

Port Lands Zoning Review LUAC Meeting #3

Location: 250 Lower Yonge, Ontario Investment and Trade Centre
35th Floor, Main Theatre
Wednesday, February 27, 2019
9:30 am – 11:30 am

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Planner

City Planning, City of Toronto



Agenda + Overview

Purpose

- Present the draft Port Lands Zoning By-laws, including use permissions, density, height, animation and parking
- Obtain feedback from the ZRT in advance of LUAC #3

Agenda

- Introductions (5 Minutes)
- Zoning Review Process, Context and Summary of Comments (10 Minutes)
- Zoning Review – Technical Overview of Draft Zoning By-laws (60 minutes)
 - SAC, LUAC and CCM Comments and Zoning Bylaw Revisions
 - Zoning Bylaw Changes since last LUAC Meeting in May 2019
 - Parking Regulations
- Discussion – Comments and Suggestions



Introduction



Port Lands Zoning Review

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

MODERNIZING PORT LANDS ZONING

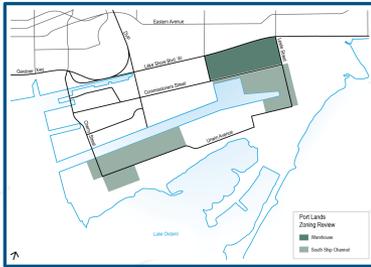
- Outdated regulations results in rezoning or minor variance applications for many land uses.
- Many desirable land uses are not currently permitted, whereas some unwanted uses are allowed.
- The Zoning Review will modernize the Zoning By-law and clarify uses and definitions.

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.



How Does the Zoning Review Affect Existing Landowners and Users

The Zoning Review is not intended to displace existing land uses and industrial operators.

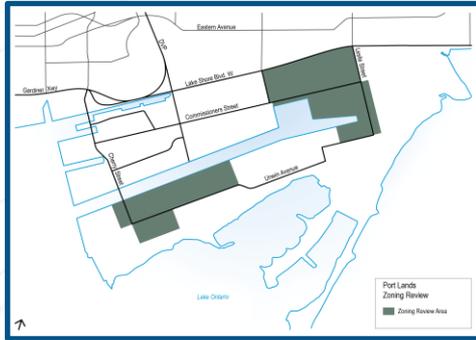
- **Many existing uses** in the Port Lands employment-focused lands **are currently not permitted by Zoning By-law No. 438-86**
- In general, we have worked to **minimize negative impacts to existing business, where possible**, through the Zoning Review
- The new zoning regulations for Warehouse, East Port and South Port **better align with the PLPF direction**, and are **more reflective of the existing uses that the City is encouraging**
- In **a few cases**, zoning changes will make properties **non-conforming**, meaning that they can continue operating and can renovate, repair and maintain the buildings and business, but not substantially expand their business nor building.



Employment-Focused Districts

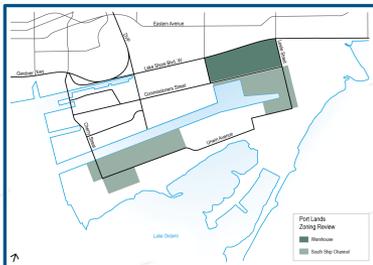


The Port Lands Zoning Review Process



- The Zoning Review process is only focusing on Warehouse District, East Port, South Port and the Maritime Hub.
- Have met with LUAC and SAC members to discuss issue-specific comments and potential solutions since April 2019.





Summary of Zoning Review Feedback

- Concerns regarding enclosed storage of aggregate, soil and salt and the need to consider operational requirements
- Need to recognize existing uses and reduce legal non-conformance situations
- Premature to zone the Don Greenway South as Open Space – will accommodate industrial and port uses in the interim.
- Land use compatibility concerns regarding educational uses and other non-industrial uses
- Allow storage to support industrial and commercial uses
- Adequate setbacks need to provide a buffer to secure perimeters

Many comments were received were outside of the scope of the Zoning Review – focusing on Port Lands Planning Framework policies or PIC Core Urban Design Guidelines. These concerns should be considered through the appropriate planning or LPAT processes.



Context



The Port Lands Today



Current Land Use (2018)





Port and City-Servicing Uses to Continue for the Foreseeable Future





Vision of the Port Lands

The Port Lands will become an extension of the Downtown, with a full, balanced mix of uses. There will be new complete mixed-use communities, districts that support the growth of the City's production, interactive and creative sectors, and areas for continued port and industrial uses.

The Port Lands' districts are planned to evolve over time, with residents and employees able to enjoy nature and recreation, the vibrancy of the public realm, diverse employment and housing opportunities, and the industrial activity of the Port, all within a 5 to 10 minute walk.





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.



