

A stylized map of port lands is shown in white against a blue background. The map features a large, irregularly shaped area on the left side, with several smaller, rectangular shapes extending from its right edge. The overall shape suggests a coastal or harbor area with various land parcels.

PORT LANDS

PLANNING FRAMEWORK: LAND USE DIRECTION

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EXECUTIVE SUMMARY

The Port Lands are an unparalleled revitalization opportunity for Toronto, and also our city's only working port. At the direction of City Council, a high-level Port Lands Planning Framework is being developed. It will be a "blueprint" that will establish a refined and refreshed vision for the lands, guiding revitalization and redevelopment over the coming decades. Elements of the Planning Framework include:

- Establishing more specific land use direction to provide clarity and certainty as development proceeds;
- Identifying the transportation network (streets, transit and pedestrian/cycling facilities) needed to connect the Port Lands with the broader city through the concurrent Municipal Class EA;
- Establishing and protecting for a range of parks and open spaces, including "locking in" the outcomes of the amended and finalized DMNP EA;
- Identifying the character of specific areas and providing more detailed urban design and built form direction;
- Identifying the community services and facilities needed to support new communities;
- Providing direction for the appropriate conservation of heritage resources, and interpretation and commemoration of First Nations history in the area; and
- Providing implementation and phasing direction.

LAND USE DIRECTION

The land use direction in this report represent a land use vision for the Port Lands that balances competing interests to produce new and emerging employment sectors, new mixed-use communities and parks, and protection for port-related operations and businesses. The vision will provide greater clarity and certainty about activities and uses in the Port Lands, as well as direction to eliminate or mitigate potential conflicts. Five themes underpin the directions:

1. Supporting naturalization of the mouth of the Don River and accelerating development;
2. Creating vibrant new mixed-use communities and employment clusters alongside a working port;
3. Consolidating and relocating uses to create opportunities and improve public access;
4. Creating synergies with the South of Eastern area; and
5. Future proofing and creating a strategic land reserve.

Land use direction is provided for four sub areas within the study area: the Lower Don Lands, the Film Studio District, the East Port and South Ship Channel.

THE LOWER DON LANDS

2 The Lower Don Lands continue to be identified as being transformed into a new, diverse mixed-use urban district framed by the re-naturalized mouth of the Don River and Promontory Park, consistent with the Central Waterfront Secondary Plan and the first phase of the Port Lands Acceleration Initiative. Additional, more detailed assessment will be undertaken in the next stage of the study to identify buffers and/or other mitigation measures needed to address the existing Lafarge operation on Polson Quay, in accordance with City Council direction.

THE FILM STUDIO DISTRICT

The Film Studio District is identified as being transformed into a “modern media city”. This includes building on the existing media cluster, anchored by Pinewood Toronto Studios located within the district. Soundstage expansion opportunities are provided throughout the district. Surrounding film studio expansion opportunities are identified for employment uses, such as creative industries, and will provide a buffer between film studios and new mixed-use residential development. Mixed-use residential and employment uses are proposed north of Commissioners Street and along the future Don Greenway. More detailed assessment will be undertaken in the next phase of planning for lands adjacent to Carlaw Avenue and the Turning Basin to establish whether residential uses will be permitted, and if so, the nature and amount.

THE EAST PORT

The East Port is proposed to continue to be utilized for port and employment uses for the foreseeable future. North of Commissioners Street, many of the existing uses will remain in the long-term. As existing uses vacate this area or seek to redevelop, synergies with the South of Eastern Employment Area will be encouraged. The concrete batching and aggregate operations south of Commissioners Street are able to continue their operations. Over time, lands adjacent to dock wall should continue to be optimized for port and other maritime uses.

SOUTH SHIP CHANNEL

The South Ship Channel lands will continue to be utilized for port and employment purposes for the foreseeable future. However, existing port activity will need to be updated and modernized over time, including developing new marine terminals for storage, rather than the current practice of outdoor storage. This would also assist in reducing potential impacts to the new mixed-use areas proposed north of the Ship Channel. Additionally, other employment and industrial areas, on short- to medium-term leases should also be pursued for this area. A “maritime hub” is targeted for the Cherry Street frontage to create both a gateway to Cherry Beach, as well as provide amenity for visitors and employees.

NEXT STEPS

Next steps in completing the Port Lands Planning Framework include:

- Establishing appropriate separation distances, buffer uses, mitigation and/or requirements from existing industrial operations through further assessment;
- Establishing dedicated, reliable trucking routes to minimize impacts on new and existing communities;
- Establishing performance standards for new open port and industrial operations to modernize operations and mitigate potential impacts;
- Assessing existing zoning permissions and pursue rezoning lands in the East Port and South Ship Channel to align with the land use directions;
- Establishing implementation timeframes (short, medium, and longer term) and a phasing strategy that works towards implementing the land use vision for the Port Lands; and
- Continuing to consult with SAC, LUAC, public and other stakeholders on the Planning Framework and related studies.

The final Port Lands Planning Framework document will establish the basis for amending the Central Waterfront Secondary Plan as it relates to the Port Lands. Additional planning instruments, such as a Zoning By-law Amendments or Development Permit System(s), in areas where precinct planning is underway, are currently being explored to implement the outcomes of current planning efforts.



BIRD'S EYE VIEW OF THE LOWER DON LANDS AND SOUTH SHIP CHANNEL

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INTRODUCTION

The Port Lands are located east of Toronto's downtown area between the Inner Harbour and Leslie Street, south of Lake Shore Boulevard. The lands are the result of filling in Ashbridges Bay in the early 20th century to serve the city's growing industrial sector. At approximately 356 hectares (880 acres) in area, the Port Lands are an unparalleled revitalization opportunity for Toronto, and also our city's only working port.

The Port Lands have long been identified as a revitalization opportunity, starting with the 1998 release of the report *City Unlocking the Port Lands*, to the adoption of the Central Waterfront Secondary Plan in 2003, ongoing efforts to renaturalize the mouth of the Don River, and the current studies underway as part of the Port Lands Acceleration Initiative.

In 2011, the City, Waterfront Toronto and the Toronto and Region Conservation Authority initiated the Port Lands Acceleration Initiative (PLAI) to refine the Don Mouth Naturalization and Port Lands Flood Protection Project Environmental Assessment (DMNP EA) and develop a business and implementation plan with the objective of accelerating development opportunities in the Port Lands. City Council adopted the direction developed during the PLAI in October 2012, and directed City and Waterfront Toronto staff to develop a high-level planning framework for the entire Port Lands.

CREATING A BLUEPRINT FOR THE PORT LANDS

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The Central Waterfront Secondary Plan calls for the transformation of the Port Lands into a number of new urban districts amid the “hustle and bustle” of a working port. The first phase of the Port Lands Acceleration Initiative confirmed that portions of the Port Lands would undergo revitalization with the working port being maintained for the foreseeable future. The Port Lands Planning Framework will establish a blueprint for how revitalization efforts will unfold over the coming decades, laying out the steps required to achieve appropriate revitalization in the near-, mid- and longer-terms.

The scale of the Port Lands necessitates a high-level Port Lands Planning Framework, to ensure its continued relevance over the long-term. The Framework will provide a narrative for the evolution of the lands with more robust direction and visionary foresight that anticipates the future. Placemaking for the new urban districts will continue to be established through more detailed precinct planning. Two precinct plans – Villiers Island (Cousins Quay) and the Film Studio District – are currently underway for initial phases of development in the Port Lands. A third precinct plan for Polson Quay will be initiated following completion of the current studies.

The Framework will:

- Refine and refresh the vision for the Port Lands in the Central Waterfront Secondary Plan;
- Establish more specific land use direction to provide clarity and certainty as development proceeds in the Port Lands;

- Identify the transportation network (streets, transit and pedestrian / cycling facilities) needed to connect the Port Lands with the broader city. This is established through the Lower Don Lands Municipal Class Environmental Assessment (EA) and the Municipal Class EA underway for portions of the Port Lands and the South of Eastern area;
- Identify the character of specific areas and providing more detailed urban design and built form direction;
- Establish and protect for a range of parks and open spaces, including “locking in” the outcomes of the amended and finalized DMNP EA;
- Identify the community services and facilities needed to support new communities;
- Provide direction for the appropriate conservation of heritage resources and interpretation and commemoration of First Nations history in this area; and
- Provide implementation and phasing direction to guide revitalization efforts in a manner that both informs near- and longer-term public and private investments and ensures these investments have lasting value.



ARTIST'S RENDERING OF THE MOUTH OF THE DON RIVER

A STUDY IN PROGRESS

The City Planning Division and Waterfront Toronto, in consultation with the Toronto and Region Conservation Authority, are developing the Port Lands Planning Framework in phases. The first phase involved background research and the development of revitalization objectives to guide the study. In November 2013, the *Port Lands Profile*, documenting the background research, was released. An introductory community meeting was also held at the end of November 2013. The second phase of the process is currently underway. The intent of this phase is to create a cohesive and comprehensive vision for the Port Lands, starting with land use and connections. Land use options and infrastructure alternatives were drafted. A community meeting was held on February 13, 2014, followed by a March 5, 2014 workshop at which these options and alternatives were presented for feedback. This Land Use Direction is the product of those efforts. Additional analysis will occur over the coming months on other elements of the Framework. The final phase involves finalizing the Framework which will provide the basis for amending the Central Waterfront Secondary Plan.

A key component and necessary initial step for developing the Planning Framework is providing more detailed land use direction. As it stands today, a broad range of land uses are identified in the Central Waterfront Secondary Plan (CWSP) for the Port Lands. These uses include new mixed-use residential developments, knowledge-based industries, film and new media activities, “green” industries, recreational, cultural and tourist amenities, city-serving uses and marine-related industries.

