



# Port Lands Zoning Review CCM Meeting #1

Ralph Thornton Community Centre  
March 21, 2019  
7:00 PM – 9:00 PM

Anthony Kittel  
Project Manager  
City Planning, City of Toronto



# Agenda + Overview

## Purpose

- Introduce the Port Lands Zoning Review and Production, Creative, Interactive (PIC) Core Urban Design Guidelines
- Present the emerging Zoning Review, including use permissions, density, height, animation and parking
- Obtain feedback from the public

## Agenda

- Zoning Review Process Context
- Zoning Review Emerging Direction
- Questions of Clarification

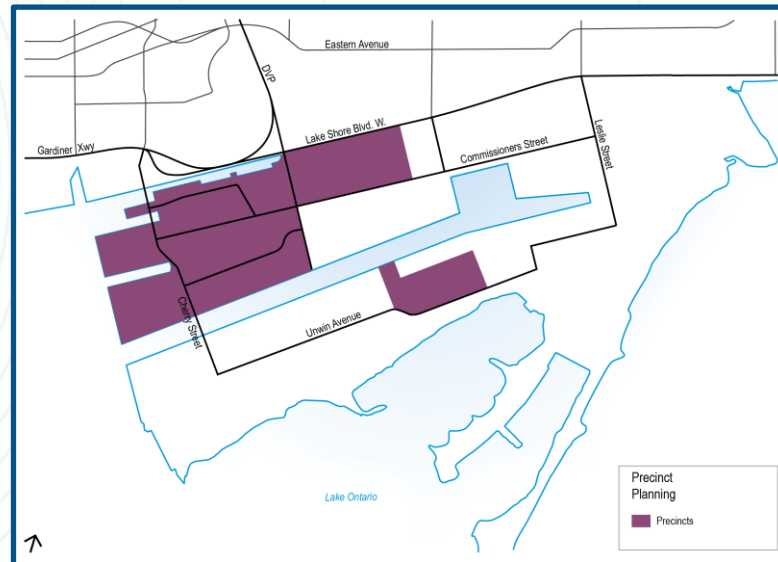


# Introduction



# Planning for Mixed-Use in the Port Lands

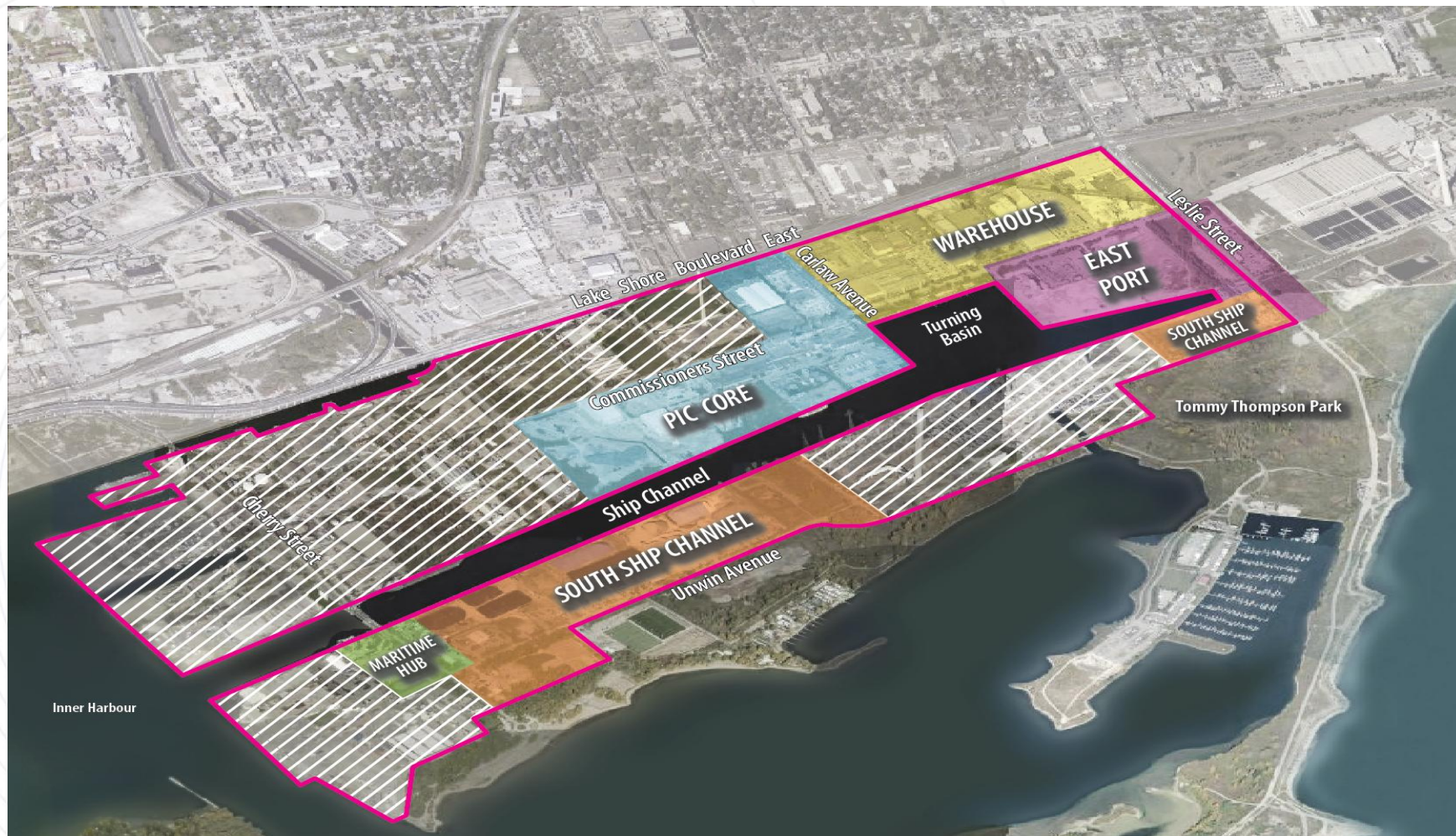
- The Port Lands Planning Framework includes **four mixed-use precincts** that will accommodate up to 30,000 residents.
- The Framework also identifies the **Hearn Generating Station** as a major Catalytic/Destination site that does not permit residential but requires more detailed precinct planning.
- The **Central Waterfront Secondary Plan** requires precinct planning for mixed-use areas to be undertaken prior to rezoning.
- These **mixed-use** and **catalytic/destination** precincts will follow their own planning processes and **are not included** in the Zoning Review or PIC Core Urban Design Guidelines.







# Employment-Focused Districts





# Port Lands Zoning Review

**The City is undertaking a Zoning Review for the Port Lands, with the objectives of:**

## **MODERNIZING PORT LANDS ZONING**

- The current zoning for the Port Lands is over 25 years old, dating back to the 1993 Official Plan.
- Outdated regulations results in rezoning or minor variance applications for many land uses.
- Many desirable land uses are not currently permitted, whereas some unwanted uses are allowed.
- The Zoning Review will modernize the Zoning By-law and clarify uses and definitions.

## **IMPLEMENTING THE PORT LANDS PLANNING FRAMEWORK**

- The Port Lands Planning Framework provides direction on land use in the Port Lands Districts.
- Focus on the districts that will not undergo precinct planning in the foreseeable future.
- Enable the land uses that Council endorsed for each of the Districts within the Study Area.