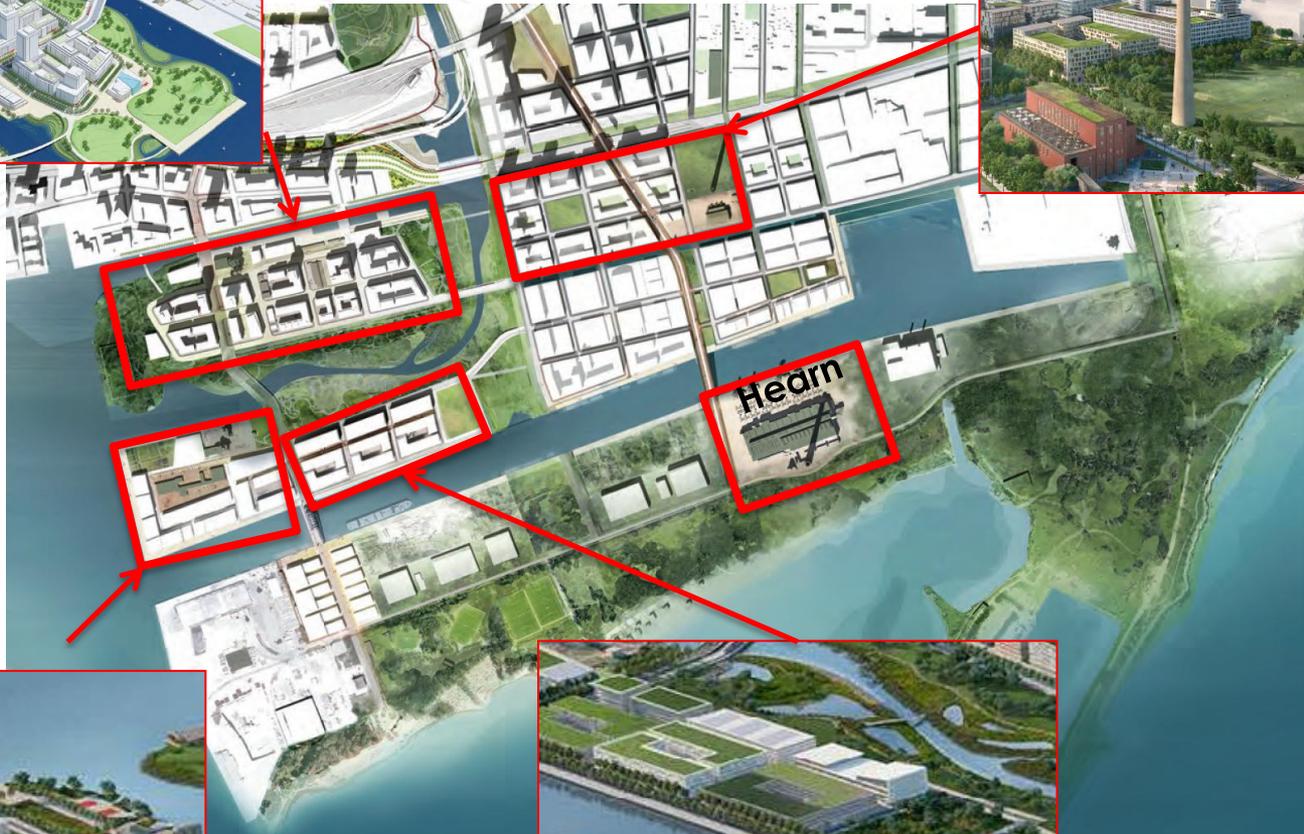


Precinct Planning in the Port Lands

Villiers Island



McCleary District



Polson Quay



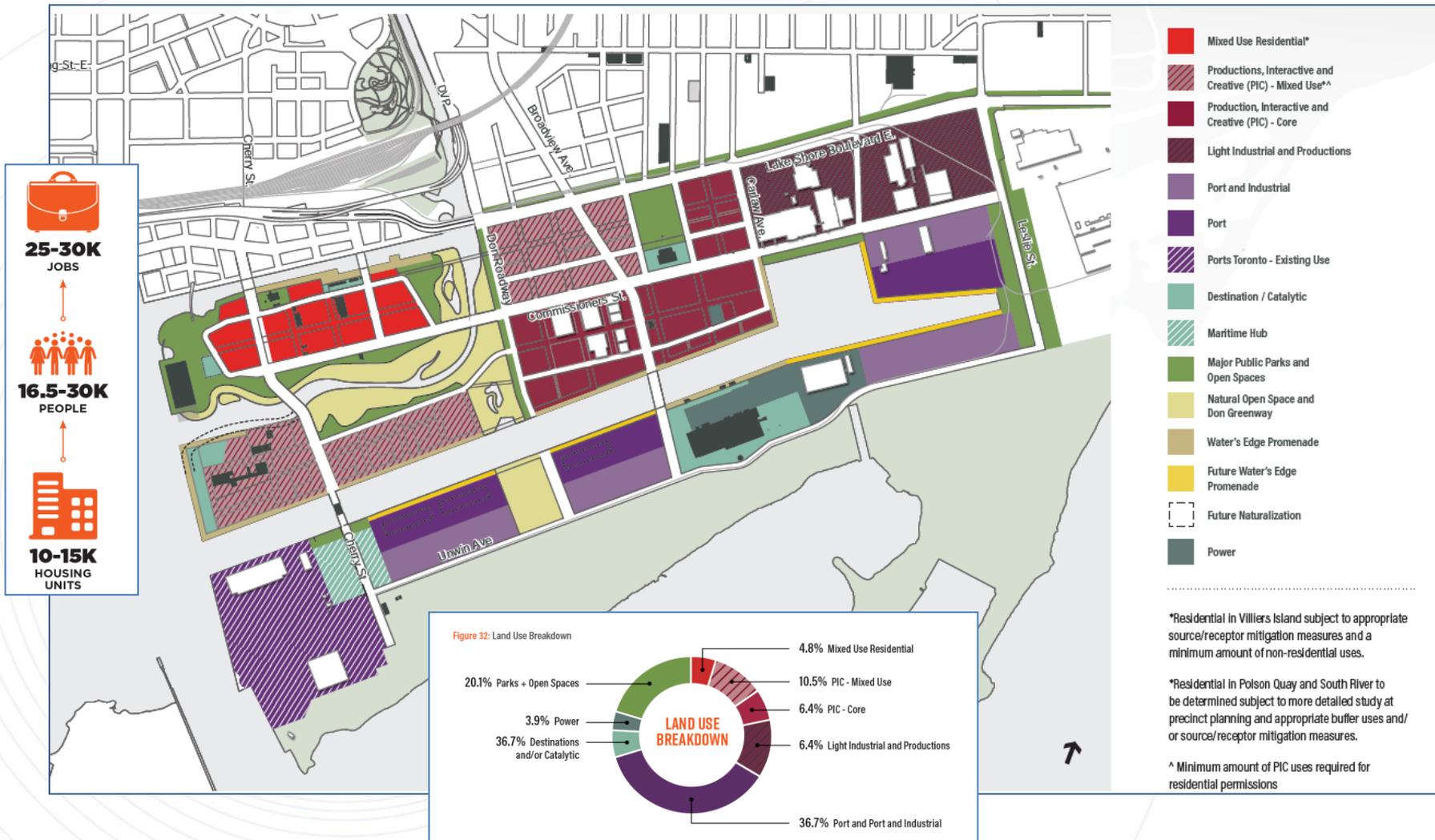
Hearn



South River



Planning Framework Land Use Typologies





Zoning By-laws Elements



Zoning By-law Elements

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

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



Zoning By-law Elements

Height and Density

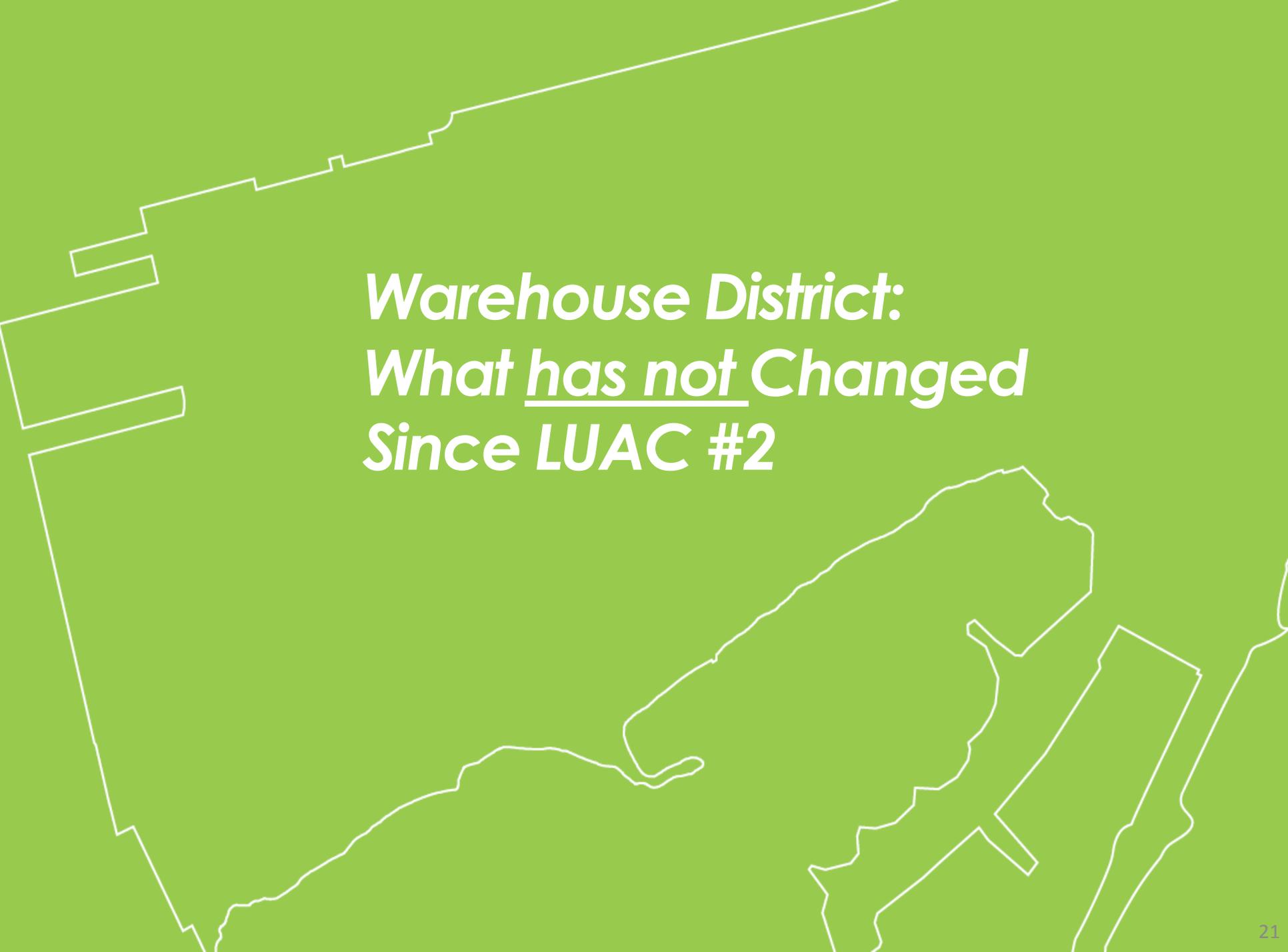
- **Maintaining** the **existing density** permissions of two times (2X) lot coverage
- Setting a **minimum building height** along major streets

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

Off-Street Parking Rates

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



***Warehouse District:
What has not Changed
Since LUAC #2***



Warehouse District Uses

A Modern Urban District

- Urban low-rise district
- Downtown urban warehouse building typology
- a diverse and flexible range of light industrial, production, interactive and creative, as well as retail, activation, and City-servicing uses.
- create opportunities to activate the street and accommodate services, retail and commercial uses