The CWSP, however, does not identify where these uses should be located, nor does it resolve how these land uses can co-exist. Moreover, land use direction is also

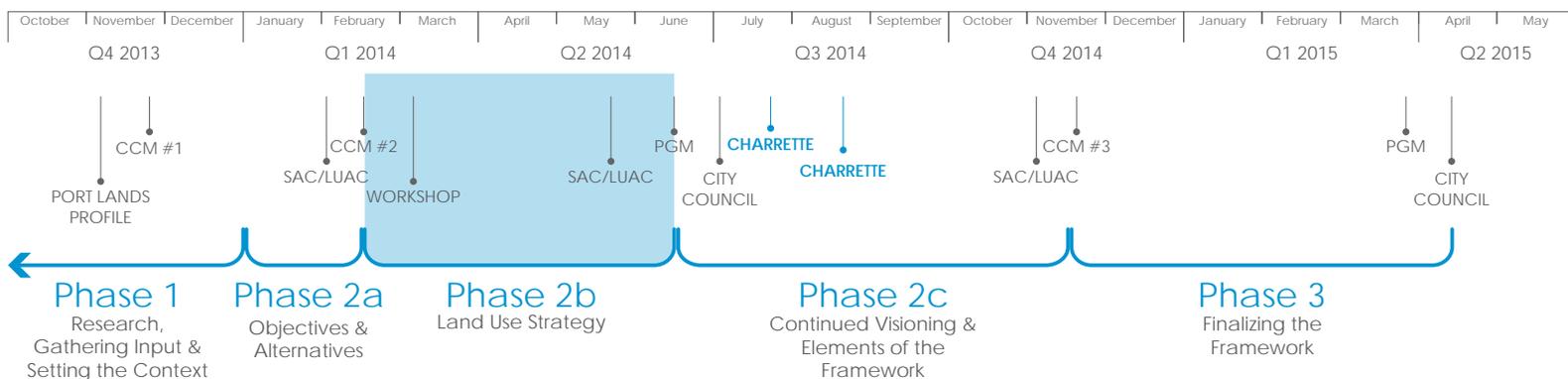
needed to inform other studies underway, such as the Transportation and Servicing Master Plan and Film Studio District Precinct Plan.

This Land Use Direction sets clear expectations for land use, providing the foundation for continued planning and visioning to occur in the next stages of developing the Port Lands Planning Framework with continued community, landowner/user and agency consultation and participation. It is a path forward for the Port Lands. It allows for both the establishment of new urban, waterfront districts, while also allowing for the continued viability of marine and city-serving industrial operations.

In addition, this Land Use Direction:

1. Provides greater clarity on how the wide range of interests expressed in the consultations to date are being considered;
2. Provides the necessary direction and certainty for land uses in the Port Lands with the aim to eliminate or mitigate potential land use conflicts;
3. Identifies where there are opportunities to consolidate or relocate existing city serving and marine uses to facilitate future growth opportunities;
4. Identifies initial opportunities for improving public access and creating new spectacular waterfront parks and open spaces that will be further explored in the next stage of the process; and
5. Provides a foundation for achieving broader city building objectives and creating synergies with the South of Eastern employment area.

PORT LANDS PLANNING FRAMEWORK WORK PROGRAM





AERIAL OF THE PORT LANDS AND VICINITY

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THE PORT LANDS AND THE SURROUNDING CONTEXT

The Port Lands, while generally underutilized, is an area that serves several purposes crucial to the City's operations and prosperity. The Port Lands is Toronto's only industrial marine port and is actively used for the import and storage of road salts and construction materials. The Port Lands are also home to power generation and distribution facilities that are important city-serving uses. The film industry, with a wide variety of industry assets, studios and related services in the Port Lands and area to the north (South of Eastern), is a major contributor to the City's economy. The area's natural heritage assets — extensive parkland and shoreline — provide a network of open spaces and regional recreational destinations. Opportunities to expand on these assets have been, and will continue to be, identified. This section provides a description of the current activities in the Port Lands and in the surrounding context.

A WORKING PORT

While the Port Lands is actively used as an industrial port, it does not compete with other major port centres in Canada or abroad. Toronto's port was ranked the 36th largest port in Canada and 11th among Ontario ports on the Great Lakes by cargo tonnage in 2011 (Statistics Canada, Shipping in Canada, 2012). The Port Lands is primarily a receiver of raw materials and supplies which support the growth of the city and maintain our civic infrastructure. The major cargoes delivered to the port include cement, salt and aggregates. Very little cargo is exported from the Port Lands.

Toronto relies on the Port Lands as its only industrial port area. The only other marine terminal in the city is Redpath's operation west of Lower Jarvis Street. The closest alternative industrial port is Hamilton. This situation makes revitalization more challenging because, unlike many other cities post-industrial ports revitalization and redevelopment in cities such as HafenCity, Hamburg, Germany, or Rotterdam, Netherlands which have other ports that can be relied on, there is no opportunity to relocate industrial shipping within the City of Toronto. A new port area would need to be created adjacent to our waterfront elsewhere in the city, requiring new lake fill in our waterfront to accommodate this function. The balance of lands adjacent to our waterfront consists of stable or emerging neighbourhoods and parks and open spaces.

An industrial port has five characteristics that attribute to its successful function: dockwalls; space adjacent to dockwalls to facilitate shipments; loading / unloading equipment; access (intermodal connections via rail and truck); and separation from sensitive land uses. The Port Lands currently has all five of these characteristics, which need to be preserved to some degree in order to maintain the port function.

Toronto's port is accessible to the rest of the Great Lakes via the Welland Canal and to overseas ports via the St. Lawrence Seaway. The St. Lawrence Seaway is limited by the capacity of the locks, which are insufficient to accommodate modern container ships, precluding viable international container shipping to Toronto. The maximum size vessel that can be accommodated in the Seaway, known as a seawaymax vessel, is 226 metres long, 24 metres wide, and has a draft of 27 feet. Shipping within

the Great Lakes shipping may involve vessels of greater size but they cannot access the Atlantic Ocean (The St. Lawrence Seaway Management Corporation, 2003).

The marine shipping season in Toronto is typically from late March to December since the Toronto Harbour, St. Lawrence Seaway, and Welland Canal partially freeze in the winter. During the winter months the port is still active as materials, particularly road salt, are shipped by truck from the Port Lands to other areas of the City. Compared to other forms of transport, such as rail or truck, marine shipping is the most fuel-efficient, least polluting and safest. According to the Great Lakes Maritime Research Institute, for every marine shipping accident there are approximately 15 train accidents and 75 truck accidents. The St. Lawrence Seaway Management Corporation estimates that shipping on the Great Lakes is 14 per cent more fuel efficient than shipping by rail and



close to 600 per cent more efficient than shipping by truck (Research and Traffic Group, 2013: 6). Furthermore, marine shipping produces fewer greenhouse gas emissions per tonne/kilometre than both the rail

and truck modes (Research and Traffic Group, 2013: 8).

Marine shipping is also beneficial because it does not directly contribute to traffic congestion and is not limited by the operating capacity of rail corridors. According to Statistics Canada, the busiest domestic trucking routes in Canada are between Toronto and Montreal, and between Hamilton and Toronto. Maintaining lands for port operations could provide opportunities to increase marine shipping between these areas since they can be well served by the St. Lawrence Seaway and Lake Ontario.

The Port Lands has approximately 9,770 linear metres of dockwall, including dockwall on the Ship Channel, Turning Basin, Keating Channel, Essroc Quay, Cousins Quay, Polson Quay and the Toronto Port Authority site south of the Ship Channel. A substantial portion of the existing dockwall is not actively used, and in many areas the dockwall is in disrepair. The dockwalls are primarily owned by the Toronto Port Lands Company, with the exception of the dockwall at the Toronto Port Authority

site. The planned naturalization of the Don River mouth will result in a loss of 2,140 metres of dockwall along Keating Channel, Essroc Quay, Cousins Quay, and Polson Quay, reducing the total dockwall to approximately 7,630 metres.

Shipping activities in the Port Lands are mainly centred on the Ship Channel, which provides marine access and dockwall for large cargo ships. There are currently three salt companies that deliver salt to three properties located on the south side of the Ship Channel between Cherry Street and the Hearn. The salt is stored in outdoor piles covered by tarps. At the east end of the Ship Channel, Strada Aggregates and Essroc Canada (currently being relocated from Essroc Quay on Cherry Street) have long-term leases on municipally owned properties that are used for importing shipments of aggregates and concrete materials. Strada Aggregates and their aggregate product outdoors. Essroc Canada is completing construction on new silos for cement powder, and will also store aggregate product outdoors.

In addition to the Ship Channel, dockwall in Polson Quay is used by Lafarge Canada for importing cement powder, which is stored in enclosed silos and then trucked to concrete batching plants across the city. Redpath has also stored its sugar product on barges moored at Cousins Quay over the winter months. The DMNP EA and planning for the Lower Don Lands has protected for this activity. However, Redpath stored its product at the Toronto Port Authority's site south of the Ship Channel this past year.

In 2013, a total of 950,349 metric tonnes of bulk and general cargo was shipped to the Port Lands. The average annual cargo tonnage shipped to the Port Lands in the last ten years (2004-2013) is 1.19 million metric tonnes. These figures do not include sugar shipments that are shipped directly from Redpath Sugar's operation on Queens Quay East. During the last economic downturn in the late 2000s, shipping of the raw products destined to the Port Lands declined. With the recovery of the economy in the last few years, cargo tonnage of certain products shipped to the Port Lands increased.

