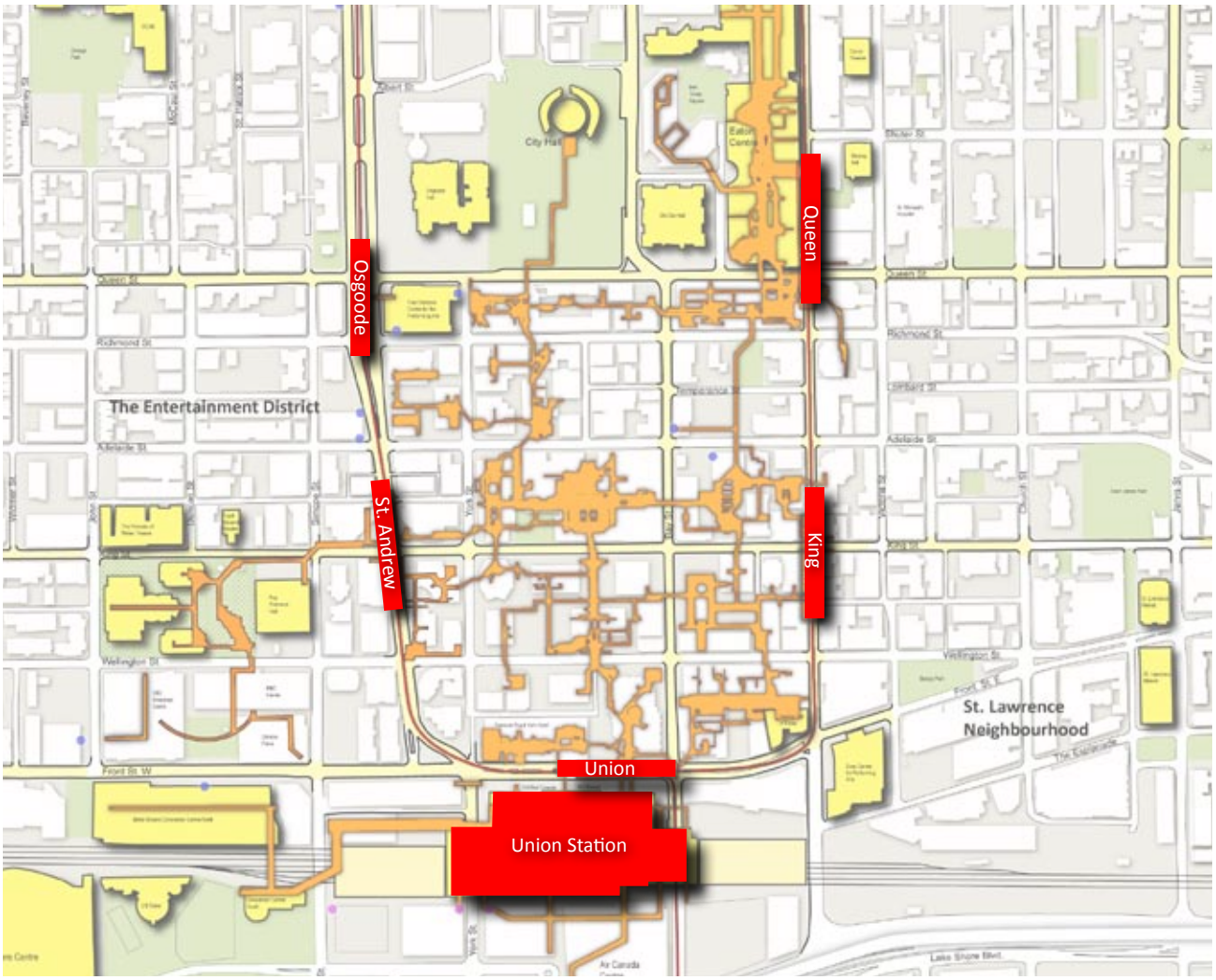
Objectives:

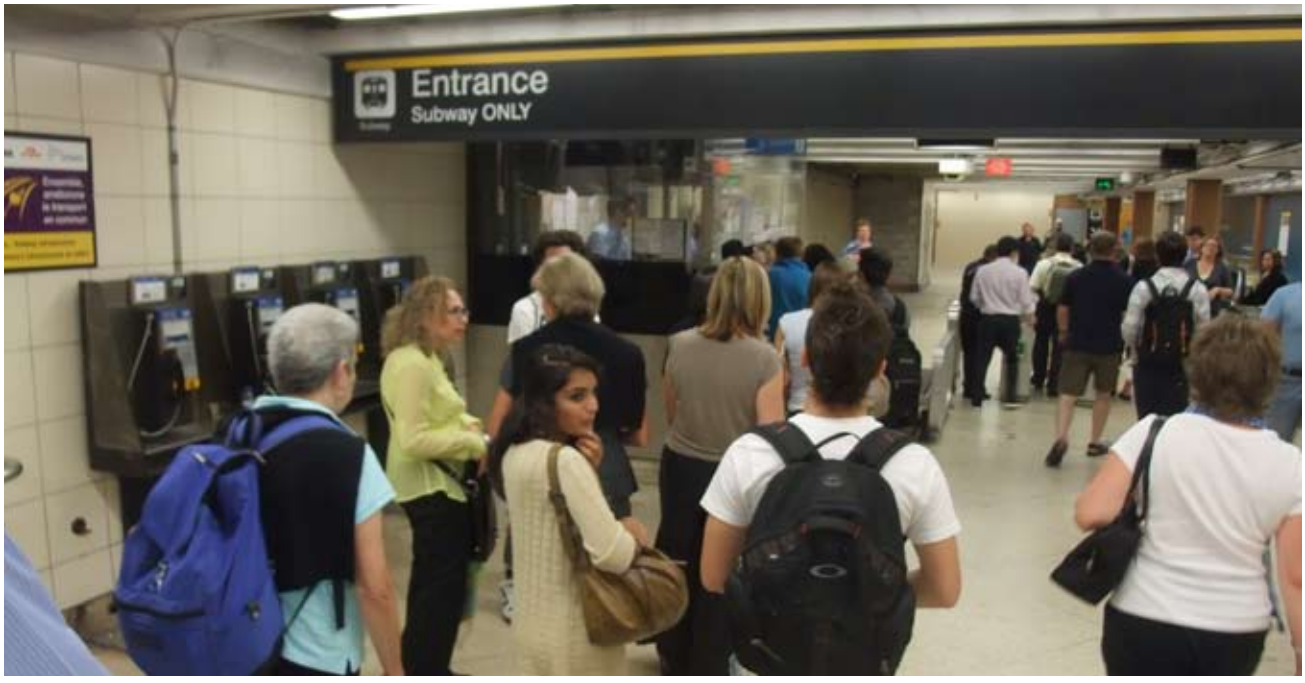
1. **Deliver Best Practice Station Design:** The publicly accessible portions of Union Station and the PATH-connected subway stations are anchors of the PATH network and should implement PATH policies and design guidelines. These areas should be designed to accommodate the highest volume of pedestrian traffic and as high quality public space similar to neighbouring private developments.

2. **Support Transit-Node Development:** Major development adjacent to subway and major rail stations must enhance pedestrian connectivity to transit wherever possible.

3. **Prioritize Through-PATH Connections on Subway Blocks:** On city blocks adjacent to PATH-connected subway stations (the Subway Blocks), major development projects should include through PATH connections into the PATH network or directly into subway stations. PATH investments should provide a continuous through connection to allow further extension of the PATH network onto adjacent blocks.

4. **Encourage New PATH-Subway Connections:** On city blocks adjacent to subway stations that are not PATH-connected but where there are clusters of high density employment and residential uses, major development can enhance pedestrian connections to transit by providing internal pedestrian connections from the street directly into subway stations or existing underground pedestrian networks. Where opportunities for these connections are better achieved through a long term strategy, knock-out panels and other appropriate design considerations may be provided.


Osgoode
Queen
King
St. Andrew
Union
Union Station
The Entertainment District
St. Lawrence
Neighbourhood


Entrance
Subway ONLY

c) Creating Gateways to the Public Realm

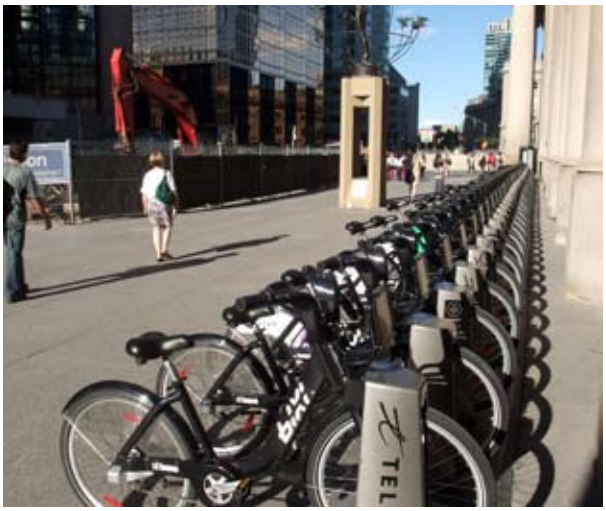
The PATH network is just one part of the Downtown pedestrian network and public realm. Pedestrians also use sidewalks, surface paths, parks and private open spaces to travel through the Downtown. Enhancing the interface of the PATH with these complementary spaces will strengthen the PATH network, ensure more effective and efficient transportation, and enhance the Downtown experience for residents, employees and visitors. Whether at the outer edges of the PATH network or in the centre of the Financial District, "portals" into the PATH will improve the use and experience of the PATH network. Portals are enhanced entry points that are highly visible, uniquely designed and feature comprehensive wayfinding information. Within the existing PATH network, such portals will be encouraged at important and high volume entry points into the PATH network. Neighbourhoods and districts at the edges of the PATH network that contain some of the highest quality pedestrian streets, open spaces and at-grade retail activities in the city will also benefit from PATH portals, which can serve as gateways between the two complementary pedestrian environments.