## **CREATING GREATER FLEXIBILITY, CLARITY AND ACCESSIBILITY**

- Introduce greater flexibility, transparency and accessibility by using modern zoning
- Consistency with City policies and plans, including the Port Lands Planning Framework.
- Make it easier for landowners and the public to understand the City's requirements and intent for these areas.



# Port Lands Zoning Review

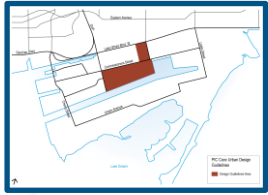
## What is a Zoning By-law?

- Zoning is a legal tool in the *Planning Act* that allows municipalities to regulate the use of land and implement the policies of the Official Plan
- It protects areas from incompatible land use and regulates the scale and intensity of development
- It contains specific regulations for permitted uses, densities, building height, floor area, building setbacks, parking requirements and other standards.

## How does Zoning Work?

- The Port Lands is divided into different zones where different land uses (such a parks, heavy industry and lighter industrial uses) are permitted
- Changes to zoning are approved by City Council and must be consistent with the in-force Official Plan





# Production, Interactive and Creative (PIC) Urban Design Guidelines

The Port Lands Planning Framework includes a set of urban design and built form principles which establish the overall vision for the Port Lands. The PIC Core Urban Design Guidelines will further expand on the urban design and built form direction of the Planning Framework.

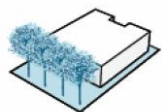
The Urban Design Guidelines are:

- meant to provide **flexibility** based upon the use and site-specific conditions
- provide robust and **consistent direction** on how the Port Lands will evolve over time
- applied at various stages of the development review process and will also inform Context Plans
- developed concurrently with, and will be informed by, a **PIC Core Zoning By-law**

## IDENTITY

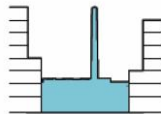


Buildings Will Respond To Surrounding Context And Character Defining Features



Wide, naturalized, landscaped setbacks required adjacent to key streets

## LEGIBILITY

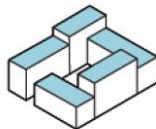


Buildings heights and placement will preserve, create and accentuate views

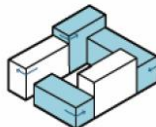


Building placement will permit the extension of the public street network

## DIVERSITY

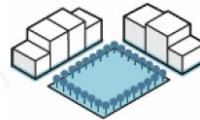


Diversity through different building heights and height shifts

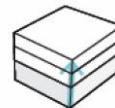


Diversity through strong, repeating vertical articulation and facade designs

## ADAPTABILITY



Urban street-edge relationships with buildings framing the public realm



Minimum building heights and floor to floor ceiling heights for non-residential on key frontages

## ACTIVITY



Activate with high ground floor ceiling heights and a wealth of details

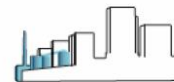


Ground-level facades should be 70% transparent

## SKYLINE TOPOGRAPHY



Buildings will contribute to the creation of a distinct and dynamic skyline



New buildings will not detract from or dominate the port lands existing skyline





# Production, Interactive and Creative (PIC) Urban Design Guidelines

DTAH has been retained to assist the City in developing Urban Design Guidelines and is beginning with a review of the PLPF and the Zoning Review progress to date. The PIC Core Urban Design Guidelines will include enhanced direction on:

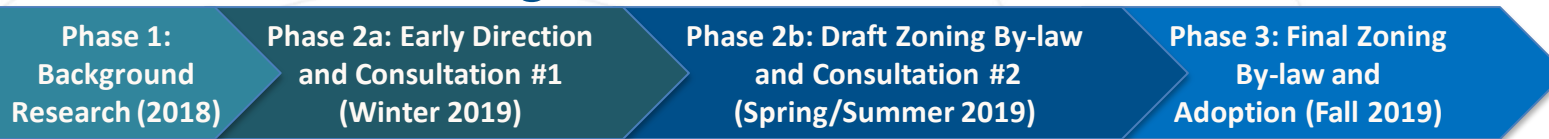
- PIC Core Land Uses and Building Typologies
- Massing, scale, built form, transition and activation
- Public realm and streetscape design
- Site organization
- Compact urban form and urban street edge relationship
- Streets and blocks
- Resilient materiality and adaptive reuse
- Parking standards
- Film-Friendly Local Streets
- Biodiversity and Sustainability
- Design Excellence
- Landscaping and screening
- Secure perimeters

The PIC Core Urban Design Guidelines study has only recently begun and the City, Waterfront Toronto and DTAH are still undertaking research and analysis, as well as early consultation discussions.