Toronto Port Authority's site located at the west end of the Ship Channel is a 20-hectares facility that receives and ships a variety of bulk and general cargo. The facility includes Marine Terminal 51 and Warehouse 52, which together provide 21,000 m² of warehousing space. The International Marine Passenger Terminal is also located on

their site. It has been accommodating Great Lakes cruise ships. A rail spur links Toronto Port Authority's site with CN and CP rail corridors.

In addition its function as an industrial port, the Port Lands also accommodates several recreational boating facilities including the Bayside Rowing Club at the Turning Basin, the Great White North Dragon Boat Club near the Hearn discharge channel, the Royal Canadian Yacht Club (City Station) located adjacent to the Port of Toronto south of the Ship Channel, and the Outer Harbour Sailing Federation, consisting of eight member clubs, located in Cherry Beach and Clarke Beach Park on the north shore of the Outer Harbour.

CITY-SERVING USES

The Port Lands is home to a number of industrial and commercial uses that provide important services to the city. Power generation, distribution and maintenance is the most extensive city-serving use in the Port Lands in terms of the land it occupies, comprising the Portlands Energy Centre (PEC), two Hydro One switching stations that transform power from higher to lower voltages, transmission lines and towers, and a Toronto Hydro Service Centre. Other city-serving uses include the Commissioners Transfer Station, a Canada Post distribution facility and a Toronto Transit Commission garage for Wheel-Trans vehicles.

The PEC, located on Unwin Avenue across from the Turning Basin, is on an 11.3-hectare site that is owned by Ontario Power Generation Inc. (OPG), a public company wholly owned by the Government of Ontario. The PEC is a 550-megawatt natural gas-fired power plant operated by Hydro One that can supply up to 25 per cent of Toronto's energy needs. The power plant is only in operation approximately 40 per cent of the time, typically during peak demand hours on regular business days to supply power to downtown Toronto (Portlands Energy Centre). In addition to producing electricity, the PEC is capable of producing steam (272,000 kg/hr) for district heating in the Port Lands if operated on a continuous basis (Environment Canada, 2010).

The two switching stations owned by Hydro One distribute electricity from the Portlands Energy Centre (PEC) to the rest of the City. One station is newly constructed and located adjacent to the PEC on the Hearn site. The other station is located on the north side of the Ship Channel at the foot of Bouchette Street. Both sites are provincially

owned. Overhead transmission lines run across the Ship Channel between the two switching stations and continue on transmission towers north to Commissioners Street, east along Commissioners Street on three towers located in the middle of the right-of-way to the Don Roadway, north along the east side of the Don Roadway to Lake Shore Boulevard East, then northwest towards downtown Toronto.

The Toronto Hydro Service Centre, located at 500 Commissioners Street north of the Turning Basin, includes a large office building and outdoor storage on a 6.97-hectare property owned by the Toronto Port Lands Company, a municipal corporation wholly owned by the City of Toronto. Toronto Hydro holds a long-term lease on the property.

The Commissioners Street Waste Management Facility, located at 400 Commissioners Street between Bouchette



Street and Logan Avenue, is on a 2.48-hectare property. The main building was originally constructed as an incinerator in 1953 before it was converted to a waste transfer station. The facility is a drop-off depot that accepts a wide range of waste and recycling materials, including garbage, blue bin recycling materials, household hazardous waste, electronic waste, construction waste, yard waste, tires, and scrap metal. All waste materials are stored indoors and compacted before they are trucked to the Green Lane Landfill located southwest of London, Ontario.

The Canada Post facility, and the Toronto Transit Commission (TTC) garage for Wheel-Trans vehicles are located on adjacent properties on the north side of Commissioners Street, west of Leslie Street, at 600 and 580 Commissioners Street respectively. The Canada Post facility is a letter carrier depot on a two-hectare property owned by the Canada Post Corporation, a crown

corporation owned by the federal government. The TTC garage, known as the Lakeshore Garage, is used for the storage and maintenance of Wheel-Trans vehicles. The garage consists of three buildings with a combined floor area of 15,569 m² on a 2.84-hectare property. There is also a Toronto Water facility located at 545 Commissioners Street, which includes laboratories, office space, a fueling depot, storage yard and surface parking.

FILM INDUSTRY

The Port Lands has a number of film and film-related industries, including Pinewood Toronto Studios and supporting uses such as production equipment rental companies and post-production facilities. Pinewood Toronto Studios, located on the south side of Commissioners Street between Bouchette Street and the Don Roadway, is Toronto's largest film studio complex with 12 stages, including the largest soundstage in North America.

Surface parking lots adjacent to the stages provide staging and parking for employees and productions. Pinewood Toronto Studios consist of purpose-built stages developed initially to attract major feature film productions. The studio complex currently occupies 4.9-hectares of land leased from the Toronto Port Lands Company. A secure perimeter around the studio complex restricts public access. Pinewood Toronto Studios has the ability to expand, with an option from the Toronto Port Lands company to lease an additional 7.3-hectares of land to the west and south of the existing complex from the Toronto Port Lands Company.

Showline Limited, another soundstage, is also located within the Port Lands. Additionally, there are a number of supporting uses in the Lower Don Lands, including PS Production Services, United Rentals and Studio City Rentals, which are production equipment rental companies. The Foundry Studios Complex (previously known as Cherry Beach Sound), has numerous tenants providing sound studio space and post-production services. The decommissioned Hearn Generating Station, currently on lease to Studios of America, is also used for film production and warehousing.

MAJOR ASSETS

The Port Lands has several major assets that will be capitalized on and showcased in revitalization efforts. The most distinctive assets are the aquatic features and associated shorelines, including the Inner Harbour, Outer Harbour, Ship Channel, Turning Basin, Keating Channel and planned naturalization of the Don River mouth. The Ship Channel, which is 2.8 kilometres long and 120 metres wide, together with the Turning Basin, at 335 metres wide and 210 metres deep, provide over six kilometres of water's edge frontage. All lands within the Port Lands are within 500 metres, or a five minute walk, from the water's edge.

Framing the north side of the Outer Harbour is Clarke / Cherry Beach Park, which includes beaches, active recreational space including sports fields, and naturalized areas. This park connects with Tommy Thompson Park, which includes the Leslie Street Spit. There are plans to merge and improve these parks through the Lake Ontario Park Master Plan, which is discussed in Section 4 of this report.

The shorelines along much of the Ship Channel, Turning Basin and Keating Channel provide opportunity for a new public promenade in accordance with the Central Waterfront Secondary Plan. The future naturalization of the Don River mouth will be surrounded by open space in the form of a river valley, creating the setting for Promontory Park, a planned public park facing the Inner Harbour and the downtown.

Other parkland assets include McCleary Park, a 2.8-hectare park on Lake Shore Boulevard East between Bouchette Street and Logan Street, which features two lighted baseball diamonds and cricket pitch, and Jennifer Kateryna Koval's'kyj Park, a 0.14-hectare park located at the west end of Polson Street overlooking the Inner Harbour and city's skyline.

The Martin Goodman / Waterfront Trail is a major pedestrian and cycle path that connects Port Lands parkland with the rest of the city. The trail, which runs along Cherry Street, through Clarke / Cherry Beach Park, along the east end of Unwin Avenue and along Leslie Street, is mostly separated from vehicular traffic. As part of earlier waterfront revitalization efforts, Leslie Street was enhanced with substantial landscaping, known as the Leslie Street Greening. This greening will be further enhanced and reinstated following completion of the new Leslie Barns Streetcar Yard and associated work.