Objectives:

1. Create Prominent PATH Entrance Portals: Portals can be important points of entry into the PATH network and should be uniquely designed to clearly indicate entry into the PATH network. Portals should feature mapping and wayfinding features and provide accessible connections into the PATH, but can also provide additional pedestrian amenities, such as bike sharing stations, water fountains and information kiosks. The proposed locations of future PATH portals are identified on Figure 5, PATH Network Map, and will be subject to further consultative review as part of the Next Steps.

2. Support Vibrant Pedestrian Areas: Well-designed entry points and portals into the PATH network can be located at the edge of active, pedestrian-oriented neighbourhoods and districts, including those identified in Section 3.3, to provide seamless connectivity with at-grade pedestrian environments and to serve as a threshold and gateway into the neighbourhood or district.

3. Enhance all PATH Entrances: Enhancement of all points of entry into the PATH, including physical, wayfinding and other improvements, will be encouraged in order to maximize utilization of PATH, improve the PATH experience and attract new users.



3.5.2 Sustainability

The PATH network is inherently sustainable. In supporting a walkable Downtown, the PATH network contributes to active transportation, encourages dense urban form, creates economic value and supports greater access for all users. New construction and redevelopment provide opportunities to increase the sustainable nature of the PATH network. The use of green development practices can minimize environmental impacts and the long-term operating costs of PATH environments. Enhanced standards for accessibility, including application of the Accessibility for Ontarians with Disabilities Act and the prioritization of system-wide accessibility will ensure universal access. As an extensive network of climate-controlled space, the PATH augments the existing public realm and serves as shelter from extreme weather and poor air quality.

Objectives:

1. Implement Best Practice Green Design: Property owners and developers are encouraged to fully implement Toronto Green Standard and other sustainable building practices to minimize energy consumption and other environmental impacts that may result from the construction and operation of new and existing PATH environments.

2. Ensure Universal Access: The City will continue to support and prioritize pedestrian activity by ensuring the PATH becomes a more accessible and convenient option for pedestrian travel in the Downtown and by pursuing a universally accessible PATH network that meets the needs of all users. System-wide accessibility will ensure unimpeded and unassisted travel across the entire PATH network which in turn promotes sustainable options for all users. Implementation of the Accessibility for Ontarians with Disabilities Act and related regulations should be achieved for all new and renovated PATH environments.

3. Provide Extreme Weather Relief: During extreme weather or adverse conditions, such as heat alerts and smog advisories, use of the PATH network should be encouraged as a means of relief from such conditions and as a shelter for the general public. Providing a comfortable, convenient pedestrian network encourages the PATH as a sustainable transportation option.

4. Support and Connect to the Public Realm: The PATH network should be promoted as an important network associated with the downtown public realm, through the continued provision of interior open spaces for public use and enjoyment, creation of permanent and temporary public art installations, enhanced connectivity to surface parks and streetscapes, and other means.

5. Support Sustainable Transportation Options: PATH expansion and development will complement other sustainable transportation options. As a priority, the City will work closely with Metrolinx and the TTC to secure future PATH connections, including with transit expansion initiatives identified in the Metrolinx Big Move 2.0 strategic plan and related reports.

3.5.3 Economic Development and Tourism

More than just a means for transportation, the PATH network plays an important role in Toronto's economy and tourism industry. PATH connectivity is essential for major office owners and developers as a means for attracting and retaining tenants, and the below-grade food service, retail and services support the day-to-day needs of downtown employees, residents and visitors. Major cultural institutions, sporting venues and entertainment facilities benefit from PATH connectivity, which gives residents and tourists convenient and climate-controlled access from any nearby transit station.

The PATH should continue to grow as an economic generator and a means for supporting tourism. Cultural, retail, and sports and entertainment will be encouraged to locate on or connect to the PATH network, and wayfinding improvements can make the PATH easier to navigate for all users. New and improved points of entry around public parks and squares, pedestrian streets and other open spaces will promote the PATH as an important network associated with Toronto's public realm. The PATH itself should emerge as an exciting tourism destination, providing an enjoyable means of experiencing the city, hosting major events, art installations and other opportunities, and connecting residents and tourists to key destinations.

Objectives:

1. Collaborate to Market the PATH: Retail providers, cultural and entertainment providers, and hotel operators are encouraged to promote the use of the PATH network as a safe, convenient and climate-controlled means for tourists and other users to access and navigate the Downtown.