# The Planning Process



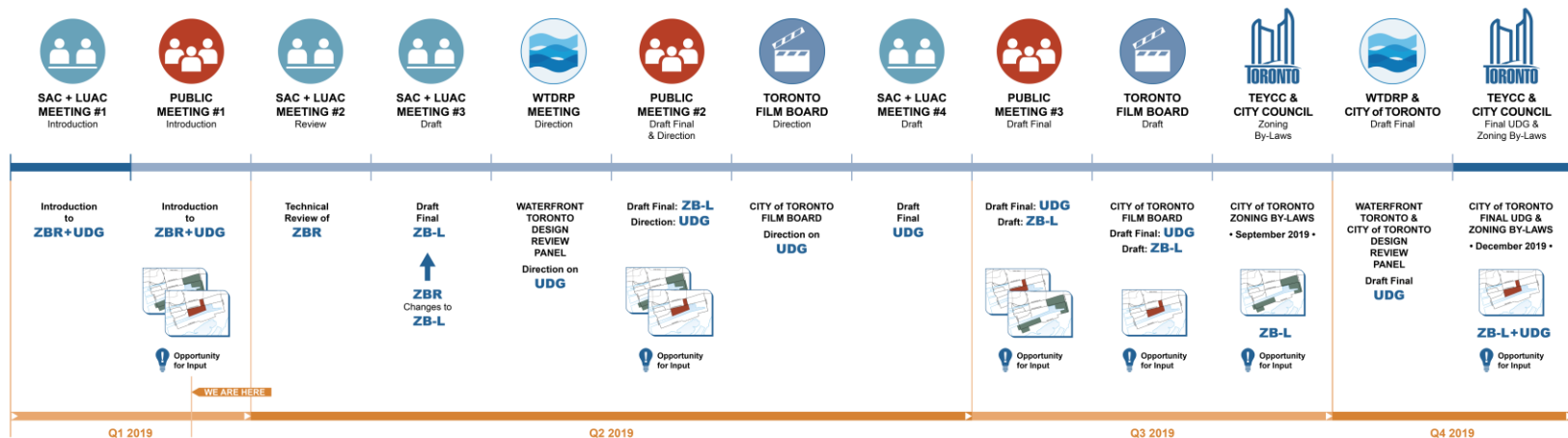
# Port Lands Zoning Review



# Production, Creative, and Interactive (PCI) Core Urban Design Guidelines



## Consultation Opportunities





# Context



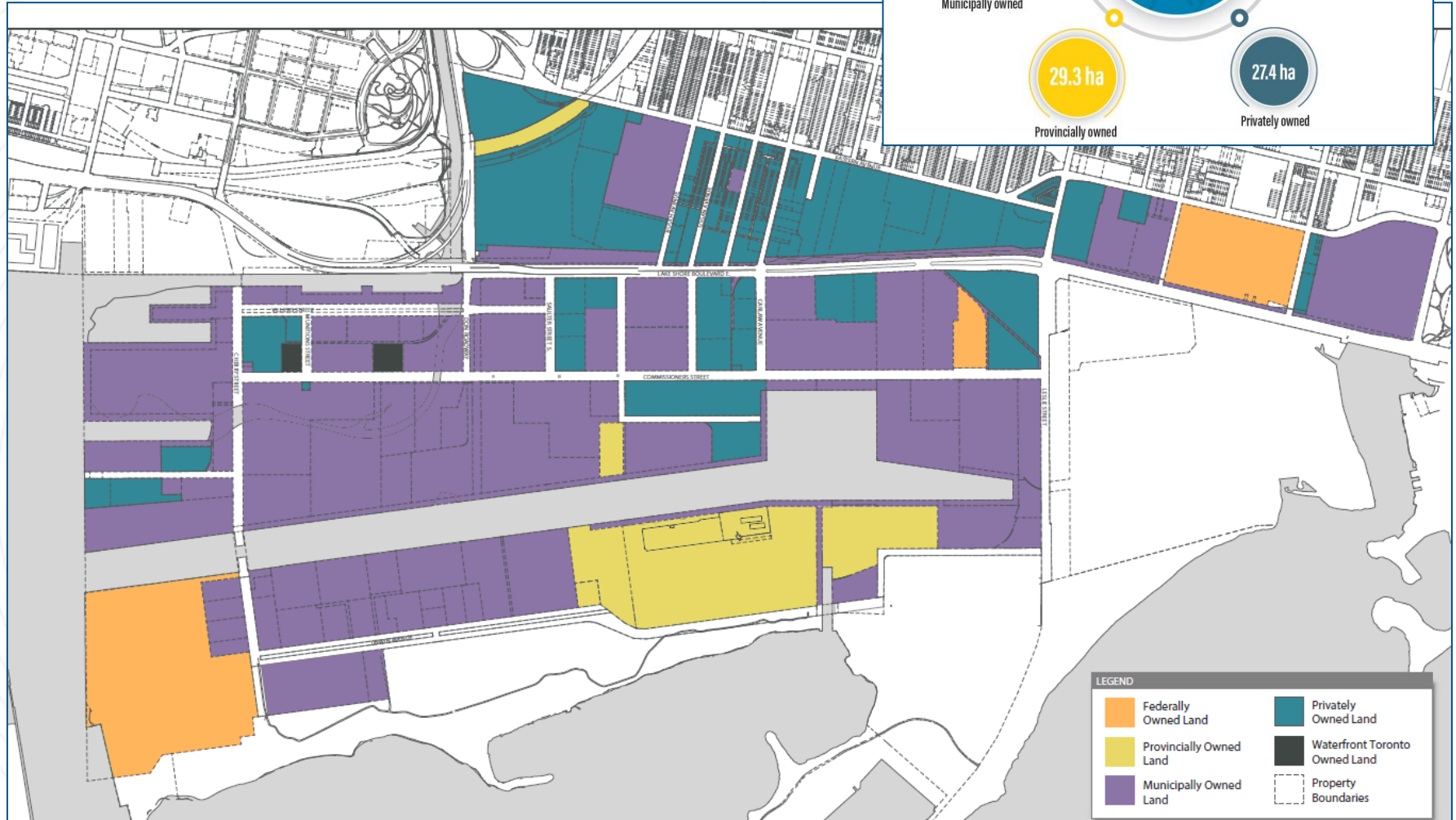


# The Port Lands Today



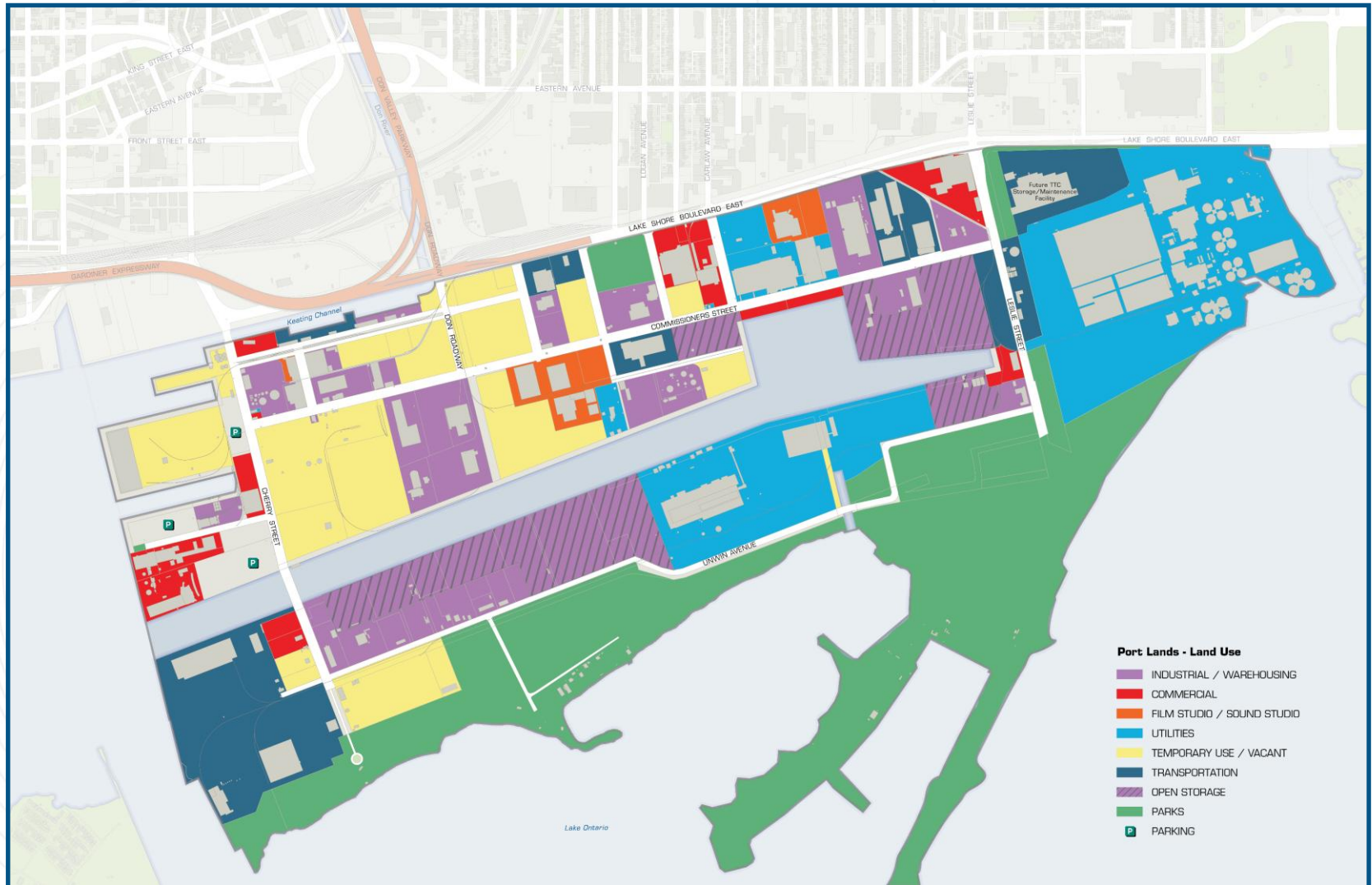


# Diverse Ownership (2017)





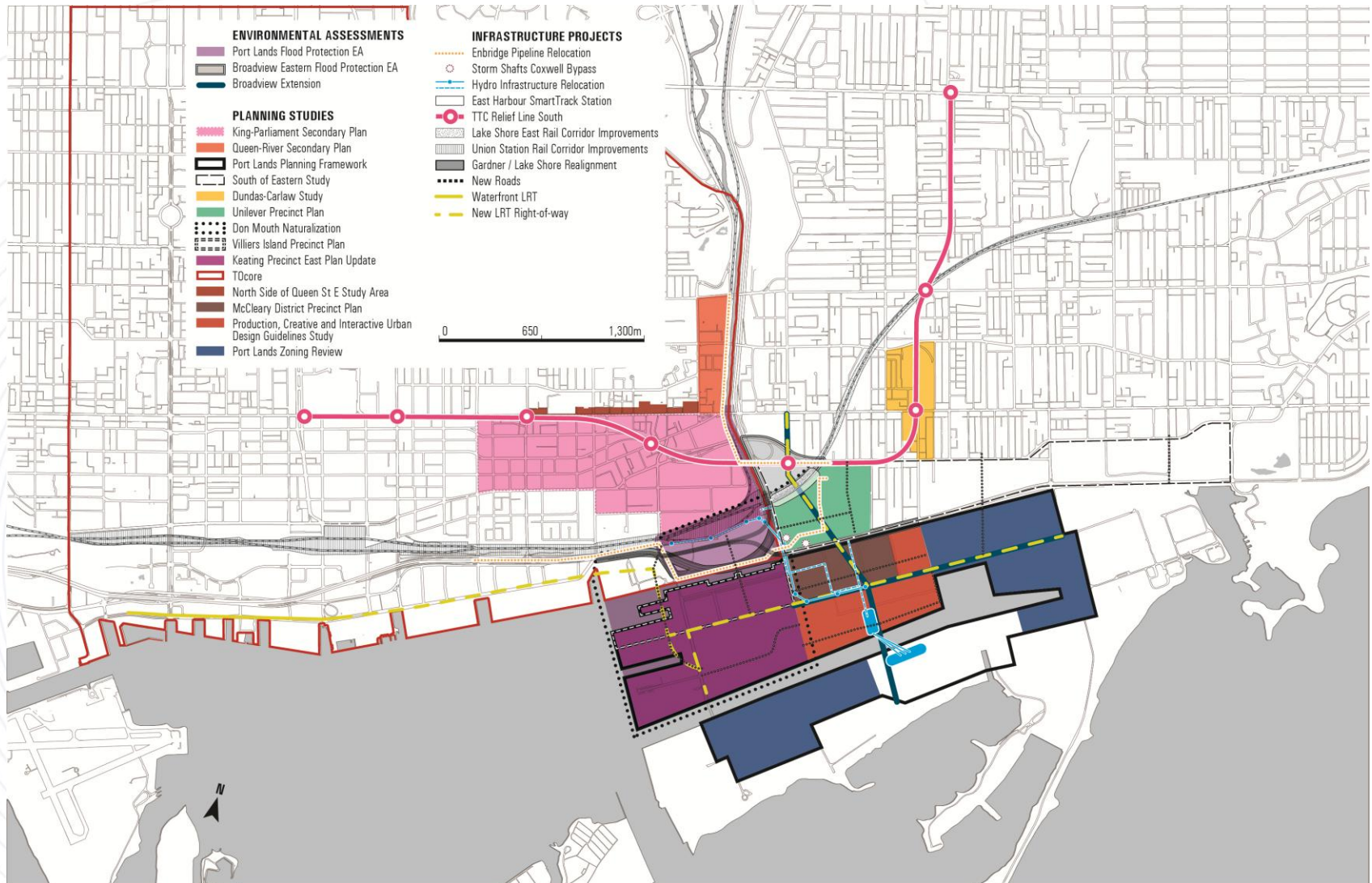
# Current Land Use (2018)







# Lower Don/Port Lands/South of Eastern Projects

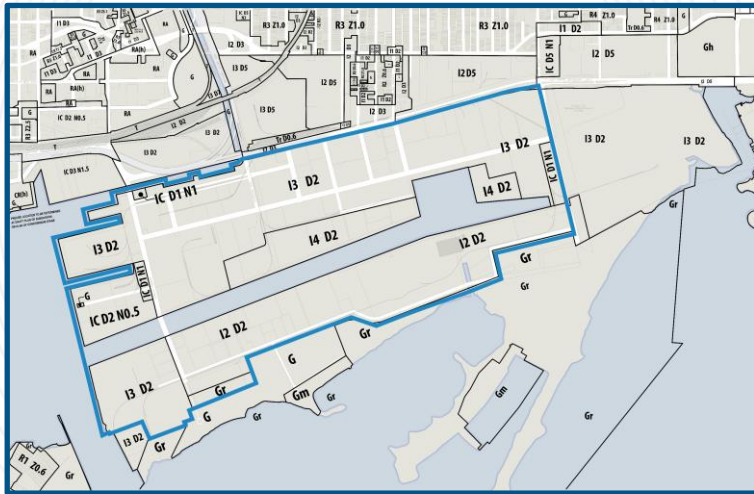




# Zoning Tools

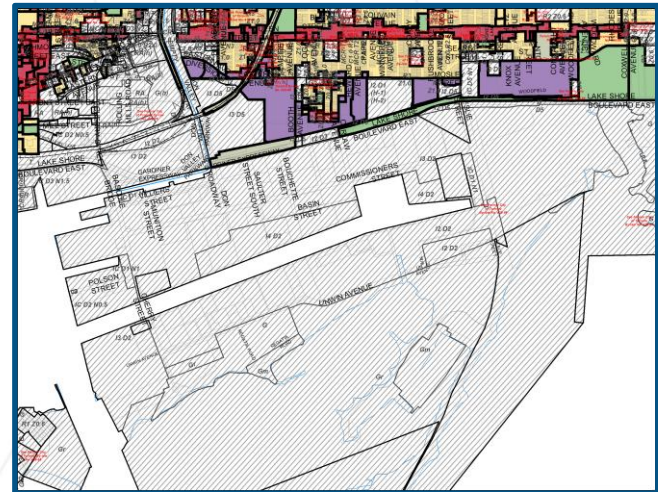
## Former City of Toronto Zoning By-law No. 438-86

- In force within the Port Lands
- Zoned I2 (light industrial), I3 (medium industrial) and I4 (heavy industrial)
- No longer reflects City policy and plans for the Port Lands
- **Will no longer be used for any future Port Lands rezonings**



## City of Toronto Zoning By-law No. 569-13

- Enacted by City Council on May 9, 2013 to replace the various pre-amalgamation zoning by-laws and antiquated zoning categories, uses, definitions and performance standards
- Modernized approaches to zoning that applies across the City of Toronto
- **Will be used for all future rezonings in the Port Lands**