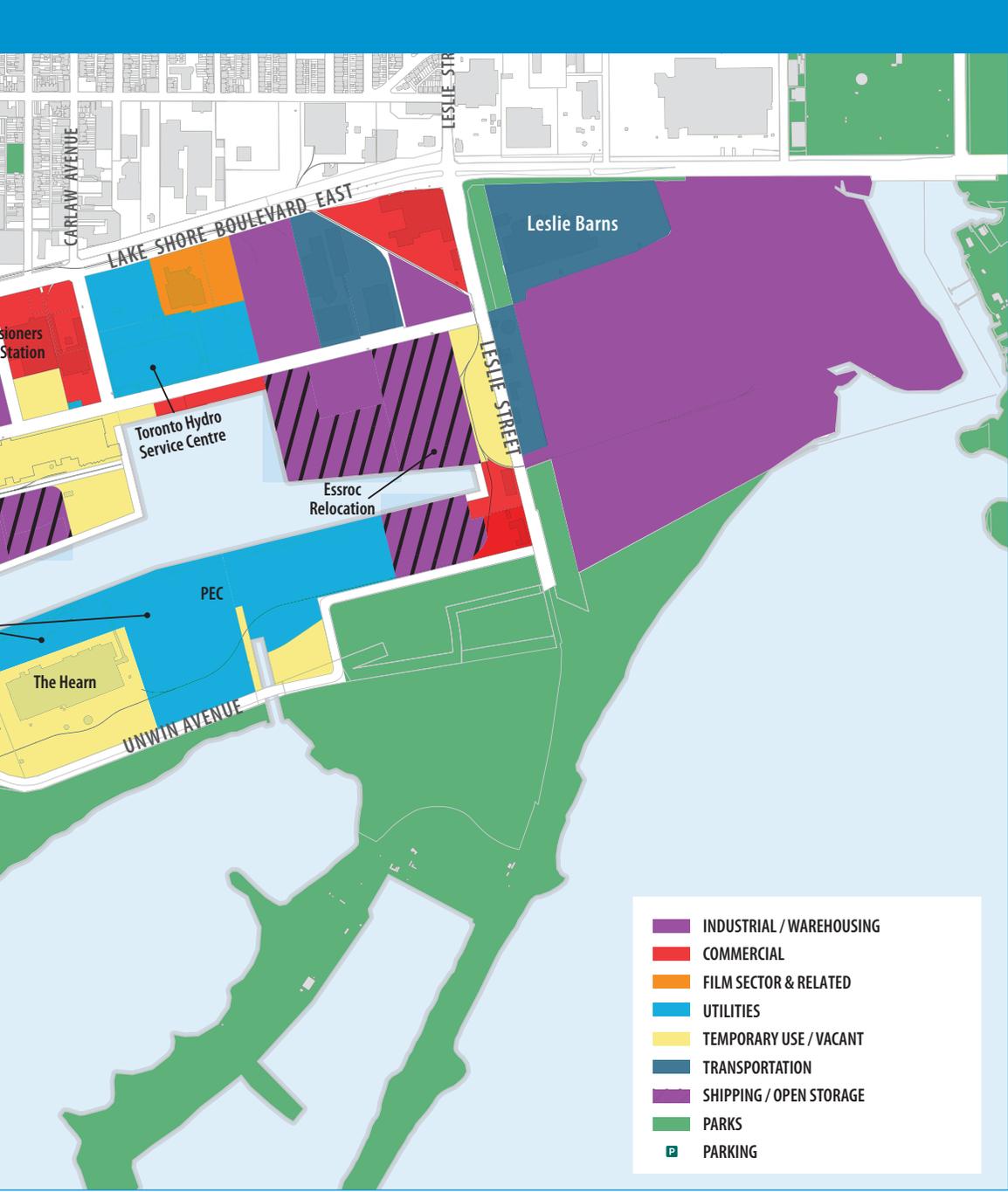
FIGURE 1: EXISTING LAND USES



The Port Lands has several heritage buildings and structures listed in the City’s Inventory of Heritage Properties, as well as one designated under the *Ontario Heritage Act*. These buildings and structures could be repurposed to celebrate and showcase the area’s industrial heritage. Probably the most iconic of the heritage buildings is the Hearn Generating Station (the Hearn), a decommissioned power plant with its 213-metre high chimney stack located on the south side of the Ship Channel adjacent to the PEC. The Hearn is a massive building capable of being repurposed for a variety of

cultural and/or community uses that could serve as a catalyst for revitalization.

Other heritage structures listed on the City’s Inventory include, but are not limited to, the bascule bridge that crosses the Ship Channel at Cherry Street, the Commissioners Transfer Station, the Essroc silos on Cherry Street used for cement storage, which will soon be vacated when Essroc relocates its operations to the east end of the Ship Channel, and the silos on Lafarge’s property on Polson Quay.



The Port Lands also has a number of potential cultural heritage landscapes. A cultural heritage landscape is defined as a geographical area of heritage significance which has been modified by human activities and is valued by a community. The entire Port Lands was created through the implementation of the Toronto Harbour Commission’s 1912 Waterfront Development Eastern Section Plan and its continued evolution has contributed to the formation of an industrial landscape that offers tremendous opportunities to emphasize the legacy of Toronto’s working harbour. As such, the entire Port Lands is a potential cultural heritage landscape. Specific cultural heritage landscapes within the Port Lands include the Ship Channel, Turning Basin, Keating Channel, rail lines and spurs, and the streetscapes of Villiers Street, Commissioners Street, Cherry Street and the Don Roadway.

THE PORT LANDS IN CONTEXT

The Port Lands is centrally located on Toronto's waterfront, situated approximately five kilometres southeast of the downtown area. The Port Lands is surrounded by a variety of distinct land uses and natural features. To the west is the Inner Harbour and views to downtown Toronto. To the south is the Outer Harbour, and Tommy Thompson Park, a recreational destination also known as the Leslie Street Spit. To the east are industrial city-serving uses including Ashbridges Bay Treatment Plant and a new TTC streetcar yard known as the Leslie Barns. To the north, east of the Don Valley, is an employment area referred to as the South of Eastern area. West of the Don Valley are existing and planned mixed-use neighbourhoods.

EAST OF LESLIE STREET

To the east of the Port Lands are allotment gardens at the north end of Tommy Thompson Park and city-serving industrial uses including, a Transportation Services yard, and the Leslie Barns, which is a new TTC storage and maintenance facility that will be completed in late 2014 for the City's new fleet of low-floor streetcars. Further east is the Ashbridges

Bay Treatment Plant, one of four treatment plants in Toronto, and one of the largest wastewater treatment plants in Canada. The treatment plant is a heavy industrial use that sometimes causes sewage odour that adversely impacts surrounding lands, particularly after a heavy rainfall. The treatment plant currently relies on rail spurs for the delivery of chlorine and other chemicals used to treat sewage.

SOUTH OF EASTERN

To the north of the Port Lands is the South of Eastern *Employment Area*. The *Employment Area* is bounded by the Don River to the west, Woodfield Road to the east, Lake Shore Boulevard East to the south and Eastern Avenue

to the north. This area features industrial-type buildings and offices with a range of business establishments, including film studios and other creative industries. While the creative industry sector experienced a sharp decline in the mid- to late 2000s, this sector remains firmly entrenched in the area. There are a number of soundstages, including Cinespace, Revival 629 and Film Port. The existing employment uses provide approximately 4,000 jobs with the largest employment sector being the public sector. There is also a small residential enclave of two- and three-storey houses between Booth Avenue and Carlaw Avenue. At the intersection of Lake Shore Boulevard East and Leslie Street there are two supermarkets and three fast-food establishments with large surface parking lots.

Over the past 30 years there has been a steady decline in traditional industry in the South of Eastern area. To address the loss of jobs and lack of investment, the City initiated the South of Eastern Strategic Direction, a planning study focused on economic development, urban design and transportation. The study will identify:

- Strategies to encourage investment and development to create new jobs;
- Transportation needs to support employment uses and provide better connections to surrounding areas; and
- Urban design guidelines for the built form and public realm.

The study is being coordinated with the Port Lands and South of Eastern Transportation and Servicing Master Plan, with this Environmental Assessment informing, in part, the transportation aspect of the study.

The South of Eastern area has a number of large redevelopment sites, which are key to the area's future.



EXISTING 6-STOREY BUILDING ON THE UNILEVER SITE

Approximately halfway between Carlaw Avenue and Leslie Street is a 7.5-hectare property occupied by Revival 629 studios that is subject to a rezoning application to allow the development of 75,630 m² of office/flex space, a new hotel with a floor area of 7,290 m² and 14,330 m² of retail space. The existing studios are proposed to be retained and upgraded. The application is currently under review.

At the west end of the South of Eastern area is the former Unilever factory that is now owned by First Gulf. First Gulf, as noted previously, has expressed its intention to redevelop the site as a significant, new office district with up to 15 million square feet of office and commercial uses. No planning applications have been submitted to the City for review. The viability of developing a new office district on this site will largely depend on developing new, higher-order public transit and streets to provide convenient access. The site has the potential to be well served by public transit. The City of Toronto and the TTC are commencing planning for the “Relief Line”, a future rapid transit line that would connect downtown Toronto to the Bloor-Danforth Subway east of the Don River and north

to Eglinton Avenue. Additionally, there is a GO Transit rail corridor to the north of the site. Further, the potential extension of Broadview Avenue being explored as part of the Port Lands and South of Eastern Transportation and Servicing Master Plan would allow for higher-order surface transit to serve the site. A combination of these transit improvements would create a new transit hub on the site, making it much more desirable for an office district.

NEW WATERFRONT MIXED-USE COMMUNITIES

To the north and west of the Don River are several newly developed and planned mixed-use neighbourhoods. The closest neighbourhood, which has been planned but not yet developed, is the Keating Channel Precinct, located along the north edge of the Keating Channel. The Keating Channel Precinct is planned to have approximately 4,700 residential dwellings, up to 197,000 m² of commercial space, community facilities and parks and open space, including an animated promenade along the Keating Channel.



AERIAL RENDERING OF THE WEST DON LANDS

West of the Keating Channel Precinct is East Bayfront, a newly planned mixed-use community that is now under construction with the first residential buildings expected to be complete in 2016. East Bayfront will provide approximately 6,000 residential dwellings, 8,000 new jobs, 279,000 m² of retail space and 5.5 hectares of parks and public space.

North of the Keating Channel Precinct is the historic Distillery District, which is a mixed-use neighbourhood that emphasizes its industrial heritage with the adaptive reuse of several Victorian-era industrial buildings set amid pedestrian cobblestone streets. According to 2011 census data, the Distillery District has 797 residential dwellings, substantial commercial and retail space, and various cultural uses.

FIGURE 2: CONTEXT MAP



Adjacent to the historic Distillery District is the West Don Lands, a 32-hectare brownfield currently under construction as part of waterfront revitalization efforts. The West Don Lands is a new mixed-use community that is also home to the 14-hectare Athletes' Village for the 2015 Pan/Parapan Am Games. At full build-out, the West Don Lands will include approximately 6,000 residential dwellings, substantial retail and commercial space and 9.3

hectares of parks and public space, including Corktown Common, the area's signature new park and flood protection landform. The first new residents began moving into the area in spring 2013.

OUTER HARBOUR, TOMMY THOMPSON PARK CLARKE / CHERRY BEACH PARK

The Outer Harbour, located south of Clarke / Cherry Beach, is a sheltered body of water often used as a recreational destination for boating, paddleboarding and kite boarding. Tommy Thompson Park, also known as the Leslie Street Spit, is a peninsula made of landfill on the south side of the Outer Harbour that includes over 260 hectares of parkland, a wildlife sanctuary and a five kilometre trail. The park is currently only open to the public on weekends since it is still used as a landfill for construction materials during the week. Once landfill operations cease, the park could be expanded to over 500 hectares.