2. Attract Arts and Culture: Retail, cultural and entertainment providers are encouraged to locate on or connect to the PATH network and to provide convenient access for PATH users.

3. Promote the PATH: The PATH network should be promoted as a tourism destination through promotional means and by encouraging the use of PATH for engaging and exciting events and installations, such as public art, live music and other means.

4. Enhance PATH Wayfinding: PATH wayfinding should be enhanced through effective design, visual cues, directional signage and maps, and other means to ensure convenience of use and to attract additional users. Enhanced PATH wayfinding initiatives should be co-ordinated with other City wayfinding initiatives to support universally recognized wayfinding systems for residents, employees and visitors.

5. Enhance PATH Entry Points: Enhanced PATH connections and entry points should be encouraged around public parks and squares, important pedestrian streets and other open spaces to support an integrated, accessible and high quality public realm.

6. PATH Stakeholders / City Engagement: Landowners and businesses on or adjacent to the PATH network are encouraged to continually engage with the City regarding PATH planning, development and programming to ensure a collaborative approach to the continued evolution of the PATH and ensure the ongoing successful use and growth of the network. The City will also pro-actively engage community stakeholders on PATH issues and opportunities.

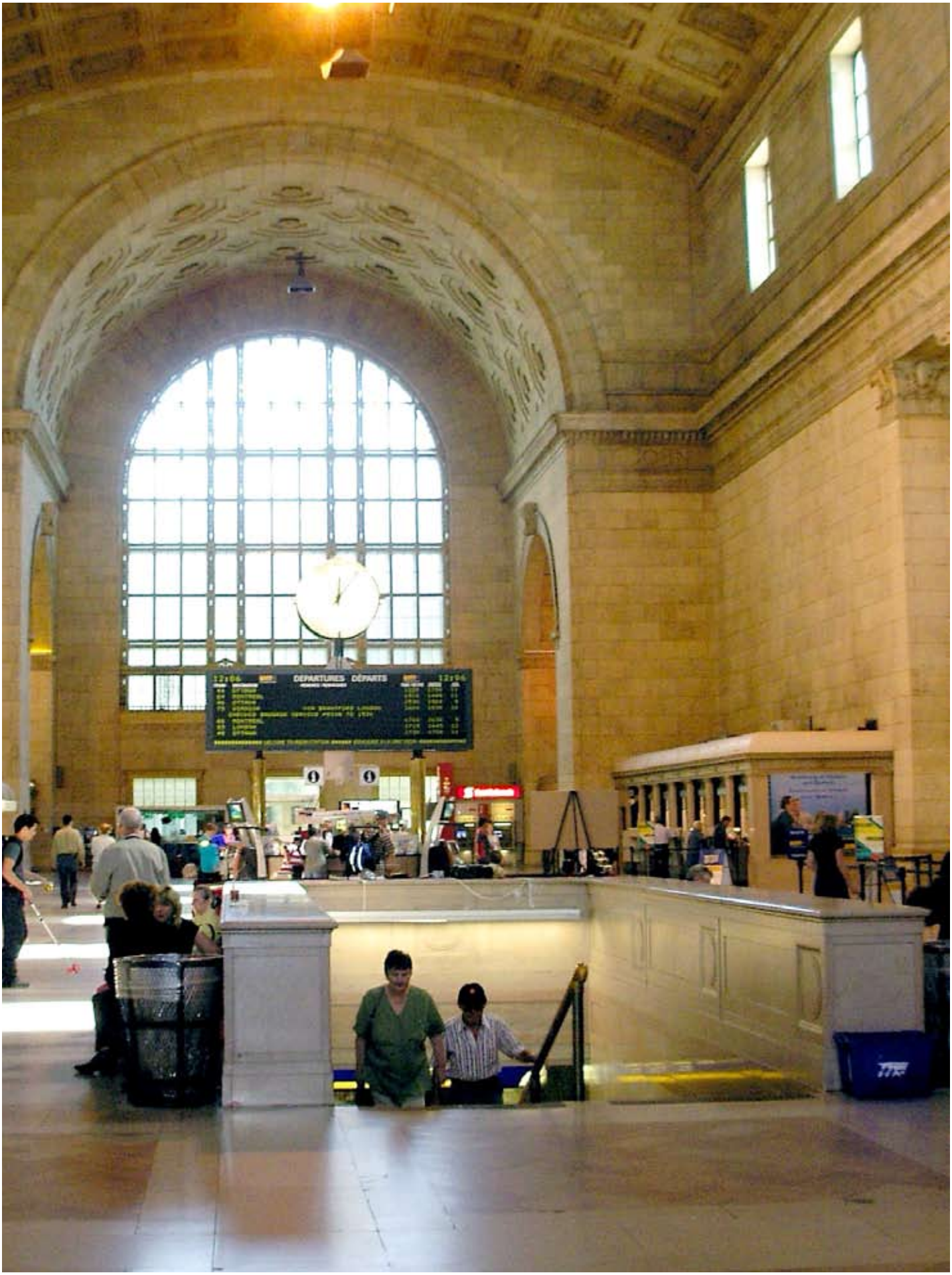
3.6 PATH Design Guidelines

Since the existing PATH design guidelines were implemented over 15 years ago, a number of planning, design and operational challenges have emerged within the PATH network. To reach new destinations and accommodate a more diverse population, the PATH Vision Framework addresses these challenges through a comprehensive update to the design guidelines, prepared as part of the PATH Master Plan process.