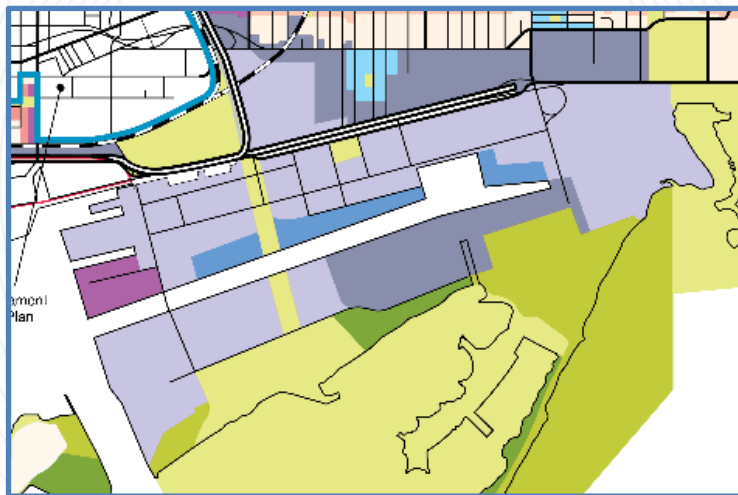




# Official Plans

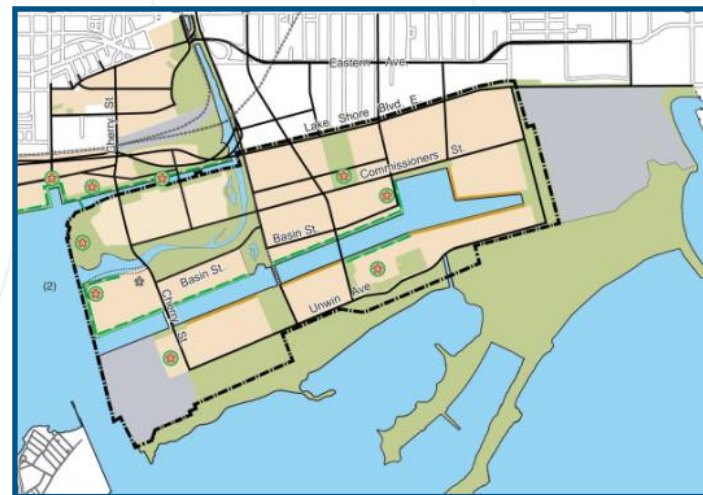
## Former City of Toronto Official Plan

- In force within the Port Lands
- Port Lands land use designations are *Industrial* and *Open Space*
- Waterfront, Industrial, Environment and Parks policies apply to the Port Lands
- No longer reflects City policy and plans for the Port Lands



## Central Waterfront Secondary Plan

- Not in force within the Port Lands but guides waterfront revitalization
- Appealed to the Local Planning Appeal Tribunal (LPAT)
- Port Lands largely designated *Regeneration Areas* and *Parks and Open Space*
- *Regeneration Areas* allow for a wide variety of land uses, including residential, industrial, office, retail, community services and parks.





# Port Lands Planning Framework

Adopted by City Council on December 8, 2017 as the 50-year vision of the revitalization of the Port Lands, with a number of Districts and land use typologies that create unique mix of employment-focused districts and mixed use precincts. The Framework addresses land use, transportation, infrastructure, community facilities, parks, biodiversity, built form and sustainability. The Planning Framework envisions:

## A Film-Friendly Future

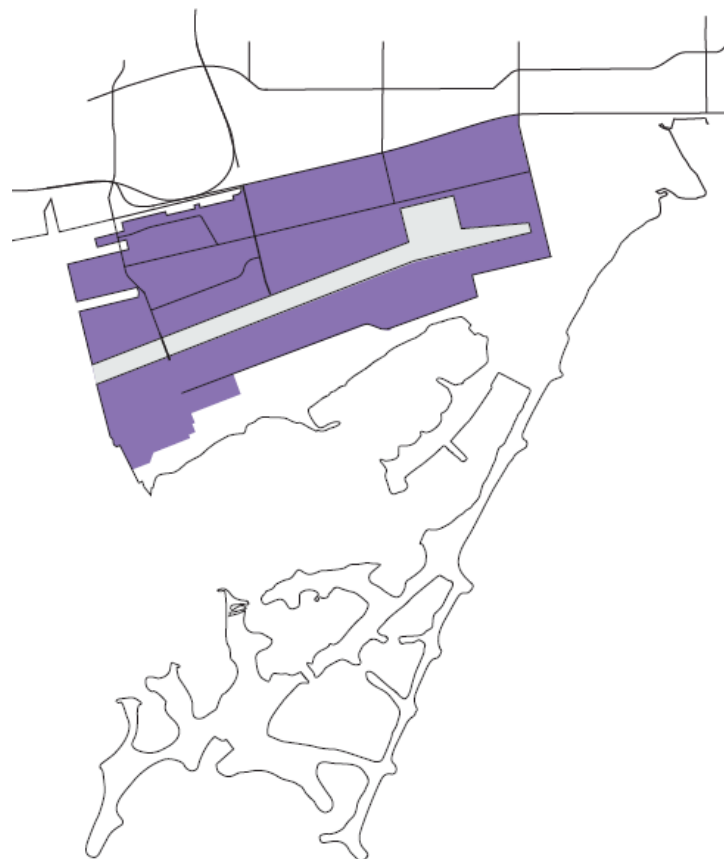
- Diverse range of film activities accommodated
- Flexibility and adaptability for a changing industry

## Industry + Port Thrives

- Sufficient lands to support industrial, port and City-servicing uses

## Growing and Sustaining Our Economy

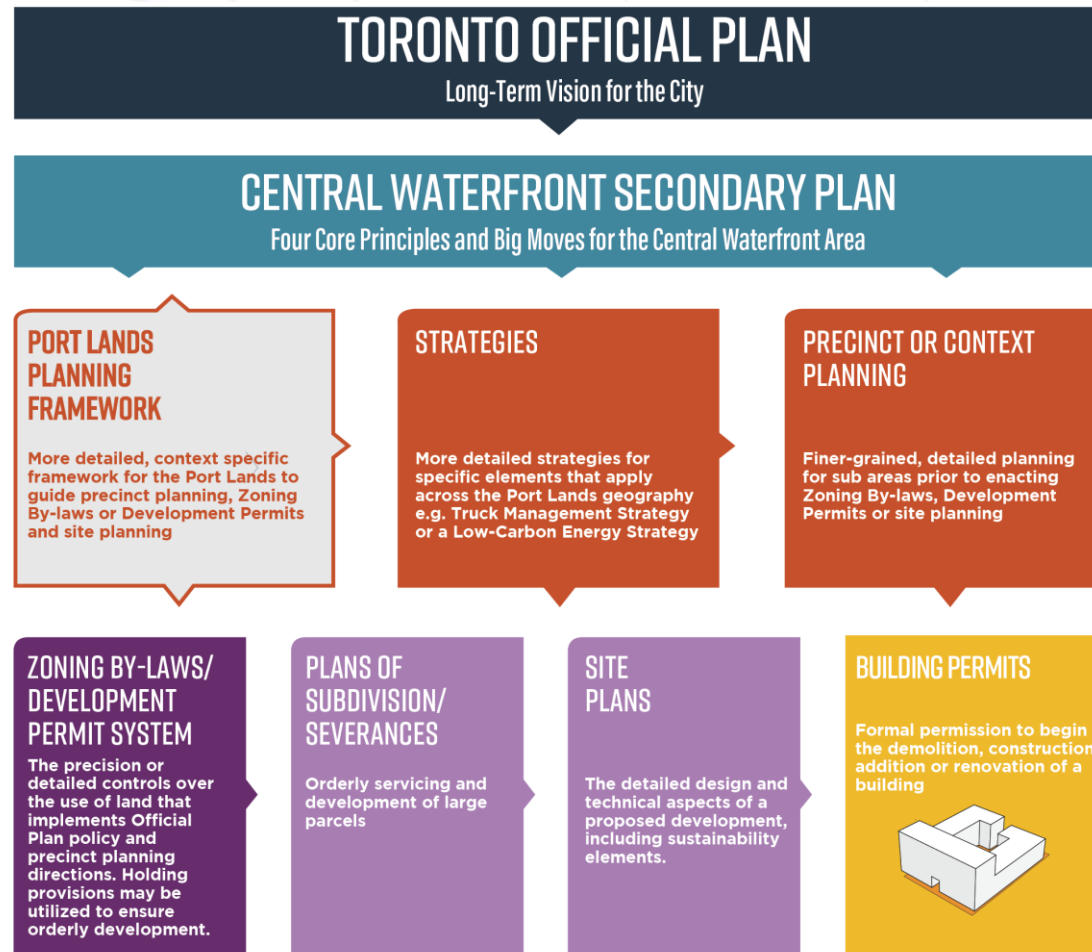
- Diverse opportunities
- Near-term vs longer-term
- Intensification of employment uses to support 25-30,000 employees