Clarke / Cherry Beach is located on the north shore of the Outer Harbour at the foot of Cherry Street. The west side of the beach is popular with kiteboarders and there is also an off-leash dog area. In 2008, the Cherry Beach Sports Fields were built as part of waterfront revitalization efforts. The sports fields consist of two regulation-sized elite soccer and lacrosse fields, new landscaping and permanent restroom facilities. These fields were developed to assist in meeting the high demand for playing fields in Toronto.



CHERRY BEACH SPORTS FIELDS



ARTIST'S RENDERING OF THE NEW KEATING CHANNEL BRIDGE AT CHERRY STREET

4

CURRENT LAND USE DIRECTION

Different legislative documents, policies and plans contain land use direction that must be taken into account in the development of the Land Use Direction for the Port Lands. Summaries of relevant land use direction informing this process include the Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe, the Central Waterfront Secondary Plan and the City's Official Plan. Additionally, previous planning efforts in the Port Lands and vicinity, such as the Lake Ontario Park Master Plan and planning work undertaken for the Lower Don Lands, also inform this Land Use Direction.

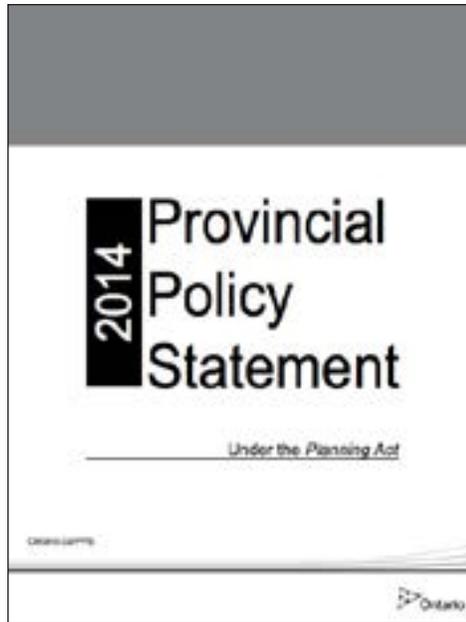
PROVINCIAL POLICY STATEMENT

Issued under Section 3 of the *Planning Act*, the Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development in Ontario. Land use planning decisions are required to be consistent with the PPS.

A new policy statement came into effect April 30, 2014. The PPS 2014 applies to land use decisions for the Port Lands. The PPS is to be read as a whole, and applies to both the macro city level and the micro local level. Some of the PPS's policies are more specific to the macro level such as the requirement to assess employment area conversion requests only through a comprehensive review.

The PPS 2014 supports building strong, liveable and resilient communities by promoting a mix of land uses in a compact form with transportation choices that facilitate pedestrian mobility and other modes of travel. New strengthened policy directives have been introduced that promote active transportation and transit-supportive development. Additionally, the PPS 2014 identifies that compact, mixed-use development with compatible employment uses will be promoted.

A key change in the PPS 2014 pertinent to the Land Use Direction for the Port Lands is the introduction of policy direction to protect the long-term operation and economic role of marine and rail facilities. The PPS 2014 also now requires that these facilities are appropriately designed, buffered and/or separated from sensitive land uses, like residential uses, to prevent or mitigate adverse effects and to ensure the long-term viability of these facilities.



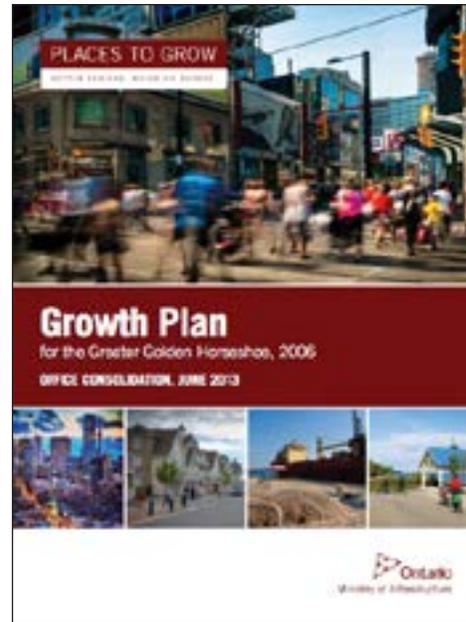
GROWTH PLAN

The Growth Plan for the Greater Golden Horseshoe provides a framework for implementing the provincial government's vision for building stronger, prosperous communities by better managing growth within the Greater Golden Horseshoe. The Growth Plan guides decisions on a wide range of issues including transportation, infrastructure, urban form, housing, natural heritage and resource protection. Land use planning decisions are required to conform to the Growth Plan.

The Growth Plan identifies population and employment forecasts for the City of Toronto that the City is required to plan for. The Growth Plan also provides policy direction relating to how municipalities, including the City of Toronto, intensify. Key applicable policies for the development of this Land Use Direction include:

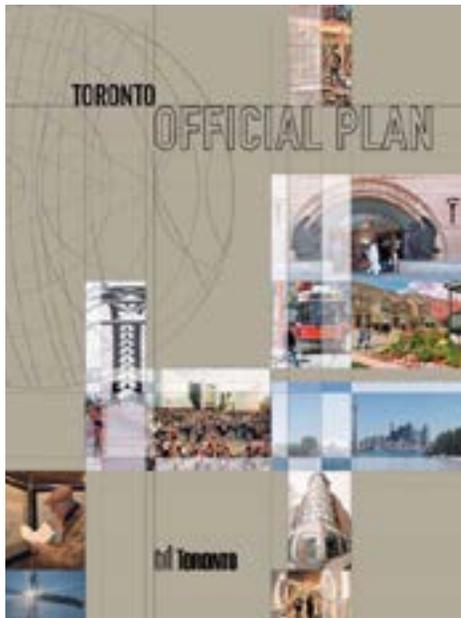
- Providing a diverse and compatible mix of land uses, including residential and employment uses, to support vibrant neighbourhoods; and
- Planning for land uses adjacent to, or in the vicinity of, transportation facilities such as rail yards and dockyards that are compatible with, and supportive of, the primary goods movement function of these facilities.

The employment conversion policies of the Growth Plan do not apply to employment areas consisting of downtown or regeneration areas. For these areas, the employment area policies of the PPS apply.



CITY OFFICIAL PLAN

The City's Official Plan is a long-term vision for how the city should grow. The Plan is not in effect in the Central Waterfront area. However, the Plan provides important insight into long-term, broader city building objectives that are key considerations for the development of this Land Use Direction. The City's Official Plan came into effect in 2006. It recognizes the *Central Waterfront*, which includes the Port Lands, as a unique opportunity for employment and residential growth. New business ventures and neighbourhoods in the *Central Waterfront* are seen as an extension to Toronto's downtown area, strengthening and contributing to the vitality of our economy and urban lifestyle appeal.



The *Planning Act* requires that a city's official plan be reviewed every five years. The City of Toronto began this review in 2011 with some aspects now complete such as the mandated Municipal Comprehensive Review (MCR) that looked specifically at designated areas of employment. Municipalities are only permitted to consider conversions of employment areas to allow for non-employment uses through the MCR. The Province is now reviewing the City's MCR and revised employment policies. A decision is anticipated shortly.

The City's MCR confirmed that the South of Eastern *Employment Area*, located to the north of the Port Lands across Lake Shore Boulevard East, continues to be an important and needed employment area. New policy direction was also introduced that promotes office growth, and in particular the development of large freestanding office buildings, to the *Downtown, Central Waterfront, the Centres*, and within 500 metres of rapid transit stations such as subways, light rapid transit routes and GO stations.

Moreover, in planning for new subways, light rapid transit and GO routes, the location of established and potential new office concentrations are to be considered.

Additional site specific policies were also introduced through the MCR process for sites within the South of Eastern area. Policy 426 encourages comprehensively planning the Unilever site as an employment precinct that is fully integrated and connected to the surrounding area and that includes a mix of non-residential land uses, primarily consisting of offices, post-secondary colleges/universities/trade schools, hotels, studios and research facilities. Policy 427 was introduced for the Revival 629 studios site, which sets parameters within which the certain uses may be permitted. Secondary uses to primary employment uses up to a maximum of 20 per cent of the site's total gross floor area may be considered.

CENTRAL WATERFRONT SECONDARY PLAN

Secondary Plans are more detailed policy documents applying to a specific geographic area. They adapt and implement the objectives, land use designations and overall planning approach of the parent official plan to fit within local contexts.

The Central Waterfront Secondary Plan (CWSP) was adopted by City Council in 2003 as an amendment to the former City of Toronto Official Plan to spell out key public priorities and opportunities for Toronto's waterfront. While the CWSP is not in force for the Port Lands due to appeals to the Ontario Municipal Board, it continues to represent Council policy to guide the revitalization of the lands. The CWSP is based on four key principles:

- Removing Barriers and Making Connections;
- Building a Network of Spectacular Waterfront Parks and Public Spaces;
- Promoting a Clean and Green Environment; and
- Creating Dynamic and Diverse New Communities.