Through analysis of existing issues and conditions, as well as engagement with stakeholders and PATH user surveys, the updated guidelines will shape improvements to the quality, function and appearance of the PATH pedestrian system in the downtown. The guidelines will apply to proposed extensions of the network, as well as to renovations and/or improvements to existing areas of the PATH. The guidelines shall be a document separate from the Master Plan, which can be updated from time to time as necessary.

For ease of reference, a copy of the *Design Guidelines for PATH and Other Climate-Controlled Pedestrian Networks* is included in Appendix C. Major updates to the guidelines include:

- Existing and New PATH Environments
  - Below grade: animated by public art, natural light, retail, interactive signage and advertising.
  - At grade: mid-block connections, lobbies through buildings.
  - Above grade: new bridge connections south of Front Street.
- Accessibility standards for an aging and diverse population, including mobility, hearing and visual impairments.
- Recommendations for improved safety and security
- Recommendations to improve wayfinding.


DEPARTURES DÉPARTS

Part 4: Implementation and Next Steps

4.1 Introduction

Successful implementation of the PATH Vision Framework will require a collaborative effort by the City of Toronto and a range of stakeholders. In addition to the planning objectives outlined in the previous section, additional collaborative studies will be required and are described below.

Successful implementation of this Plan requires integration with other planning frameworks. PATH-supportive policies should be integrated into the upcoming Toronto Official Plan 5-year review, and are proposed are identified in Appendix B.

4.2 PATH Signage and Wayfinding

Effective signage and mapping are critical tools to help people reach their destination safely and conveniently. The existing PATH wayfinding system was developed over 15 years ago, and requires a number of updates to remain effective and coordinated with other wayfinding systems, technology, regulations and policies associated with the City of Toronto's pedestrian network. Next steps should include studies to investigate and recommend specific improvements addressing:

1. Potential development of a comprehensive digital (WIFI/Cellular) network that is accessible throughout the PATH network, providing mapping and geographic positioning services to PATH users via mobile devices such as smart phones.

2. Partnership opportunities with tourism marketing agencies (such as Tourism Toronto) to maximize marketing of the PATH network. For instance, partnership initiatives may address: coordinated marketing materials, or coordinated staff training about the PATH network.

3. An updated physical mapping and signage system that more effectively assists people to reach their destination. More specifically, updates should include:

a. Prominent identification of major places and landmarks on signage and mapping (e.g. this way to Union Station) to assist PATH users to orient themselves at every point within the network.
b. 'You are Here' markers and other graphic navigation aids on physical maps

4. Accessible design standards for signage and mapping that are easy to read and understood by a diverse range of PATH users, including seniors and people with impairments to vision and mobility.

5. Opportunities to integrate mapping of the PATH network with other City of Toronto signage and wayfinding initiatives, and with other relevant agencies and organizations, such as the TTC, and private property owners.

6. Funding for developing an improved wayfinding system should be explored through the City's capital works program and public-private partnership with associated BIAs and possibly other stakeholder groups.

7. Investigate the potential to develop an individual unit numbering system (visually posted) for all properties in the PATH system that would allow emergency responders to use as reference points to communicate with site commander during incidents.

8. Investigate the potential to develop a system wide exit door numbering system that would identify exit doors individually throughout the PATH system.

9. Where applicable, investigate the potential to develop a system wide location identifier which would permit a person to advise emergency responder the location in the PATH system without needed to know the address or name of the closest building.

4.3 PATH Expansion and Development

Under development for the past 80 years, the PATH network's incremental pattern of growth and evolution will continue into the future. PATH growth will be guided by this Plan and the policies of the Toronto Official Plan, providing additional clarity and certainty for developers and property owners in the Downtown. New construction, redevelopment and renovation will be encouraged to deliver consistently high quality PATH environments, guided by the implementation of the PATH Design Guidelines, as updated, and this Plan. PATH expansion and development should embody the following principles:

1. Opportunities to expand the PATH network beyond what is envisioned in this Plan shall be considered through the planning approvals process, periodic review of this Master Plan or other complementary processes. All new PATH development will implement the PATH Design Guidelines and the general intent of this Plan will continue to be maintained. Where the opportunity exists to secure new priority links in the context of the planning approval process, the City may request a feasibility study to provide further details on how the connection will be designed and integrated into the development. A prototypical Terms of Reference for a PATH feasibility study is provided in Appendix A.