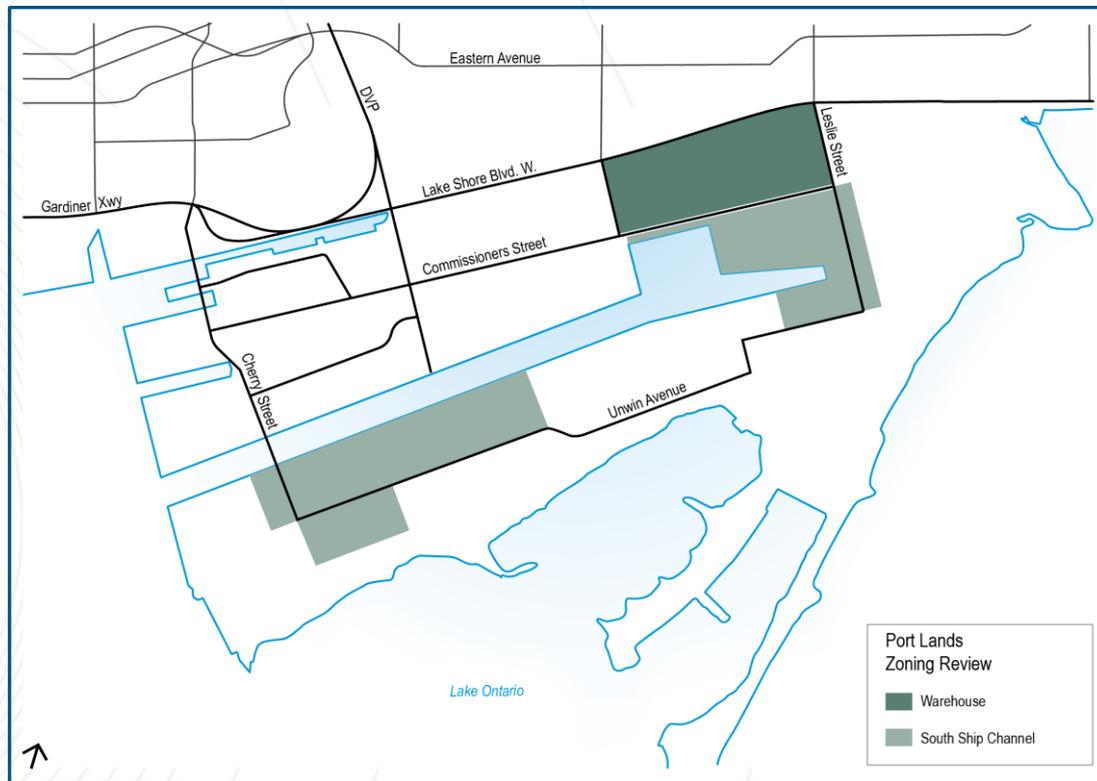




Warehouse District:

By-law Elements that have remained the same since LUAC #2

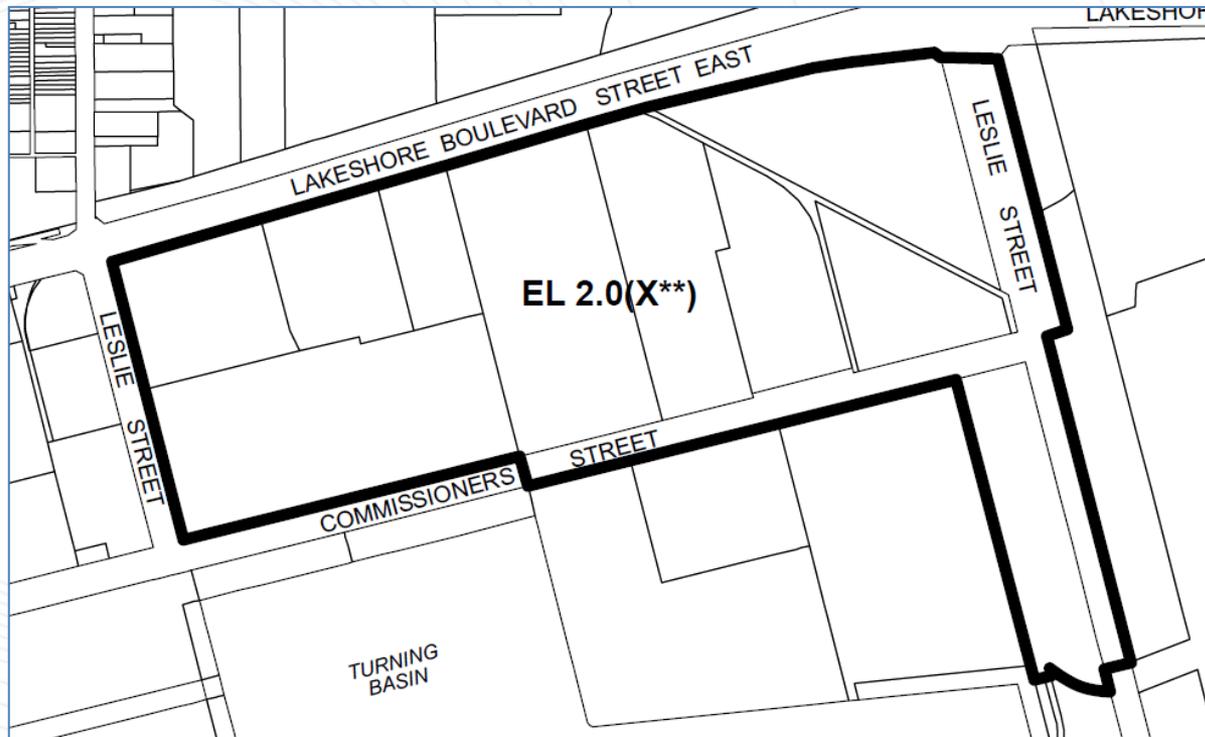
- Permitted Uses
- Activation + Priority Retail Streets
- Setbacks
- Built Form
- Height + Density





Height + Density

- Prevailing Zoning Bylaw 569-13 EO Zone maximum height (**18.5 metres**) applies , except adjacent where the build form provisions apply
- Density permission of 2.0 Floor Area Ratio (FAR)





***Warehouse District:
What has Changed
Since LUAC #2***



Lake Shore Boulevard East

Changes to Warehouse District Zoning Bylaw:

The following prevailing EL Zone Regulations will apply to development fronting Lake Shore Boulevard East:

- **Zero Setbacks** along Lake Shore Boulevard East have been removed and the prevailing EL Zone setback requirement of a **6 metres minimum front yard setback** applies.
- **Minimum 3 metre wide strip of soft landscaping** on Lake Shore Boulevard East frontages
- **Built Form Standards** for the Warehouse District **do not apply** to Lake Shore Boulevard East.



Lake Shore Boulevard East

Rational:

- The Port Lands Planning Framework did not provide direction regarding development fronting Lake Shore Blvd. E.
- The ***Gardiner East Public Realm Implementation Plan*** will be providing public realm enhancements and a landscape buffer will provide further opportunities to soften Lake Shore Blvd.
- Lake Shore Boulevard is not a Major Retail Street or an Activation Area.



Site-Specific Use Permissions

Comment Received:

- *Request that certain site specific uses are as-of-right uses, as referenced within Zoning By-law No. 438-86 Section 12 Exemptions, including the Canada Post sorting stations and the CRH concrete batching and mixing yard.*

Rational:

- *The intent of the City is **not to create a legally non-conforming situation** for existing industrial operators that may result in environmental compliance authorization challenges.*
- *The existing land use for **600, 650 and 675 Commissioners Street, and 1025 Lake Shore Boulevard East** will be **as-of-right use permissions** within the Zoning Review.*



Site-Specific Use Permissions

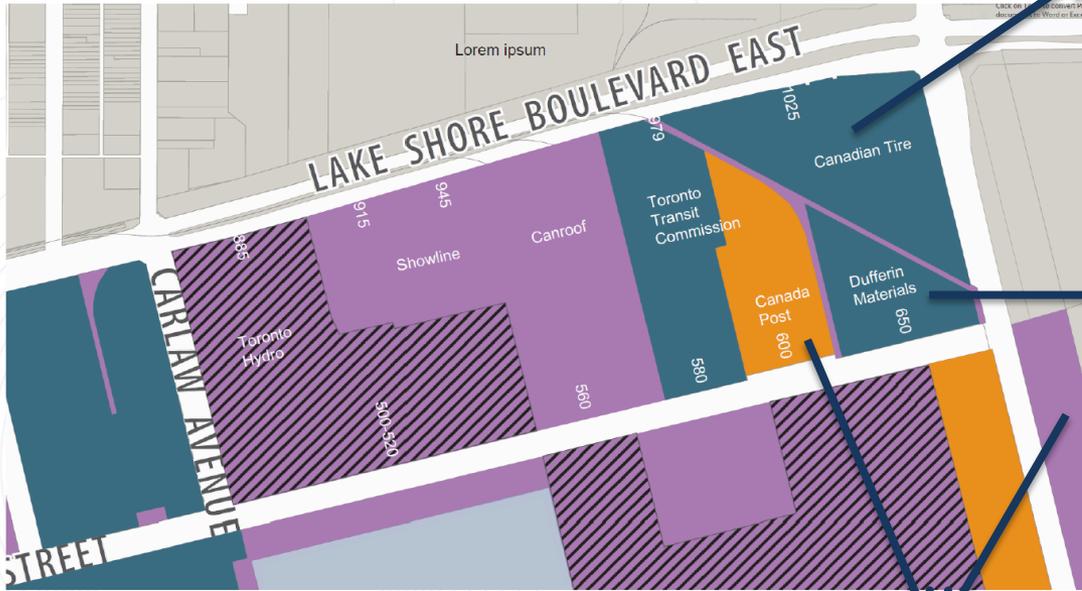
Changes to the Warehouse District Zoning By-law:

Canadian Tire



By-law No. 198-2005

- CWSP OMB Settlement
- Retail, Commercial and Office Development



CRH

S.12(1) 221

- Permits a *concrete batching and mixing yard* as a permitted use



Canada Post

New Conditional Use

- “A **Retail Service** is permitted at 600 Commissioners if it is operated by Canada Post”

By-law No. 522-20180



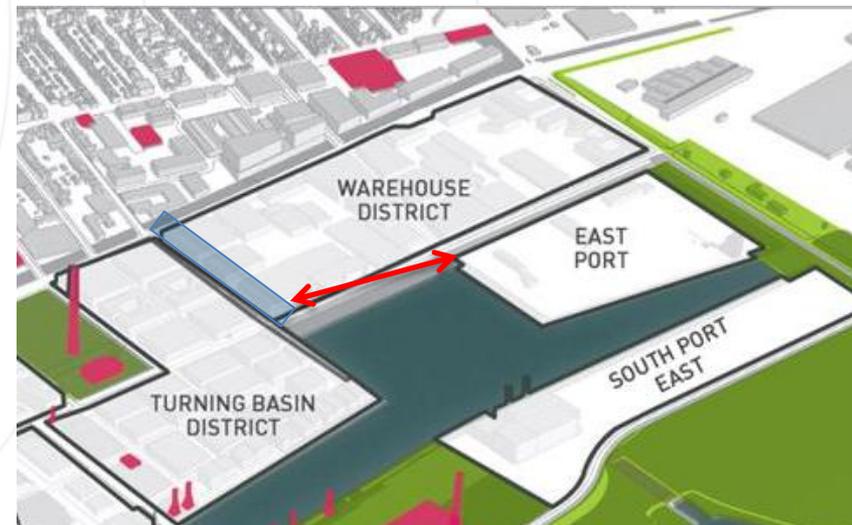
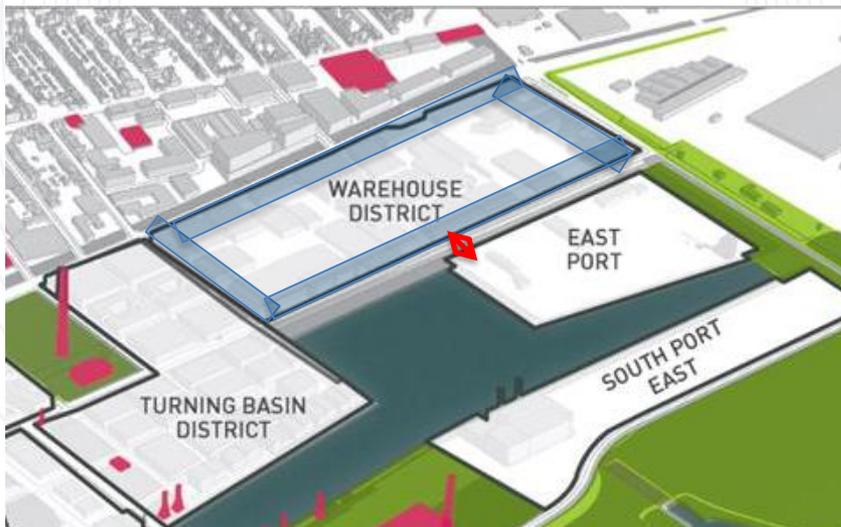
Post-Secondary Education Uses

Comment Received:

- *Post-secondary educational uses are noise sensitive uses, as identified in NPC-300. The introduction of these sensitive uses as-of-right would potentially impact the industries in the East Port and may have implications for existing Environmental Compliance Approvals (ECA)*

Changes to the *East Port and South Port Zoning By-law*:

- ***Post-Secondary Educational Uses have been constrained to be directly adjacent to Carlaw Street, approximately 500 metres away from aggregate and concrete operations.***

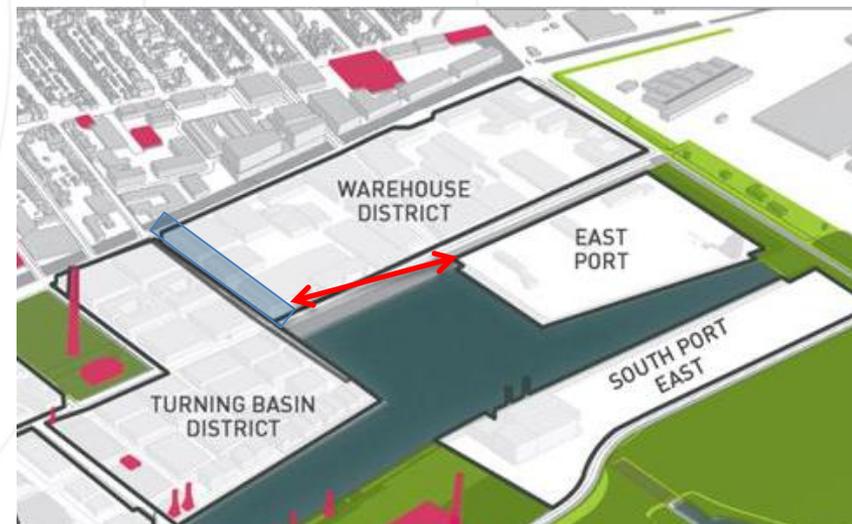
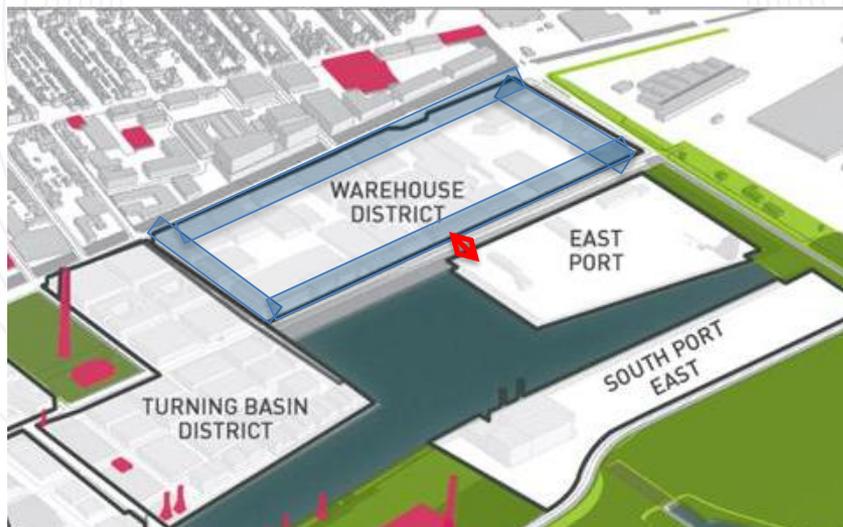




Post-Secondary Education Uses

Rational:

- *Post-secondary educational uses are noise sensitive uses, as indentified in NPC-300, and must be compatible with existing industrial uses (noise, air quality and odour).*
- *Introduction of these sensitive uses as-of-right would potentially impact the industries in the East Port and other industrial uses*
- *Introduction of post-secondary educational institutions in close proximity to industrial operations may have implications for existing Environmental Compliance Approvals (ECA)*