The CWSP generally provides for a mixed-use policy direction for the Central Waterfront area as a whole, including the Port Lands. The Port Lands are largely designated *Regeneration Areas* in the CWSP (Figure 3). The Toronto Port Authority site at the Inner Harbour is designated *Existing Use Areas* and the remaining lands are designated *Parks and Open Space Areas*. The *Regeneration*

Areas designation allows for a wide variety of land uses, including residential, industrial, offices, retail, community services and parks. Further land use direction is provided for the Port Lands in the CWSP whereby a wide range of different activities and uses are envisioned such as:

- Establishing new mixed-use residential communities;
- Creating a “convergence district” or “Centre for Creativity and Innovation” consisting of entertainment industries (music, film and television production) alongside communications, software development, biotechnology and publishing sectors;
- Providing a rich tapestry of recreational, cultural and tourist amenities; and
- Maintaining the important role the Port Lands play in the city’s economy as a location for downtown-serving and marine-related industries.

Large-scale, stand alone retail stores and/or “power centres” are not part of the land use vision in the Central Waterfront. New retail development is only to be considered if it aligns with the principles and policies of the Secondary Plan. Retail uses in the Port Lands are to

be concentrated at accessible locations to form a focus for the area. Cherry Street and Commissioners Street (as amended by OPA 388) are identified as important locations for this type of activity in the Port Lands.

Given the scale of the Port Lands, the CWSP recognizes that existing business operations are likely to continue as redevelopment proceeds. As such, it identifies that performance standards may be required to ensure compatibility between the newly redeveloped areas and existing operations. The CWSP also recognizes that some existing business operations, like the city-serving and marine-related industries, may need to be relocated from their existing locations in order to facilitate redevelopment while still accommodating the city serving operations close to the downtown and marine-related industries that are dependent on water/rail access.

FIGURE 3: CENTRAL WATERFRONT SECONDARY PLAN LAND USE PLAN
 (As amended by OPA 388 in 2010)



LOWER DON LANDS PLANNING

20

Planning for the Lower Don Lands began following the creation of the Toronto Waterfront Revitalization Corporation (now known as Waterfront Toronto), the agency created by the three levels of government in 2001 with a mandate to revitalize 2,000 acres of brownfield lands on Toronto's waterfront. The renaturalization of the mouth of Don River and flood protecting the Port Lands were identified as one of four priority projects by all three levels of government. The Toronto and Region Conservation Authority (TRCA) initiated the Don Mouth Naturalization and Port Lands Flood Protection Project Environmental Assessment (DMNP EA) in 2004 on behalf of Waterfront Toronto. A terms of reference for the Environmental Assessment was completed in 2006. Initially, renaturalization and flood protection was to occur in the vicinity of the Keating Channel, with the creation of a greenway along the Don Roadway to the Ship Channel.

As part of the planning efforts for the DMNP EA, Waterfront Toronto held a design competition in 2007 to assist in establishing a master vision and to help address the myriad of challenges that were emerging. The winning design by Michael Van Valkenburg and Associates

proposed “a vision that included retaining the Keating Channel, and relocating the new naturalized valley and river mouth” to the south of the Keating Channel, integrating renaturalization with placemaking and creating a much sought-after destination to live, work and play. The design formed the basis of an alternative assessed during the DMNP EA process, eventually being selected as the preferred EA alternative. Waterfront Toronto used this preferred alternative as a basis for the development of a Framework Plan for the Lower Don Lands and Precinct Plan for the Keating Channel Precinct.

The completed plans received endorsement by City Council in 2010, including the adoption of an Official Plan Amendment (OPA 388) for the Lower Don Lands and zoning by-law amendment for the lands north of Keating Channel and west of the Cherry Street in the Keating Precinct. OPA 388 introduced specific land use policy direction for the Lower Don Lands. The policy direction states that the Lower Don Lands “comprise a new urban district within the Port Lands and will be developed into a number of diverse mixed-use communities focused around the renaturalized Don River and the historic Keating Channel”. While not in effect due to appeals

FIGURE 4: LOWER DON LANDS AND DMNP EA PREFERRED SOLUTION (2013)



to both the CWSP and to OPA 388, the mixed-use community land use direction has long been established for the Lower Don Lands, with the precise mix of residential and employment development to be established through detailed precinct planning for the area.

The original plan for the Lower Don Lands and the renaturalization of the mouth of the Don River assumed that certain existing uses, such as the Lafarge site on Polson Slip, would no longer operate within the Lower Don Lands. The plan also included promontories that extended into the Inner Harbour, precluding future mooring of ships as is the current practice by Redpath for the storage of their sugar product over the winter months. This issue was addressed during the first phase of the Port Lands Acceleration Initiative, resulting in a revised plan which recognizes existing users while still respecting the original mixed-use direction for the lands. The revised plan also maintains a richness of ecological and open space design opportunities. Outcomes of the first phase of the Port Lands Acceleration Initiative are discussed in more detail below. Through 2013, the three co-proponents of the DMNP EA refined and finalized the

preferred solution (Figure 4). The final DMNP EA has been submitted to the Province for approval.

LAKE ONTARIO PARK MASTER PLAN

The Central Waterfront Secondary Plan identifies the creation of a “new Lake Ontario Park” as a “Big Move” to provide Toronto with an enhanced, continuous urban park system along the waterfront which would include Clarke / Cherry Beach Park, Tommy Thompson Park and the Base Lands. In 2006, Waterfront Toronto began preparing the Lake Ontario Park Master Plan (Figure 5) to guide the future implementation of this important regional park. The Lake Ontario Park Master Plan was completed in 2008, but has not yet received Council endorsement.

PORT LANDS ACCELERATION INITIATIVE PHASE 1

The first phase of the Port Lands Acceleration Initiative (PLAI) was undertaken in 2011 to refine the DMNP EA and develop a business and implementation plan to

FIGURE 5: LAKE ONTARIO PARK MASTER PLAN (2008)



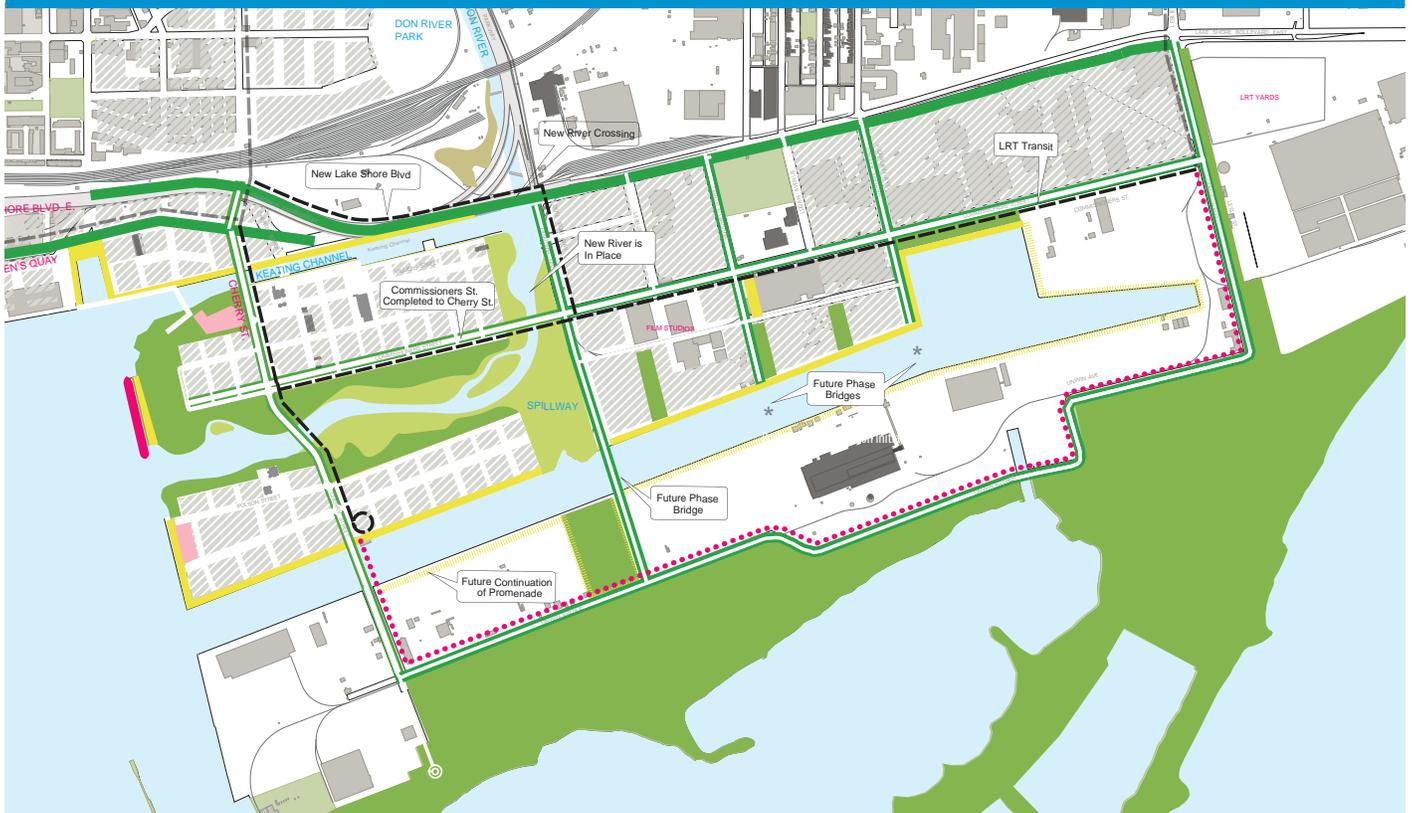
accelerate development. This phase of the PLAI confirmed that the Port Lands will become a new mixed-use area, with diverse precincts combining residential, employment, retail and port-related uses at an intensity appropriate to its central city location (Figure 6). The review examined the appropriate future uses for all areas within the Port Lands.