2. Where new priority PATH extensions are identified or where there is an interest in protecting long-term PATH corridors (e.g. through the provision of knock-out panels or other means), the PATH Network Map should be updated to reflect these changes. Criteria for establishing new links shall include one or more of the following:

- Creates a new PATH connection within the Financial District
- Is located on a subway block
- Provides a through connection to adjacent ('downstream') sites for defined network expansion as identified on the PATH Network Map.
- Expands the PATH network to reach one or more key destinations identified on the PATH Network Map.
- Facilitates connection to a future PATH Portal, as identified on the PATH Network Map.

Furthermore, criteria for establishing a 'priority' status on new links shall include one or more of the following:

- Provides a connection to the emerging southern financial district and to the Central Waterfront.
- Provides significant benefits to support the overall network, adjacent properties and connections to the public realm and will be completed in the short or medium term.
- Provides a PATH connection to Union Station or a subway station.
- Is demonstrated to address pedestrian demand in high activity areas.

3. The development or redevelopment of new or existing PATH environments will be designed according to the PATH Design Guidelines and will be reviewed through the site plan approval process where appropriate. The partial conversion of existing parking garages to facilitate PATH connections, or the provision of knock-out panels to permit future partial conversions will be considered.

4. As part of this process, City staff may request more detailed interior drawings of the PATH environment to ensure implementation of the PATH Design Guidelines and the policies of this Plan.

5. Where the renovation of PATH areas does not trigger the planning approval process, property owners and developers are encouraged to implement the PATH Design Guidelines to ensure consistency in the quality of the PATH experience for all users.

6. Further work should be undertaken on portal requirements in the next steps for PATH planning, and guidelines for the design of PATH portals should be included in the PATH Design Guidelines. A preliminary list of criteria to consider in siting and designing new portals includes:

<u>Siting:</u>

- Provides direct connection or adjacency to transit stops and/or transit stations and/or bike share station.
- Located within or directly adjacent to a major public park or streetscape, as identified on Figure 5, PATH Network Map.

<u>Design:</u>

- Design should be primarily transparent.
- Clear and prominent signage.
- Design that is subject to an architectural competition, or a design review panel.
- Should include an enclosure that shelters against wind and rain; mapping of the PATH, immediate surroundings, transit and other key information; lighting; and bicycle parking.

Portal design should reflect their significance as prominent design elements of the PATH network. Design and implementation of PATH portals should be coordinated, and may occur in partnership with the City, BIAs, property owners, and other key stakeholders. Where possible, one or more BIA's should assume a lead role to initiate the design of the first PATH Portal, as a pilot study for other PATH portals in the Downtown.

7. Where construction work may temporarily impact or close the PATH network, the applicant should demonstrate to City staff that the period of construction and/or closure has been minimized to the extent possible and any potential negative impacts to pedestrian activity/realm have been mitigated to an extent deemed acceptable by City Planning Division staff.

8. Community Improvement Plans that include the PATH study area should be amended to ensure consistency with this PATH Master Plan.

9. The expansion and development of the PATH will not only address its physical growth, but also the hours of operation and support for a mix of uses and activities. This will reflect the continuing evolution of the PATH's growing role to support residential, employment and tourism growth in the downtown. New PATH environments should be designed for consistency in experience, including access, accessibility and availability, and should be available at minimum during all TTC subway operating hours.

10. In planning for the PATH, emergency management measures should be addressed including preparation of:

- An emergency management plan and evacuation plan;
- A hazard identification and risk assessment review;
- Coordinated PATH system mapping for emergency responders; and
- Coordinated PATH system communications for emergency responders

The extent to which these initiatives can be prioritized will need further discussion, as will among other things, the opportunities that may exist to readily integrate individual building/block emergency plans/systems into a broader PATH network system. Stakeholders involved in PATH safety and security (e.g. the PATHCOM committee) should provide the expertise to address these issues.

11. The PATH network provides an opportunity for efficient and unimpeded courier access to major office buildings in the downtown, enabling a significant number of pedestrian courier trips every day. This is a vital support for businesses and reduces courier vehicle traffic in congested areas of downtown. City staff support opportunities to improve courier operations in the PATH network, in consultation with courier associations and other stakeholders, including:

- Provision of dedicated curbside loading areas for courier vehicles to co-ordinate with courier foot traffic, adjacent to key PATH entrances where feasible; and
- Assisting with design considerations in the development review process to secure pedestrian courier amenities, including storage facilities, courier "hubs" and PATH connections.

4.4 PATH Partnerships and Investment

4.4.1 Partnerships

The Master Plan study process has identified a shared interest in developing a long term working partnership between the City and PATH stakeholders, to leverage maximum private and public sector benefits, in part by providing a means to fully communicate and effectively coordinate on future PATH related initiatives.