Self Storage

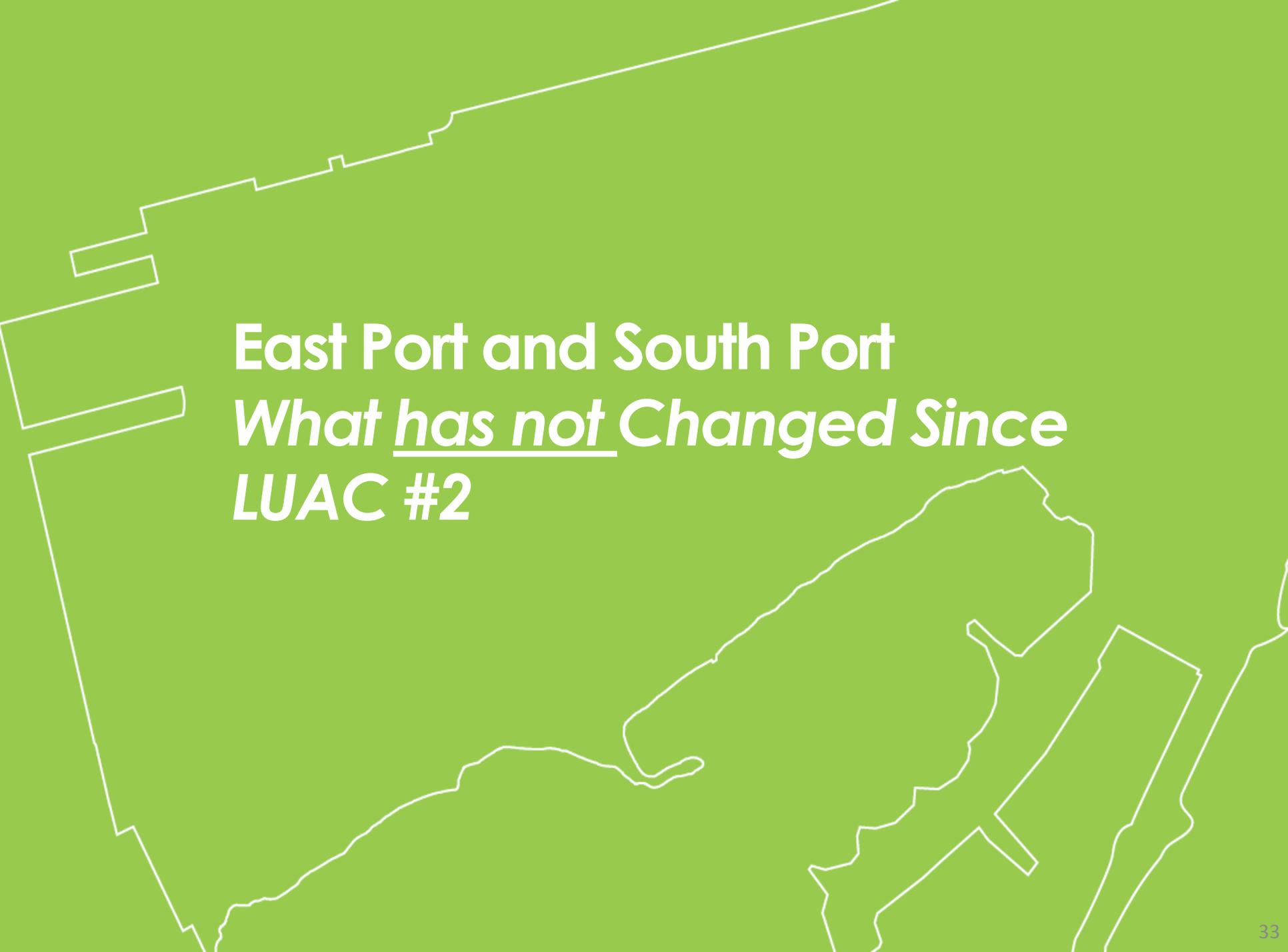
Comment Received:

- *These uses can provide flexibility for creative and small scale industries because of their scale and price point. Some of these uses can be flexible and integrate office components. These uses can generate jobs and flexibility*

No Change to the Warehouse District, and East Port and South Port Zoning By-law

Rational:

- *The Port Lands Planning Framework does not permit self-storage that is **publically accessible**.*
- **Warehouse uses that service industrial and business clients**, but are not generally available to the public, have been included in the draft Zoning By-laws for Warehouse, East Port and South Port Districts.
- The **PIC Core Urban Design Guidelines Study** will further explore warehousing typologies that support the production, interactive and creative industries.

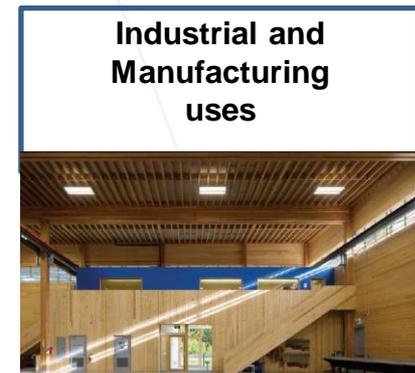
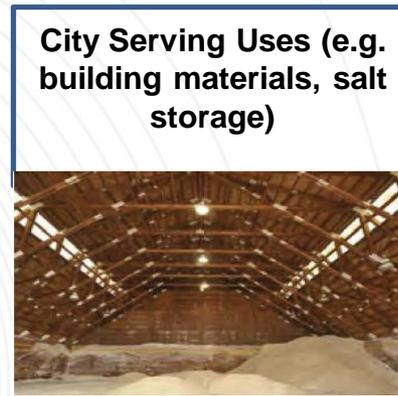


East Port and South Port
What has not Changed Since
LUAC #2



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.

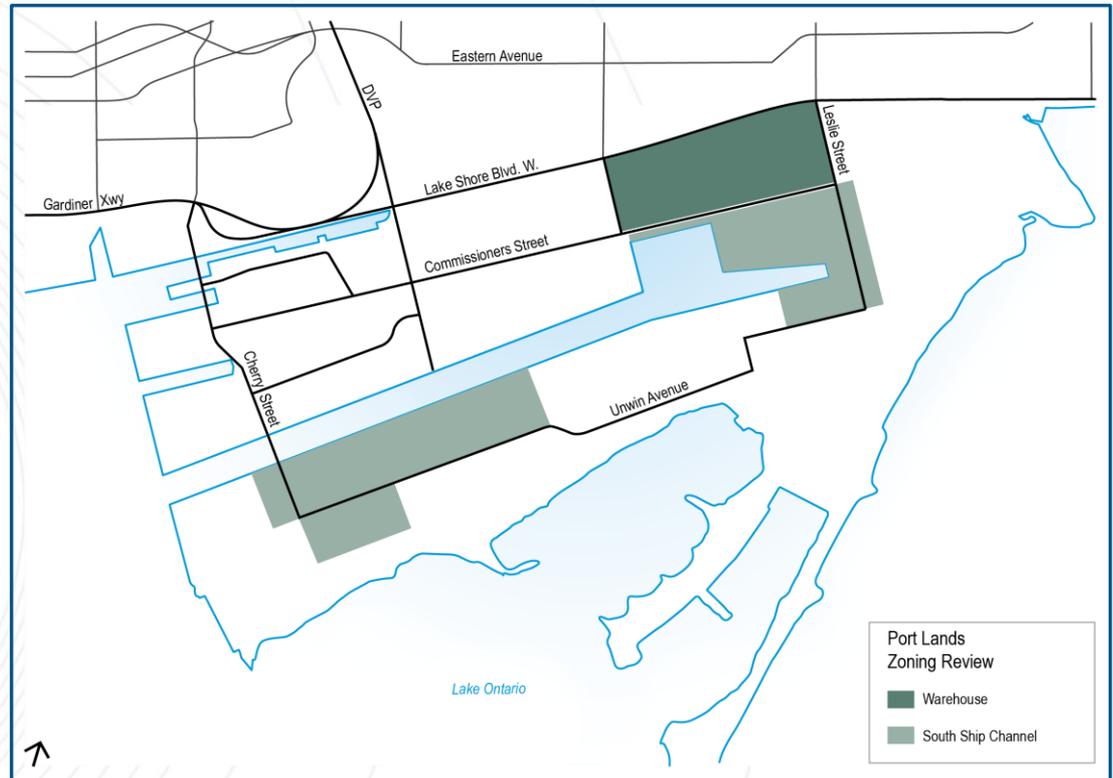




East Port and South Ship Channel

By-law Elements that have remained the same since LUAC #2

- Permitted Uses
- Conditional Uses
- Port Priority
- Setbacks
- Height + Density





East Port and South Port *What has Changed*



Don Greenway South – ON Zone

Comment Received:

- *The zoning of Don Greenway South as Parks and Open Space (Naturalized) will reduce the ability for bulk salt operations to continue operating and maintain environmental compliance.*

Changes to the *East Port and South Port Zoning By-law*:

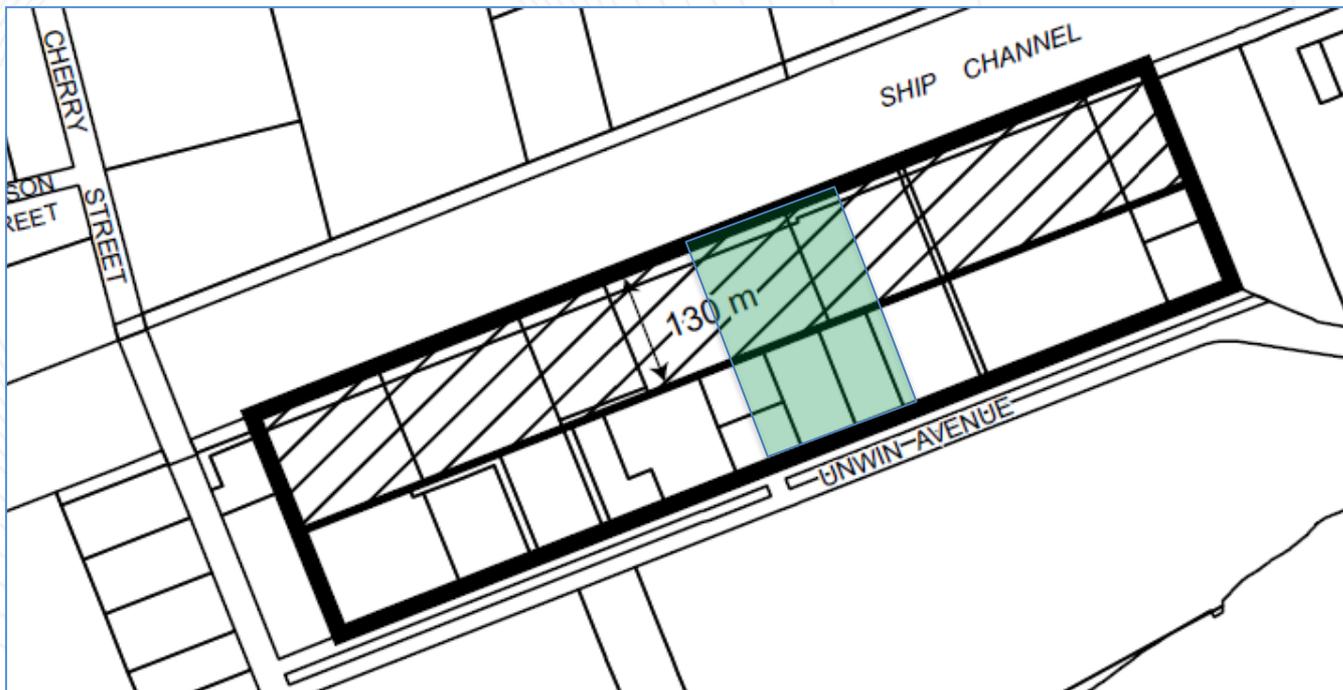
- *Current Zoning (I2) does not permit an **open storage of raw materials yard**, which will be an as-of-right use as **Open Storage** in the Zoning By-law Update*
- *To ensure that the existing industrial and City-servicing uses can be maintained in the interim at this location, Don Greenway South will be **zoned E 2.0 with park use permissions***
- *Removal of the **minimum 16.5 metre setback** from Don Greenway South (future park) to reserve for local road.*



Don Greenway South – ON Zone

Rational:

- Current Zoning (I2) does not permit an **open storage of raw materials yard**, which will be an as-of-right use as **Open Storage** in the Zoning By-law Update
- The Don Greenway South is a long-term (10+ years) parks project that is currently not a City priority.
- The industrial use will be permitted in the interim and managed through CreateTO lease agreements that included appropriate clauses to permit park construction once PFR is ready to proceed.





Don Greenway South – Port Operations

Comment Received:

- *The zoning of Don Greenway South would introduce compatibility, operational, safety and secure perimeter issues for port operations.*

No Changes to the *East Port and South Port Zoning By-law*.

- **Explore Potential performance standards for Park uses with LUAC members that are adjacent to the Don Greenway South**, which may include, but not limited to:
 - *Setback requirements*
 - *Perimeter Fencing*
 - *Dockwall access*
- **Exploration of these requirements will require a greater understanding of the operational and security requirement of port users adjacent to the Don Greenway South**, as well as other compatibility concerns.



Screening and Enclosure of Storage

Comment Received:

- *The enclosure of bulk materials within a building is not feasible based upon the scale of operation, marine and truck loading/off-loading requirements, and may impede operation of salt, aggregate, concrete and port facilities.*

Changes to the *Warehouse District and, East Port and South Port Zoning By-law*:

- *Current Zoning (I2 and I3) does not permit an **open storage of raw materials yard**, which will be added as an as-of-right use as **Open Storage** in the Zoning By-law Update*
- ***Storage must be Enclosed within a building, OR Open Storage on a lot must be enclosed with an opaque visual barrier***



OR





Screening and Enclosure of Storage

Objectives:

- Modernize storage within the Port Lands
- Creating attractive edges to the public realm

Rational for the Change:

- OPM Direction: *“The provision of attractive, enclosed storage structures or screening for the bulk storage of salt, aggregate or other materials where technically possible(10.3.2)”*
- *The zoning by-law provision for enclosed storage has been revised to provide **greater flexibility in achieving Port Lands Planning Framework objectives** regarding **enhancing the public realm** and providing an **interface between industrial operations and the public realm.***



Waste Transfer Station + Recovery Facility

Comment Received:

- *We also encourage the City to consider the importance of continuing to permit Waste Transfer Stations and Soil Management Facilities within the Industrial Zones in the Port Lands, as the operations are vital to facilitate a number of Provincial and City initiatives.*

Changes to the *East Port and South Port Zoning By-law*:

- Current Zoning (I2) does not permit an **a waste transfer station** or **recovery facility**, which will be an **as-of-right use with conditions** in the Zoning By-law Update.
 - Waste Transfer Stations that only receive recyclable materials
 - Recovery facilities are subject to storage regulations

Rational:

- The Port Lands Planning Framework identifies both **recovery facilities** and **waste transfer stations** as desirable, **City-servicing uses**, that should be subject to conditions.
- The current 438-86 Zoning **does not permit** either use in the I2 Zone, allowing the Zoning Review to **bring a series of existing uses into conformance**.



Maritime Hub



Maritime Hub

The Maritime Hub is envisioned to be a Destination/Catalytic Area with a series of small shops, cafes and restaurants that co-mingle with the any working harbour industries. The Maritime Hub is the gateway to Cherry Beach and provides amenities to area workers, visitors and recreationalists.



Updating and Aligning Uses: Many of the uses envisioned in the Maritime Hub are currently not permitted due to its current Industrial Zoning. The Zoning Review will align and update the uses in this area, although a master plan exercise will be required in the future to realize the Hub's full potential

Permitting Quick Starts: Servicing is limited south of the Ship Channel and there are a number of constraints to intensify may uses. The Zoning Review will permit quick starts in the Maritime Hub by permitting the uses that are encouraged, allowing for creativity to overcome the may current limitations of the Hub area.



Maritime Hub – Gateway to Cherry Beach

Retail, Commercial, Recreational Uses

- Park
- Museum
- Library
- Pet Services
- Sporting Place of Assembly
- Performing Arts Studio
- Wellness Centre*
- Cogeneration Energy*
- Market Garden*
- Public Utility*
- Renewable Energy*
- Amusement Arcade*
- Manufacturing*
- Cabaret†*
- Eating Establishment*
- Entertainment Place of Assembly*
- Nightclub*
- Patio*
- Personal Service Shop *
- Place of Assembly*
- Recreation Use*

Port and Industry Supporting Uses

- Ancillary Office
- Ambulance Depot
- Artist Studio
- Bindery
- Carpenter's Shop
- Custom Workshop
- Day Nursery
- Fire Hall
- Industrial Sales and Service Use
- Police Station
- Printing Establishment
- On-location filming
- Outdoor Sales or Display
- Post-secondary School
- Production Studio
- Service Shop
- Sporting Place of Assembly
- Automated Banking Machine
- Club
- Community Centre
- Education Use
- Massage Therapy
- Office
- Passenger Terminal



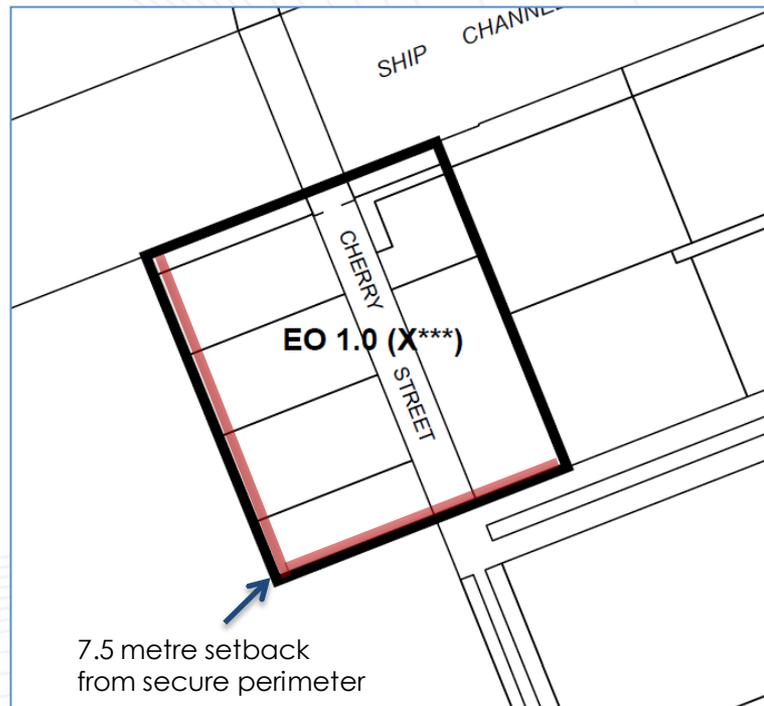
Maritime Hub – Quick Starts





Setbacks + Density

- Prevailing Zoning Bylaw 569-13 EO Zone setbacks apply
- 7.5 metre building setback from the Ports Toronto 8 Unwin Avenue secure perimeter
- Density permission of 1.0 Floor Area Ratio (FAR)