# Planning Framework Implementation

To guide revitalization of the Port Lands in the near , medium, and long-term, the Planning Framework is implemented by a number of plans, strategies, initiatives, and *Planning Act* tools. The diagram below provides a road map to the many ways the Council-adopted vision is being enacted. The Zoning Review and Production, Creative and Interactive (PIC) Urban Design Guidelines are two early implementation projects.







# Precinct Planning in the Port Lands

**Villiers Island**



**McCleary District**



**Polson Quay**



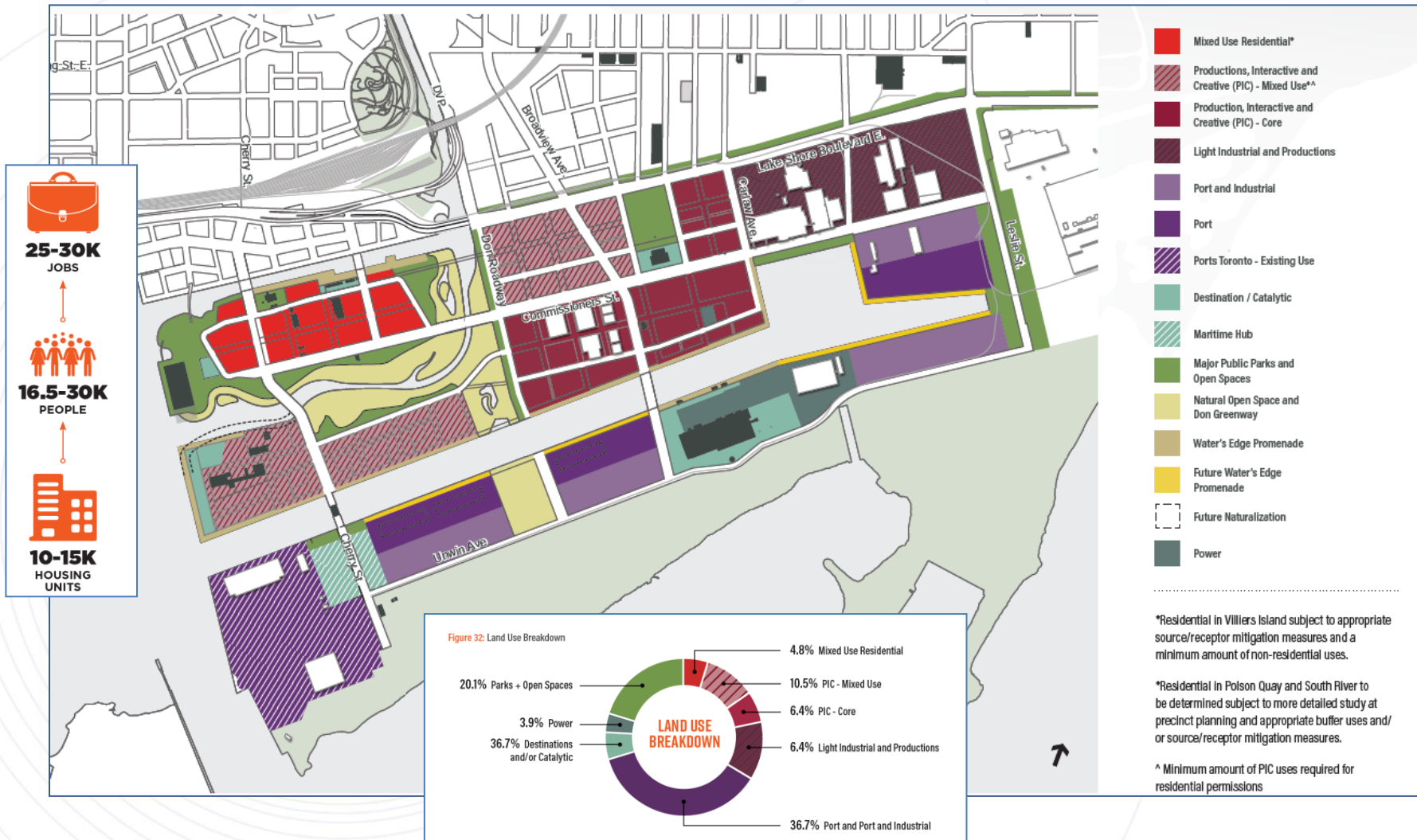
**South River**







# Planning Framework Land Uses





**Direction**



# Zoning Review Approach

- Updating and modernizing Port Lands zoning by using Zoning By-law No. 569-2013
- Draft Zoning By-law for each district to be developed;
- All Zoning By-laws to be advanced in one comprehensive package (1 Council Report)
- PIC Core Urban Design Guidelines process will inform Turning Basin and Media City District Zoning By-law which will not be included in the Zoning Review
- Allows for more robust consultation & integration of outputs from studies



# Zoning By-law Elements

## What we are presenting at this community consultation meeting

### Permitted Uses

- **Enabling** the Port Lands Planning Framework Uses, by specific land use mixes (known as land use typology)
- **Permitting Uses** that the City is encouraging
- **Removing Uses** that are not encouraged in the Framework
- **Recommending Activation Uses** that will create a modern employment area with services, retail and amenities for visitors, residents and employees

### Height and Density

- **Maintaining** the **existing density** permissions of two times (2X) lot coverage
- Setting a **minimum building height** along major streets

### Off-Street Parking Rates

- Overview of the first principles approach to:
  - Set maximum **off-street parking** rates
  - Establish **bicycle parking** rates





# Zoning By-law Elements

## What we are presenting at the next community consultation meeting

### Use Qualifications

- There are a number of **Uses** that are encouraged in the Framework that:
  - are only **permitted in specific locations** (i.e. on the ground floor of a building, within a certain distance of the dock wall); or
  - may have **restriction on the size** of these uses
- The regulations for these Uses are under development

### Setbacks and Build-to Lines

- **Establishing setbacks** – how far back from the lot line a building can be located
- **Defining build-to lines** – defining the location where a building must be constructed to

### Definitions

- Creating **new definitions** that currently do not exist (i.e. many marine use definitions)
- **Translating** Zoning By-law No. 438-86 **definitions** into Zoning By-law No. 569-13



# Warehouse District Planning Direction

- Transition from **heavier industries and transportation-oriented to light industrial and production uses**
- **Light manufacturing, green industries, production and studio infrastructure** encouraged
- Urban form will support **cycling, walking and public realm** outcomes
- Modern, compact, **street related** buildings suited to adaptive re-use





# Warehouse District Uses

## A Modern Urban District

The Warehouse District, named after the City's Downtown urban warehouse building typology that has accommodated new uses and emerging industries long after their warehouse function ceased. The Warehouse District is envisioned as an urban low-rise district that includes a diverse and flexible range of light industrial, production, interactive and creative, as well as retail, activation, and City-servicing uses.