One of the key next steps in the implementation phase of the Master Plan will be the development of a partnership of City Divisions and key stakeholders to address the future ongoing planning and operation of the PATH network. The Master Plan study process has identified a number of stakeholders, including property owners and management groups that have an interest in the future of the PATH. Various community groups, resident's associations, agencies and others have also expressed an interest in the future direction of PATH.

1. Following completion of this Master Plan, it is recommended that the City, through its various Divisions, initiate outreach to key PATH stakeholders with the intent of forming a PATH Partnership Group (PPG).

2. Depending on the operations and planning issues to be addressed by the PPG, guidance will be provided by applicable legislation including building codes, by-laws, planning legislation and other laws, codes and established or emerging practices as may be applicable. It is anticipated issues that are operational in nature would be resolved through consensus.

3. Through the PPG, City staff will seek to actively coordinate public realm projects , infrastructure investments and other similar initiatives in order to maximize investment and public benefit in the PATH network, and to ensure an effective integration with the larger public realm and transportation networks. Partnership initiatives that may be considered through the PPG may include (but are not limited to):

- Integration of PATH with downtown streetscape and ROW improvements
- Integration of PATH wayfinding and signage programs with other initiatives
- Coordination of PATH planning and operation with transportation and transit investments
- Collaboration respecting PATH advertising opportunities and the potential to apply a portion of revenues to PATH related initiatives.

4.4.2 Investment

Since the Royal York Hotel first connected to Union Station in 1929, the PATH's continued growth and evolution has been largely achieved by private sector development and investment. Through the City of Toronto's strategic support, the PATH represents a successful partnership between the City and private sector interests.

Implementation of this Plan is a long-term prospect aimed at leveraging maximum benefits over time. The continued growth of the PATH will depend on strong partnerships and cooperation between the City, landowners, developers, TTC and other stakeholders. New opportunities may also arise through related initiatives, including larger-scale wayfinding programs and future infrastructure investments (such as Union Station revitalization or other transit improvements to the downtown). Opportunities to partner with and build on related initiatives such as these will open up new means for enhancing the PATH network. The City will continue to encourage investment in the PATH and support its continued growth and evolution through further consideration of the following:

1. The City of Toronto, TTC, adjacent property owners and business improvement areas may investigate partnership opportunities to fund reconstruction and/or rehabilitation of subway stations directly connected to the PATH network.

2. To support reinvestment in PATH-connected subway stations, the City may consider the following tools:

a. Allowing the use of Section 37 contributions from new development to be directed to subway station improvements;
b. Encouraging BIAs and local business groups to support subway station reinvestment; and
c. Encouraging property owners to extend the features and finishes of neighbouring properties into the subway station, where appropriate and in consultation with the TTC and the City.

3. The City may consider the potential to secure alternate means of funding or incentivizing construction, where a priority PATH connection has been identified but cannot be obtained through the planning approval process.

Appendix A:
PATH Feasibility Study – Prototypical Terms of Reference

Study	***PATH Feasibility Study – Prototypical Terms of Reference***
Description	The PATH Feasibility Study provides a means for understanding and assessing opportunities to connect to, enhance and grow the PATH network. The Study is intended to assist the applicant in implementing new PATH connections and related uses while understanding potential long-term PATH demand and usage. The Study will also assist City staff in reviewing and assessing the proposed application according to the *PATH Pedestrian Network Master Plan*, the *Design Guidelines for PATH and Other Climate-Controlled Pedestrian Networks* and other relevant PATH policies, such as policies ___ of the City's Official Plan. The Study should be based on established pedestrian planning and engineering principles and supplemented by local survey data or experience, if available. The Study requirements can be addressed in letter format with attached documentation and plans, where required. City planning staff can provide details regarding the scope and issues to be addressed in the PATH Feasibility Study. It should be noted that in general, an environmental assessment study is not required when PATH infrastructure improvements are provided in conjunction with new development. However, it is the applicant's responsibility to confirm the need for any approval needed to address provincial Ministry of the Environment requirements.
When Required	A PATH Feasibility Study may be required for major development (e.g. generally 10,000 m^2 or larger) in areas on or near the PATH network, including "Priority Links" as identified on the PATH Network Map. A PATH Feasibility Study is required for the following applications: • Official Plan Amendment • Zoning By-law Amendment • Site Plan Control applications Applicants are encouraged to contact City staff to confirm the need for and scope of a PATH Feasibility Study. The authority to request this work is provided by policy ____ of the City's Official Plan *(new policy proposed through the* PATH Pedestrian Network Master Plan*).*
Rationale	The PATH Feasibility Study is required to: • Provide a clear understanding of PATH connectivity objectives for the subject site; • Identify opportunities to expand the PATH network through new connections, retail opportunities and other elements of the PATH network (e.g. knock-out panels); and • Identify barriers to new PATH connections and outline approaches to mitigate such barriers.