As noted above, the Lower Don Lands continued to be identified for new mixed-use communities to the north and south of the naturalized river valley. The Film Studio District was envisioned as generally being developed with a new office district, having a strong mix of employment uses and drawing on the catalytic effect of expanding Film Studio uses based on a market demand forecast prepared by Cushman and Wakefield Limited. The market demand forecast identified a stronger than anticipated potential demand for office and retail activity. At the time, a significant office node in the South of Eastern area, as currently being proposed by First Gulf on the Unilever site, was not contemplated.

The lands and existing uses to the east and south of the Ship Channel were identified as being important for the successful functioning of the city and were to generally

be retained in place. Further, the PLAI recognized that given the scale of the Port Lands and the projected level of demand, there would be no immediate need for these lands to be redeveloped. Port-related industrial activity was seen as a part of the essential character of the Port Lands with these uses creatively woven into its future.

FIGURE 6: PORT LANDS ACCELERATION INITIATIVE (2012)





ARTIST'S RENDERING OF THE VISION FOR SHIP CHANNEL AND ADJACENT DEVELOPMENT

5

REVITALIZATION OBJECTIVES

Six revitalization objectives for the Port Lands were drafted by the project team prior to the initial community meeting held on November 28, 2013. The objectives were presented at this community meeting for feedback from the public and stakeholders. The objectives are being used to inform the development of the planning framework and other studies currently underway. The objectives, as revised based on feedback received, are presented on the following page.

In addition to the revitalization objectives, a draft vision statement was developed by the project team following the February 13, 2014 community consultation meeting. The draft vision statement, as amended to reflect comments received, is:

The Port Lands will be transformed into a number of new, vibrant urban districts with unique local identities and character. The new districts take their cue from the naturalized river valley, spectacular waterfront parks and open spaces, remnants of the area's industrial past, and the energy and vibrancy of the city's working port and creative industries that call the area home.

The Ship Channel, Quays, Keating Channel and sites adjacent to the new river valley offer incredible water's edge development opportunities that embrace the theatre and richness of the city's working port while contributing to the overall economic viability of the city.

CREATING AN INTERESTING AND DYNAMIC URBAN MIX

The revitalized Port Lands will be a dynamic and vibrant area of the city. A number of new inclusive, sustainable, urban-scaled, compact, mixed-use communities and employment areas will be created. The Port Lands will be developed with a diverse mix of uses for residents, employees and tourists. Each new urban area will have a unique local identity and character. The Port Lands will have a variety of building forms, predominantly consisting of mid-rise buildings, to add interest and create a dynamic, distinctive new skyline for the city.

Water permeates and influences all facets of the revitalized Port Lands given its proximity to the waterfront, new river valley and continued port activity. A number of new destinations and special places are to be developed which promote walking and taking transit, provide opportunities for social interaction and contribute to an interesting urban life.

CONNECTING THE PORT LANDS TO THE CITY

Enhanced physical, social and visual connections will connect the Port Lands to the city. These connections include a network of fine-grained public streets with animated streetscapes, higher-order transit, new bridges, enhanced pedestrian and cycling connections and the renaturalized Don River. New public street connections will provide permeability into, out of and within the Port Lands. The public streets and land uses will promote synergies between the South of Eastern area and the Port Lands by stitching these two areas together, and better connecting the Port Lands with the rest of the city. The unparalleled views, including those of the city's skyline, will be protected, framed by development and celebrated. New views to the water's edge, river valley and iconic structures will also be created.

LEVERAGING THE PORT LANDS ASSETS

The Port Lands are an important remnant of the city's industrial past and portions have since evolved into wonderfully diverse natural areas. There is also a rich history of First Nations activity in the area that will be commemorated and interpreted through a variety of means. Significant and iconic heritage resources will be conserved, repurposed and appropriately leveraged to contribute to placemaking and to celebrate the Port Lands'

industrial heritage. The future Lake Ontario Park, which includes Tommy Thompson Park, the Base Lands and Leslie Spit, is a key asset that distinguishes the Port Lands as a unique destination for people, and provides habitat for wildlife.

DEVELOPING A HIGH-QUALITY PUBLIC REALM

A comprehensive network of public parks and open spaces of all different sizes will be developed that capitalizes on the Port Lands' waterfront setting, the new river valley, the Ship Channel and future Lake Ontario Park. The new parks and open spaces will provide a range of recreational opportunities. High-quality streetscapes, outstanding parks, natural linkages and new public facilities with the highest caliber of design will be secured to ensure that the complete communities and new employment clusters created in the Port Lands are great places to live, work and visit.

CONTRIBUTING TO THE SUSTAINABLE FUTURE OF THE CITY

The dynamic mix of uses developed in a walkable, urban form, the creation of new jobs and opportunities and continued port activity will be the cornerstones of the Port Lands' and the city's sustainable future.

Equally important is ensuring that all aspects of redevelopment contribute to a healthy and sustainable environment. Leading-edge and innovative approaches will be utilized that showcase the revitalized Port Lands as a leader of sustainable development on the world's stage. Reducing resource consumption, providing low-carbon developments, minimizing dependency on the private automobile and fostering new technologies will be just some of the principles that are employed to optimize the sustainability of the revitalized Port Lands.

PROVIDING FLEXIBILITY AND CERTAINTY IN THE PLAN'S IMPLEMENTATION

The Port Lands, at 356 hectares, will incrementally redevelop over an extended period of time. The planning framework for the Port Lands must allow for a high degree of flexibility to accommodate changes over time. Notwithstanding this flexibility, it must also be specific enough to ensure that public and private investments contribute to the long-term vision for the Port Lands and have lasting value.



ARTIST'S RENDERING OF COMMISSIONERS STREET IN THE FILM STUDIO DISTRICT

6

BALANCING LAND USE NEEDS

Given the size, complexity and long timeframes associated with revitalizing the Port Lands, additional land use direction is necessary. A wide range of land use permissions and activities are identified for the Port Lands. The current land use direction does not stipulate where or how to accommodate this diverse and sometimes competing mix of uses, necessitating the need for additional land use direction. To obtain this additional clarity, a selection of high-level land use options were developed for analysis. Public and stakeholder consultation played a pivotal role in this exercise.

The intent for this additional direction is to:

- Balance competing interests;
- Provide clarity and certainty on the range of land uses currently permitted in the *Regeneration Areas* land use designation and where and how these uses will manifest themselves;
- Separate more sensitive uses from ongoing port and industrial activities that will continue in the interim and longer-terms;
- Consolidate and relocate uses to create new redevelopment opportunities; and
- Ensure the South of Eastern *Employment Area* is accounted for as a key consideration in planning for the Port Lands such that the Port Lands and South of Eastern area complement each other, rather than compete with one another.

LAND USE CATEGORIES

A first step in the process for developing land use options was developing land use categories. The land use categories that were established are consistent with the current land use direction identified for the Port Lands in the Central Waterfront Secondary Plan. The three broad land use categories created include Live-Work Communities, Creative Industry District and Port/Employment District.

LIVE-WORK COMMUNITIES

The term “live-work” in this land use category was used more broadly than in its traditional sense whereby a resident utilizes their dwelling unit for work purposes. A key objective of the CWSP is to provide a balance of places for people to both live and work to contribute to “morning and evening vitality” in new waterfront communities.



As such, the Live-Work Communities land use category was identified as having a range of opportunities for both living and working.

This would include “live-work” in its traditional sense, vertical integration of new residential development with

office or other compatible employment uses, or separate residential buildings and non-residential buildings within walking distance in a particular district. In all instances, retail and other active uses would be located at the base of buildings on main streets and key frontages, and complete communities would be developed to ensure that all other day-to-day needs, like schools, childcare facilities and community centres, are provided for.

The new Live-Work Communities were identified as being inclusive, providing a range of housing types, including affordable housing. Neighbourhood parks and open spaces would also be required. The provision of these would be determined at the precinct planning stage.

CREATIVE INDUSTRY DISTRICT

The Creative Industry District land use category drew on the “convergence district” concept from the CWSP, capitalizing on the existing Pinewood Toronto Studios

as an anchor for the district. The land use category would allow for additional film studio expansion, as well as other film-related and creative industries, such as post-production facilities, design studios, digital media production, architecture and advertising firms, workshops, artist studios and music production, providing a cluster of complementary services to screen-based industries. The land use category also provides for the establishment of knowledge-based industries and other office uses within the new district.



Similar to the Live-Work Communities, retail and other active uses would be located on main streets and key frontages to provide both amenity for the employees and to animate these edges. However, residential uses would not be permitted. The film-related and other synergistic office uses would provide a transition between the existing studios and other industrial uses subject to further analysis and testing.

PORT / EMPLOYMENT DISTRICT

The Port Lands is the city’s only working port and as such, the Port / Employment District land use category provided for the continuation of this function. Moreover,



the *Regeneration Areas* designation and policy direction in the CWSP contemplates industrial and port uses continuing in the Port Lands. The analysis completed also identified and recognized certain existing city-serving uses that would remain in the long-term. Other related and supportive industries, such as warehousing and ship building and repair, would be permitted, along with other industrial and employment activities.

Another objective of this land use category was to “green” port activities. The majority of sites accommodating active port uses consist of open storage. Emissions from these sites are a potential nuisance for new residential communities and potentially create an environmental impact. Moreover, the open storage of cargo is land consumptive. Greening of port activities with more efficient use of land, enhanced site layout and reduced outdoor storage could mitigate impacts. Other greening activities could include providing onshore, renewable energy power sources for ships mooring in the Ship Channel and upgraded cargo handling equipment.