## Diverse, Flexible, Adaptable and Vibrant

The Warehouse District is anticipated to evolve and urbanize as the Port Lands transforms into an extension of Downtown, providing employment opportunities for those residents that will choose to live in the new mixed-use precincts.

Modern industrial and employment areas create opportunities to activate the street and accommodate services, retail and commercial uses that are a destination for visitors and residents, as well as support the many needs of employees.





# Warehouse

## Proposed Use Changes - Summary

### Permitted Uses

- Expanded production, interactive and creative uses
- Renewable Energy Uses
- Industrial Workshops and Studios
- Arts, Design and Cultural Use
- More permissive Light Industrial uses (e.g. manufacturing)

### Conditional Uses

- Office
- Activation Uses, such as retail and restaurant
- College / University
- Entertainment

### Removed Uses

- Self- Storage Warehouse
- Auto-oriented Uses
- Noxious industries





# Warehouse District Uses

## No Change in Use

Public park  
Fire hall  
Police station  
Post office  
Union hall  
Branch of a bank or financial institution  
Brew-on premises establishment  
Caterer's shop  
Duplicating shop  
Newsstand  
Personal grooming establishment\*  
Showroom  
Service, rental or repair shop\*  
Tailoring shop\*  
Take-out restaurant  
Artist's or photographer's studio  
Communications and broadcasting establishment  
Custom workshop  
Data processing establishment  
Designer's studio  
Industrial computer service  
Laboratory  
Performing arts studio  
Publisher

Software, design and development establishment  
Parking area (temporary)  
Parking garage  
Parking structure  
City yard (enclosed)  
Public harbour uses  
Pumping station  
Waterworks  
Cold storage locker plant  
Contractor's yard  
Warehousing  
Open storage  
Recycling shop  
Recycling yard  
Wholesaling establishment  
Bookbinder's shop  
Carpenter's shop  
Cleaning plant  
Contractor's shop  
Sheet metal shop  
Welder's shop  
Builder's supply yard (enclosed)  
Open air market  
Bread distributing depot  
Courier service  
Industrial catering service

Railway  
Bakery  
Brewery  
Metal wares factory  
Animal hospital  
Commercial school\*  
Market gardening  
Newspaper plant  
Ornamental structure  
Trade school\*



# Warehouse District Uses

## Removed Uses

Arena, stadium, race track  
Clinic  
Community centre  
Community health centre  
Day nursery  
Dry-cleaner's distributing station  
Dry-cleaning shop  
Artist live/work studio  
Automobile related uses  
Public commercial scales  
Self-storage  
TTC & GO Transit use  
Bus station  
Cartage, express or truck transport yard  
Commercial stable  
Postal sorting station  
Public transit  
Retail coal, coke and wood yard  
Shipping and distributing depot  
Animal food factory  
Dairy products plant  
Gas plant  
Gelatine factory  
Meat products plant  
Plastic products factory  
Tannery  
Crisis care facility  
Drive-through facility

## New or Expanded Uses

**Club\***  
**Commercial and municipal baths\***  
**Place of amusement\***  
**Place of assembly\***  
**Recreation use\***  
**(e.g. sports and fitness clubs)**  
**Auctioneer's premises**  
**Bake-shop**  
**Laundry shop**  
**Pawnbroker's shop**  
**Pet shop\***  
**Private art gallery\***  
**Restaurant\***  
**Retail store\***  
**Office\***  
**Renewable energy**  
**Light Manufacturing uses** (e.g. broader definition includes a wide range of factories, plants and goods production uses)  
**Marijuana Production Facility**  
**College or University\***





# East Port and South Port Planning Direction

- Uses that require **dockwall access** prioritized
- **Concrete Batching + City-serving uses**
- **Screening and enclosure**
- **Servicing and interim uses**
- Managing nuisances and **land use conflicts**





# East Port and South Port – A Working Port

East Port and South of the South Port Districts will continue to serve Toronto's employment and port needs. These areas are home to uses that supply Toronto's growth and provide key materials that are integral to the operational needs of the city.



**Modernizing Industry:** New city-serving uses that require storage of materials, such as aggregate, salt, concrete powder, construction materials or shipping containers, will feature attractive screening and enclosure to mitigate their impacts on the surrounding area.

**Port-priority:** New definitions and conditions will be introduced in the zoning by-law to ensure the marine dockwall is optimized and preserved for those activities that require it.



# South Ship Channel + East Port Proposed Use Changes – Summary

## Permitted Uses

- Port Priority Uses (e.g. ship repair, marine shipping, container storage)
- Concrete Batching
- Enclosed Storage
- Renewable Energy Uses
- Medium Manufacturing uses

## Conditional Uses

- Open Storage

## Removed Uses

- Self- Storage Warehouse
- Auto-oriented Uses
- Heavy industrial uses that are noxious (e.g. incinerator, sewage disposal plant, rubber factory, gas plant)







# East Port and South Port – A Working Port

## No Change in Use

- Public park
- Fire hall
- Police station
- Post office
- Union hall
- Caterer's shop
- Duplicating shop
- Parking area (temporary)
- Parking garage
- Parking structure
- Pumping station
- Open storage (enclosed)
- Builder's supply yard (enclosed)
- Industrial catering service
- Distillation plant
- Metal wares factory
- Railway
- Newspaper plant
- Ornamental structure

## New or Expanded Use

- Showroom
- Take-out restaurant
- Custom workshop
- Laboratory
- City yard (enclosed)
- Public harbour works
- Renewable energy
- Waterworks
- Cold storage locker plant
- Cold storage plant
- Contractor's yard (enclosed)
- Warehousing
- Recycling shop
- Recycling yard
- Wholesaling establishment
- Marine shipping
- Marine fuelling installation
- Marine passenger terminal
- Marine emergency services
- Security and business equipment
- Concrete batching and mixing yard
- Medium Manufacturing uses (e.g. broader definition includes a range of factories, plants and goods production uses)



# East Port and South Port – A Working Port

## Removed Uses

Clinic  
Community health centre  
Day nursery  
Retail and service uses  
Service, rental or repair shop  
Tailoring shop  
Artist's or photographer's studio  
Communications and broadcasting establishment  
Data processing establishment  
Designer's studio  
Industrial computer service  
Performing arts studio  
Publisher  
Software, design and development establishment  
Automobile related uses  
Public commercial scales  
Public incinerator or refuse destructor  
Public waste transfer station  
Sewage disposal plant  
Self-storage  
Industrial workshops  
Bread distributing depot  
Bus station  
Market gardening  
Trade school