Required Contents	The PATH Feasibility Study will contain:
	
	• A description of the proposal including all proposed publicly-accessible pedestrian and retail environments (below, at and above grade);
	• A graphic and written description of existing and planned elements of the PATH network within close proximity to the subject property;
	• A plan developed to a conceptual level of detail and written description of the proposed PATH routes, points of entry, associated retail space, connection points to existing and planned off-site PATH environments, location of knock-out panels (where necessary), etc.;
	• Population and pedestrian forecasts for PATH usage that consider the proposed development as well as existing, planned and projected developments that may impact use of the PATH within the subject property;
	• A description of how the proposed PATH improvements will support additional PATH connectivity from neighbouring properties and future 'downstream' development;
	• Identification of relevant *PATH Pedestrian Network Master Plan* policies and compliance with such policies, as well as compliance with policies ___ of the City's Official Plan and the *Design Guidelines for PATH and Other Climate-Controlled Pedestrian Networks*;
	• Where current or future connectivity to the PATH is not feasible, justification for not connecting to the PATH network and approaches to mitigate impacts to the PATH network and pedestrian circulation generally, including:
	  ○ The provision of knock-out panels,
	  ○ Alternative means to enhance on-site pedestrian circulation and reinforce PATH connections, and
	  ○ Contributions to the City's PATH implementation fund.

Appendix B:
Proposed Toronto Official Plan Updates

Proposed Toronto Official Plan Updates

The Toronto Official Plan includes descriptive text and policies that guide the development and implementation of the PATH network. As part of the statutory 5-year Official Plan review process, these (and other policies) will be revisited through a comprehensive review. The following outlines excerpts from the current Official Plan that relate to the PATH network. Proposed updates are also identified for inclusion in the updated Official Plan, subject to the comprehensive review process.

Current Official Plan Excerpts

Section 2.2.1:

"The PATH system of underground walkways offers an alternative, especially in winter, for moving between the major office towers, City Hall and the Eaton Centre. It plays an important role in moving commuters from rapid transit stations to their workplace and is an attractive feature in the marketing of Downtown office space and in promoting tourism and the convention business."

Policy 2.2.1.12:

"The expansion of the underground pedestrian network (the PATH system) will be supported by encouraging new development to connect to the system."

Policy 3.1.1.13:

"Interior shopping malls, underground concourses, plaza walkways, and private mid-block connections will be designed to complement and extend, but not replace, the role of the street as the main place for pedestrian activity. They should be accessible, comfortable, safe and integrated into the local pattern of pedestrian movement with direct, universal physical and visual access from the public sidewalk and clear path-finding within.

Additional infrastructure needed for the building of new communities will be laid out and organized to reinforce the importance of public streets and open space as the structural framework that supports high quality city living.

Proposed Updated Official Plan Policies

The PATH network is an important part of the downtown pedestrian network, offering an alternative means for accessing and navigating downtown's major office towers, retail amenities, cultural and entertainment resources, civic facilities, and other destinations. It plays an important role in moving commuters from rapid transit stations to their workplace, should provide a large variety of retail and service amenities for residents and employees, and conveniently links many cultural, sporting and entertainment and tourist attractions for the benefit of visitors and residents.

1. Expansion and redevelopment of the PATH network will be supported by encouraging new development to connect to the system. For major new development in areas on or near the PATH network, the City may request additional information including a PATH feasibility study, to address PATH network expansion and/or secure new PATH connections.

2. Union Station and the subway stations directly connected to the PATH are the anchors of the PATH network, serving as the primary focal points for pedestrian traffic. New development on and around these transit anchors can help grow and enhance the PATH network and improve access to transit.

3. The continued growth and evolution of the PATH network requires extensive cooperation and coordination. The City will continue to work with property owners, developers and other stakeholders to ensure the PATH network evolves as an even greater resource for the thousands of users who use it every day.

4. Interior shopping malls, underground and above-ground concourses, plaza walkways, and private mid-block connections will be designed to complement and extend, but not replace, the role of the street as the main place for pedestrian activity. They should be accessible, comfortable, safe and integrated into the local pattern of pedestrian movement with direct, universal physical and visual access from the public sidewalk and clear wayfinding within. These complementary pedestrian areas will be designed as high quality spaces within the broader public realm, and their design will be reviewed and secured through the development review process or by other applicable means.

Additional infrastructure needed for the building of new communities will be laid out and organized to reinforce the importance of public streets and open space as the structural framework that supports high quality city living.

Appendix C:
Design Guidelines for PATH and Other Climate-Controlled Pedestrian Networks

Note:
When referring to the design guidelines, please reference the standalone version of the document contained in this appendix for the latest version.

URBAN STRATEGIES INC.

PATH Pedestrian Network

Master Plan

TORONTO

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