Parks and Open Space



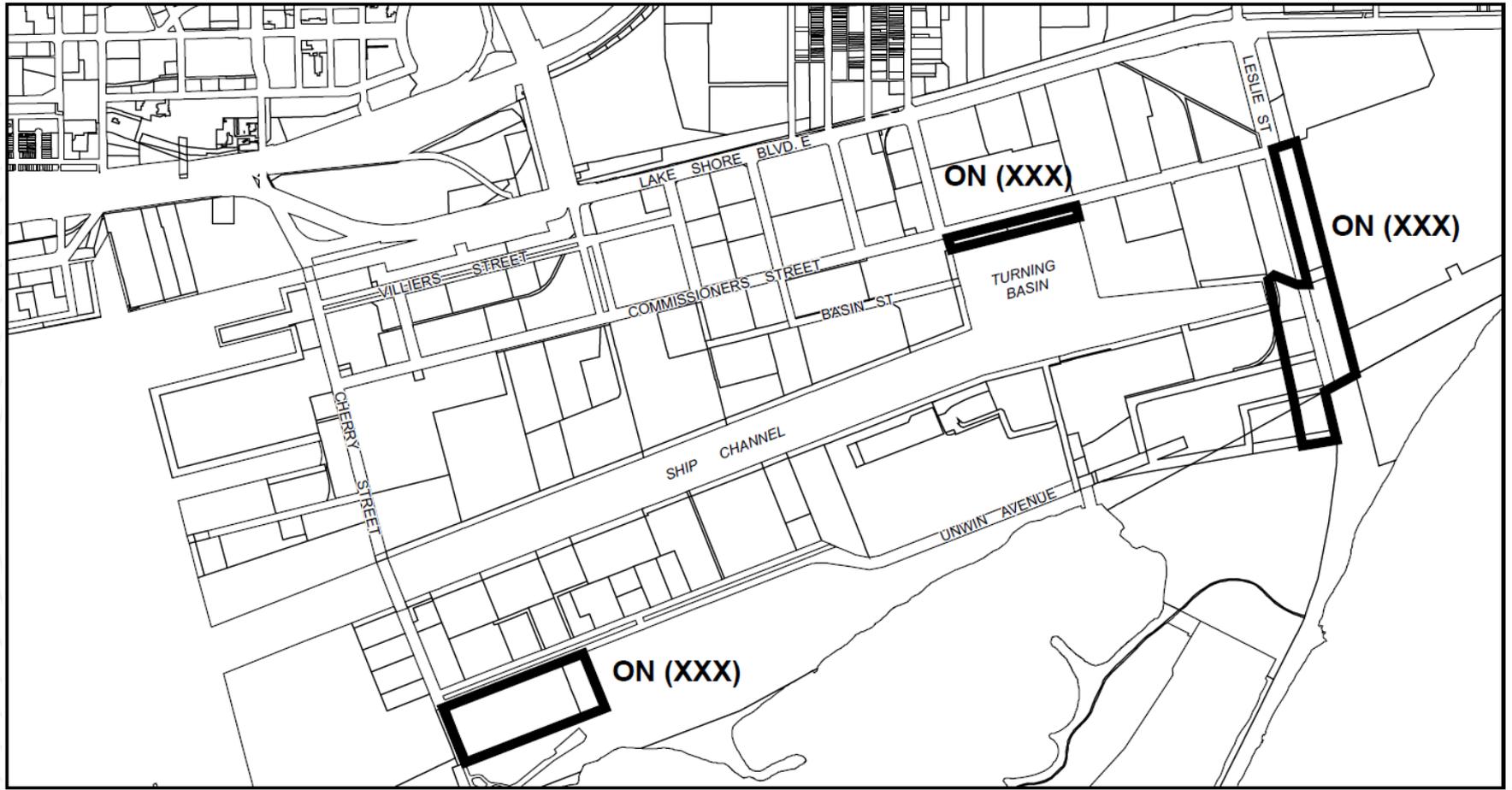
Parks and Open Spaces

- The PLPF parks and open spaces will be zoned: Open Space - Natural
- Uses to be finalized in consultation with Parks, Forestry and Recreation
- Accommodating interim uses, such as industrial or parking





Open Space; Naturalized Zones





Parking Standards



Right-Sizing Parking

Port Lands Planning Framework policies that support future 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 were minimum and maximum parking rates determined?

- **Parking surveys** of existing industrial uses – serve as comparison
- **“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 Location

Parking and vehicular access points disrupt an active street environment and do not improve the public realm.

- Zoning Bylaw 569-13 (Chapter 200) off-street parking requirements will apply.
- Limited visible parking, with parking locations restricted to the side yard and back yard.
- Parking will not be permitted on a front yard or a side yard adjacent to a public street.
- In **Warehouse District**, if a local street or laneway is not available for access, one vehicle access location from a major street will be to reduce the number of curb cuts and disruption of the continuous street wall.



Parking Standards – Proposed Changes

A newly redesigned street network and transit system will support 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**, with less reliance on private vehicles.

South of the Ship Channel will have limited access to transit for the foreseeable future.



Proposed Changes:

Industrial Uses (Warehouse, South Port, East Port):

- **Parking Minimums:**
 - **0.15 off-street parking spaces per 100 m²**
- **Parking Maximums:**
 - **0.75 off-street parking spaces per 100 m²**

All Other Uses:

- Off-street parking rates are specified in **Zoning By-law 569-13 Chapter 200: Parking Space Regulations.**



Parking Standards – Comparison with Existing Standards

The existing parking rate standards for the Port Lands is minimal under **Zoning By-law No. 438-86, with very low minimums and no maximums**. The industrial parking rates in 569-13 are based on the Central Industrial rates in 569-13 and **an update on industrial use parking rates has not been undertaken for over 40 years**.

Below is a comparison of the industrial parking rate recommendations of the Zoning Review and the existing rates in Zoning Bylaw No. 569-13 that apply to Policy Area 1. This is a good comparison since the OPM direction is planning for a modal split that is generally comparable to Downtown.

<i>Policy Area 1</i>	<i>Min (569-13)</i>	<i>Min. (Proposed in Zoning Review)</i>	<i>Max. (569-13)</i>	<i>Max. (Proposed in Zoning Review)</i>
Software Development	0.35 /100 m2	0.35 /100 m2	0.8 /100 m2	0.8 / 100 m2
Office	0.35 /100 m2	0.35 /100 m2	0.8 / 1 00 m2	0.8 /100 m2
Artist Studio	1 / 100 m2	0.15 /100 m2	3.5 / 100 m2	0.75 /100 m2
Light Manufacturing	0.5 / 100 m2	0.15 /100 m2	1.5 / 100 m2	0.75 /100 m2
Warehouse	0.5 /100 m2	0.15 /100 m2	N/A	0.75 /100 m2

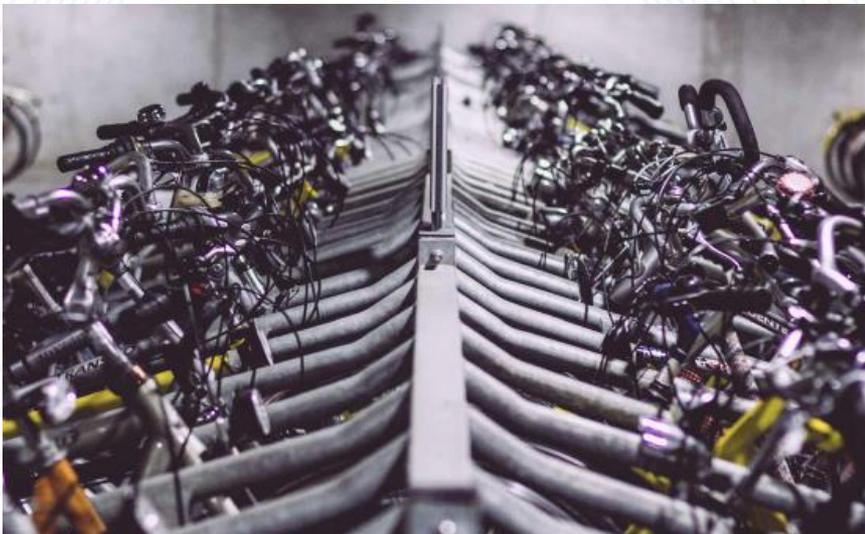


Bike Parking – Proposed Changes

There are currently *no bicycle parking requirements, under Zoning By-law 438-86*, for any use in the Port Lands.

Zoning By-law 569-13 includes bicycle parking rates for many uses, including office, retail store, educational, and eating establishments, **but does not require bicycle parking for most industrial uses.**

The Port Lands is envisioned to be a multi-modal mixed use area that prioritizes cycling, walking and transit use.