Cartage, express or truck transport yard  
Commercial stable  
Courier service  
Postal sorting station  
Shipping, trans-shipping and distributing depot  
Animal by-products plant  
Animal food factory  
Bakery  
Chemical products factory  
Dairy products plant  
Gas plant  
Gelatine factory  
Meat products plant  
Non metallic minerals plant  
Plastic products factory  
Rubber products factory  
Tannery  
Public transit  
Retail coal, coke and wood yard  
Shipping and distributing depot  
Animal hospital  
College or University  
Commercial school  
Crisis care facility  
Drive-through facility



# Parks and Open Space Use Consideration

- Current Zoning (I2, I3 & I4)
- Timing of parks delivery
- Accommodating interim uses, such as industrial or parking





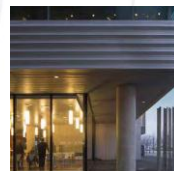


# Activation Use Direction

- A broad suite of ground floor activation uses will be required to provide a high-quality and animated public realm in the initial phases of development in the Port Lands.
- Opportunities to create ground floor retail and animation will be unfold over time. Activation uses will be permitted and protected for.
- Areas where lively and activated waterfront promenades are encouraged through diverse activation uses.
- Active ground floor retail and service will be protected for and encouraged through the transformation of the Port Lands.
- Minimum 5 meter ground floor to ceiling heights to facilitate reuse over time
- 12 metre minimum building height on major streets to provide an urban streetwall



**Example of Ground Floor Animation**





# Activation Uses

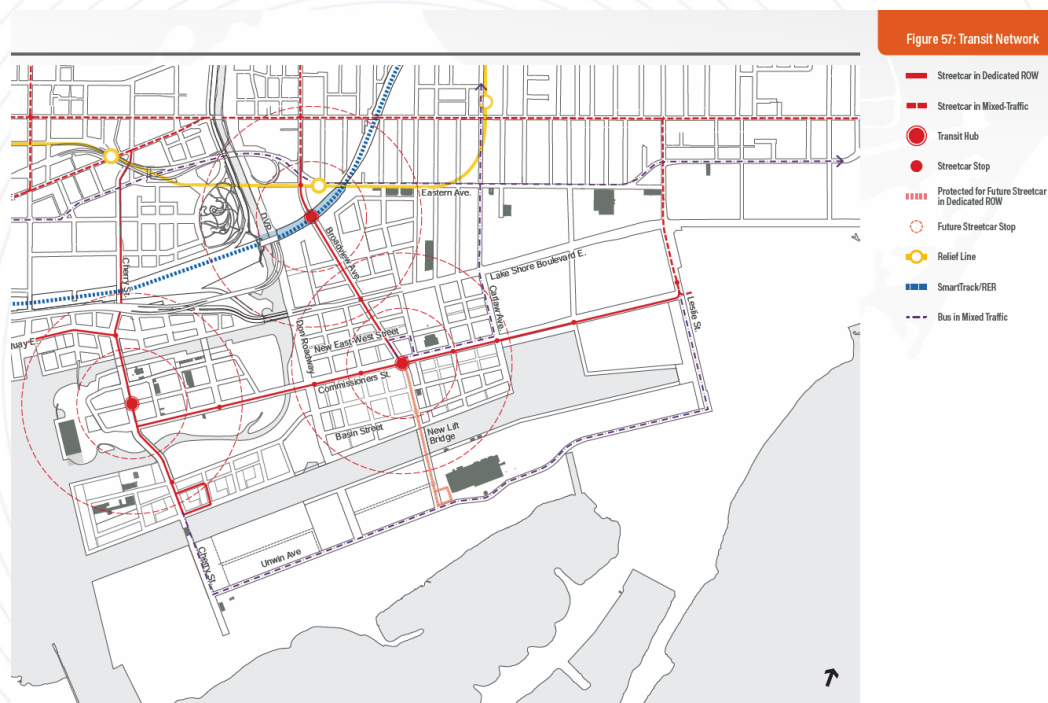
The Zoning Review, informed by the direction of the Planning Framework, has identified a series of activation uses, including:

- Street related retail stores and service uses
- Performing arts studio
- Public art gallery
- Public library
- Public museum
- Publically accessible and programmable office or other lobbies
- Publically accessible college or university space
- Publically accessible production studio uses
- Recreational use
- Artist studio
- Custom workshop
- Place of assembly



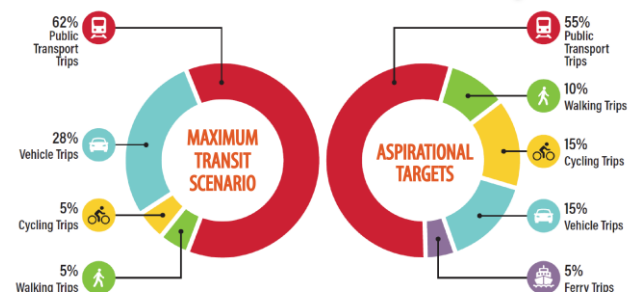
# Transportation and Mode Splits

A newly redesigned street network and transit system to achieve planned changes in travel modes, with dedicated space for transit, pedestrians and cyclists. As the Port Lands redevelops and transit options increase, there will be a shift toward safe, enjoyable and sustainable ways of getting around.



**Port Lands Street and Transit Network**

## Port Lands Mode Splits







# Right-Sizing Parking

## Port Lands Planning Framework policies that support the travel mode targets include:

- **Maximum parking standards** are to be developed and introduced **for all uses** permitted in the Port Lands.
- **Minimum parking standards, if provided**, will support achievement of shifts to transit and active transportation as primary means of moving in and through the area.

## **How will minimum and maximum parking rates be determined?**

- “First principles” approach – align with future auto mode share
- Access to transit – reflect proximity to future higher-order transit network
- Land use categories – reflect varying employee densities
- Parking surveys of existing industrial uses – serve as comparison



# Parking Standards – Zoning Review Direction

- 1) Propose vehicle parking minimums and maximums for permitted employment uses (i.e. parking rates)
- 2) Explore Policy Areas for parking related to proximity to transit, featuring geographic areas with distinct parking rates
- 3) Apply parking rates to new developments
- 4) Explore interim parking solutions to serve the area in advance of full transit implementation
- 5) Consider permitted uses such as communications and broadcasting, manufacturing, entertainment uses and a range of other industrial uses.



# Next Steps



## Zoning Review

### April – June 2019

- Consider public input during development of draft Zoning By-laws
- Complete draft Zoning By-laws
- Community Consultation Meeting #2 - early Summer 2019

### June – September 2019

- Consider public input in the revised draft Zoning By-law
- Legal Review
- Revision and Final Zoning By-law

### September 2019

- **Statutory Public Meeting**
- Recommendations to Toronto and East York Community Council



## PIC Core Urban Design Guidelines

### April – June 2019

- Develop UDG Direction, based upon Port Lands Planning Framework
- Stakeholder engagement meetings
- **Community Consultation Meeting #2 – early Summer 2019**

### June – September 2019

- Consider public input during development of draft UDG + PIC Core Zoning By-law
- **Community Consultation Meeting #3 – Fall 2019**





**Thank You for attending!**