Proposed By-law 569-13 Additions:

- **Industrial Use Bike Parking Requirements:**
 - **0.25** bicycle parking spaces/100 m² of GFA
 - **10% short-term** bicycle parking spaces
 - **90% long-term** parking spaces
- **Bike Parking Location:**
 - The location of bicycle parking is specified in **Zoning By-law 569-13, Chapter 230.**



Questions

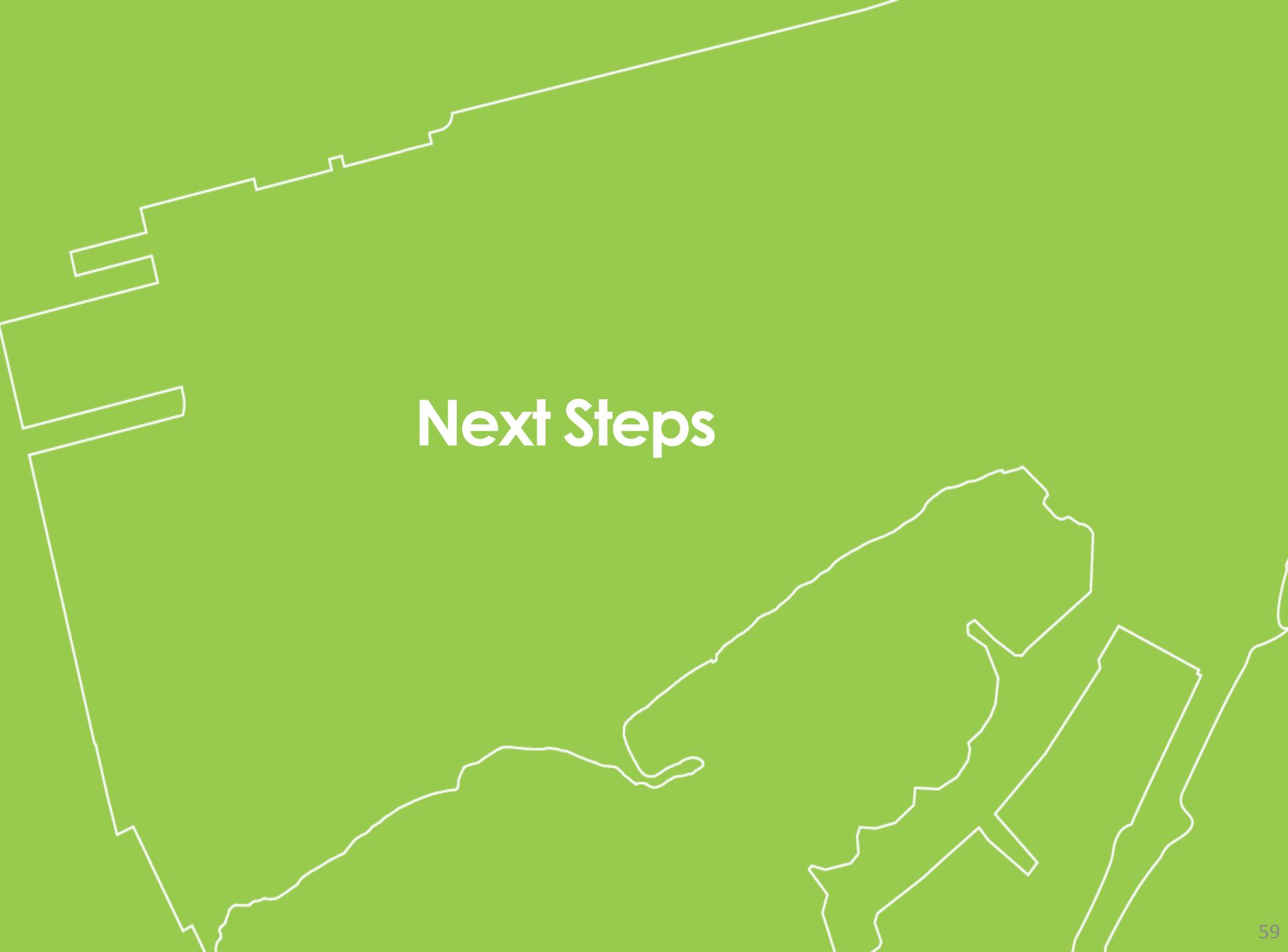


Questions and Comment

Comments and Feedback for the LUAC throughout the Zoning Review process has been very valuable and helpful in further refining the Zoning By-laws.

To further assist in the finalization of the Zoning By-laws, please consider the following questions:

- 1. If there any information that was presented that is not clear or requires further explanation?**
- 2. Are there additional issues that have not been captured?**
- 3. Have your comments been adequately addressed in the revised final draft of the by-laws?**
- 4. Do you do you have any comments or suggestions to further refine the by-laws?**



Next Steps



Next Steps

July 2019

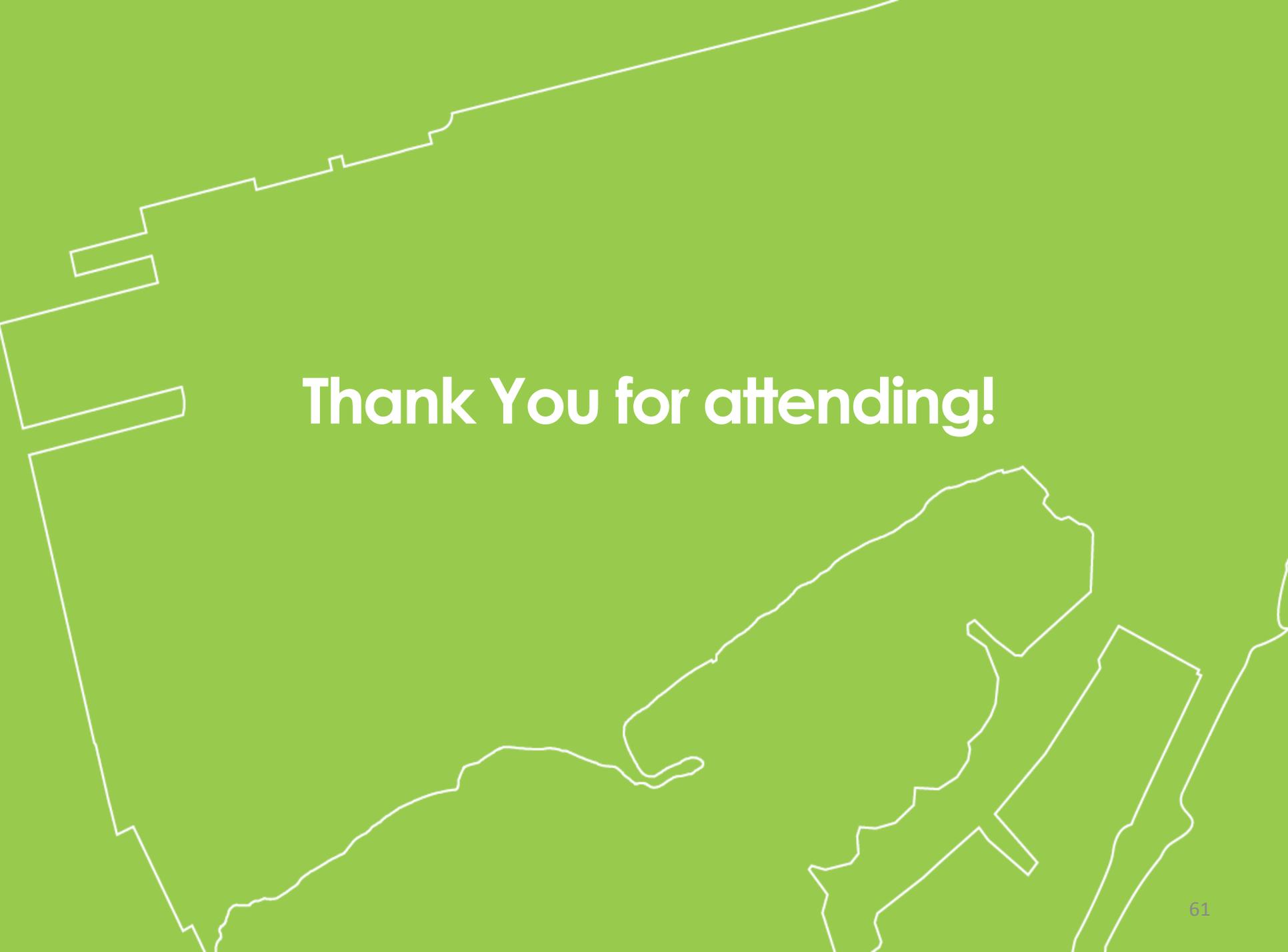
- Complete final draft Zoning By-laws
- SAC Meeting #2 – July 17, 2019
- Community Consultation Meeting #2 – end of July 2019
- One-on-one stakeholder meetings, as necessary

August 2019

- Consider public and stakeholder input in the revised draft Zoning By-laws
- Final Internal and Legal Review
- Revision and Final Zoning By-laws

September 2019

- **Statutory Public Meeting – September 16, 2019**
- City Council Recommendations – October 2, 2019



Thank You for attending!