LAND USE OPTIONS

Utilizing the land use categories identified above, the project team developed four land use options for discussion and consultative purposes. The land use options consisted of different distributions of the land use categories above, as well as the identification of parks and open space opportunities. Inputs into the development of the land use options included:

- Policy direction in the Central Waterfront Secondary Plan, and in particular policy direction that speaks to providing new communities alongside a working port, building on the film and media industries and establishing new knowledge-based and green industries;
- The materials generated during the first phase of the Port Lands Acceleration Initiative and the Cushman and Wakefield report which tested the financial viability of development scenarios developed through that process;
- The background research conducted in the first phase of this study and the opportunities and challenges identified; and
- Discussions with and development ambitions of landowners and users.

OPPORTUNITIES AND CHALLENGES

The *Port Lands Profile* document developed in the first stage of the study identified a number of key opportunities and challenges that were also considered in the development of the land use options:

- The sheer size of the Port Lands was identified as both an opportunity and a challenge. Developing the lands with a mix of uses and new, complete residential communities is an unparalleled opportunity from a city building perspective, providing new housing, employment choices and open space/recreation opportunities for people in close proximity to the city’s downtown area;
- Many existing uses/operations in the Port Lands, such as the concrete facilities in the East Port and the transfer station at 400 Commissioners Street, would not be compatible with the introduction of more sensitive land uses. However, these existing uses and operations provide important services to the broader city and region. Likewise, bulk storage of road salts south of the Ship Channel is an underutilization of land. Nonetheless, the road salts are necessary to maintain the city’s streets, and park paths and trails in the winter. Strategies to address these uses over the long-term are required;
- The Port Lands is bounded to the south by parks and natural areas that provide recreational opportunities for people across the city and region and provides natural habitat for wildlife and fauna. Providing additional open or green space connections through the remaining lands to the west and south of the Lower Don Lands would be beneficial and desired, while also balanced with other objectives for the Port Lands; and
- Integrating the existing port functions of the Port Lands within a revitalization framework requires careful consideration. Ships docking in the port would add interest to the area, however, they also occupy space identified for important public realm objectives like water’s edge promenades. Rationalizing the shipping activities was identified as an opportunity, while also exploring compatibility to optimize the port’s industrial and revitalized city environment relationship.

DISCUSSIONS WITH LANDOWNERS AND USERS

A series of meetings were arranged with landowners and users in the Port Lands to both inform the Port Lands Planning Framework and Film Studio District Precinct Plan, and to gain a better understanding of the landowners' ambitions for their respective properties. Meetings were held with:

- **Lafarge Canada** in the summer of 2013 following the public meeting held for the DMNP EA and the Lower Don Lands Class EA. At this meeting, LaFarge indicated they were going to remain active, but also indicated a desire to maintain the *Regeneration Areas* designation on its site. This was reiterated at a followup meeting held in spring 2014. Lafarge also indicated concerns about future land uses in the vicinity of its property;
- **Toronto Waterfront Studio Development Incorporated (TWSDI)** in November 2013 and followup discussions: TWSDI currently holds an option to lease land around the existing Pinewood Toronto Studios. The need for additional studio development was identified as limited with additional studio development provided within the initial complex lands. It was noted that the direction that the screen industry was headed was oriented towards smaller studio needs with more of a focus on post-production facilities. Mixed-use residential development was highlighted as an important component and fundamental to leverage further film sector development in the area. Finally, the concept of "shooting streets" was identified. The "shooting streets" concept would replicate streetscapes found in cities like Boston, New York and Chicago. The streets would be used for film shoots, with the people living and working in the adjacent development;
- **Rose Corporation** in November 2013: Rose Corporation currently holds options to lease lands east of Bouchette Street and north of Commissioners Street. The development concept put forward included office, residential, retail and hotel;
- The owners of the **Cascades** site at 475 Commissioners Street and 75 Basin Street in November 2013: A mixed-use residential development concept was presented to the project team for this site;
- The owners and representatives of the **Chai Poultry** site at 115 Saulter Street South in December 2013:

No specific development concept had been advanced for the site. However, the desire for a mixed-use residential regime was identified as desirable;

- The owner of the **Mayfair Tennis Club** in December 2013: The Mayfair Tennis Club is a family business that has been located in the Port Lands since 1987. They are supportive of a mixed-use land use regime. The owner indicated that the underlying soil conditions are problematic which could be addressed through a comprehensive redevelopment of the site that integrates their facility within a new, mixed-use development; and
- **Windsor Salt** in December 2013: The project team met with representatives of Windsor Salt on site: Concerns were expressed with proposals showing an extension of the Don Roadway across the Ship Channel and with the Greenway south of the Ship Channel. The operations on the site were explained to the project team as well as the desire for additional land to meet existing demand. Windsor Salt has a contract with numerous organizations, including the City of Toronto. Road salts are brought in by ship and stockpiled during the shipping season which runs from late March to late December. The project team noted that relocation or reconfiguration of operations was a potential requirement given the long-standing objectives for creating the Greenway and providing additional connections across the Ship Channel.

Meetings were also held with private landowners in the Villiers Island (Cousins Quay) precinct area, including the owners of the 309 Cherry Street site and the Foundry Studios Complex at 33 Villiers Street.

DEVELOPMENT OF LAND USE OPTIONS

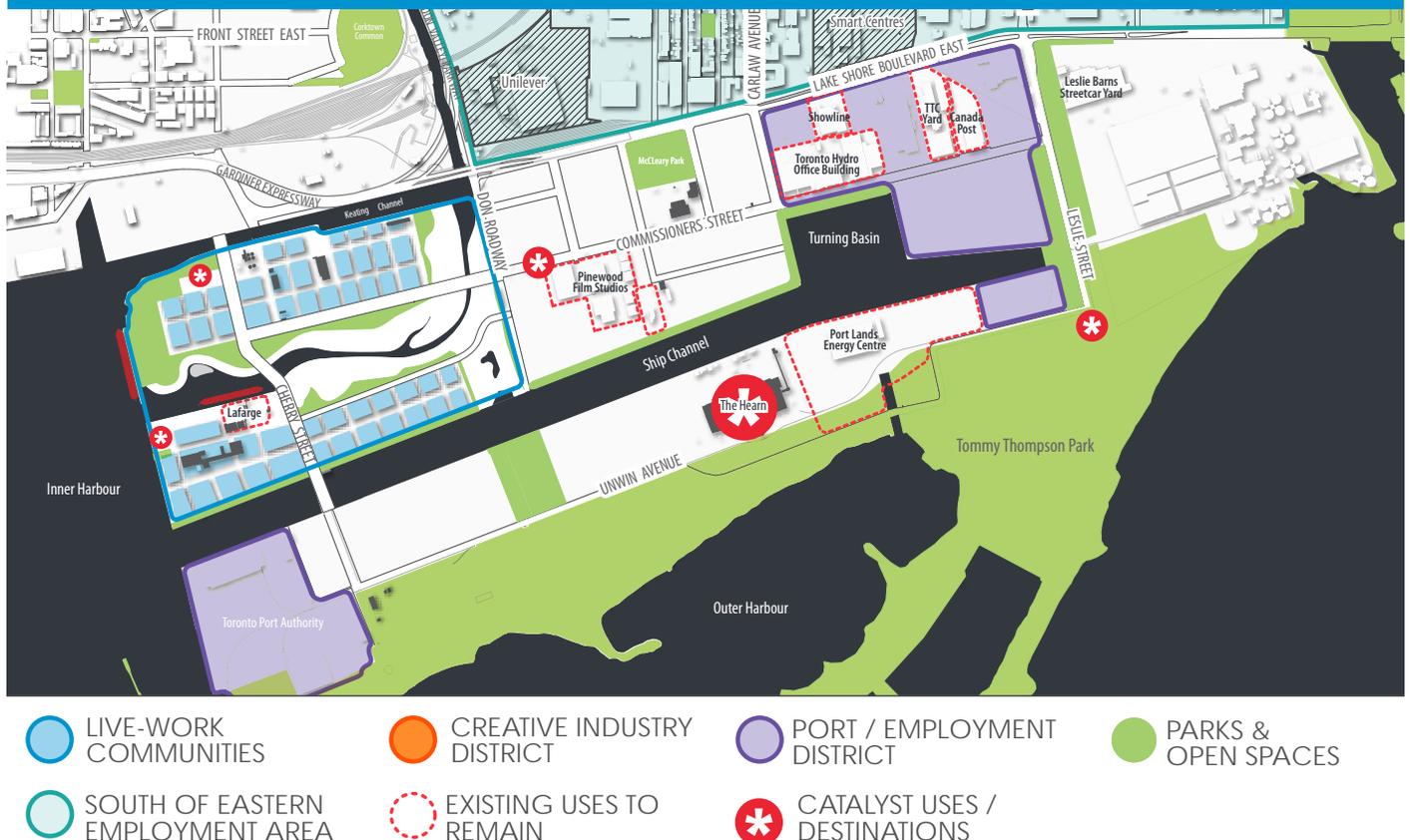
Early in the development of the options, it became evident that there were constants across all of the options. These constants were, in part, a recognition of previous planning efforts undertaken such as the extensive planning for the Lower Don Lands. Further, there was also a recognition that certain land uses were likely to remain in the long-term on account of long-term leases or due to the nature of the use itself. These constants consisted of:

- Establishing new Live-Work Communities in the Lower Don Lands framed and intersected by the naturalized Don Mouth and Don Greenway consistent with previous planning efforts and Council direction on the first phase of the Port Lands Acceleration Initiative;

- Maintaining the East Port as an area for port and employment uses given the existing city-services and port uses that are anticipated to remain in the long-term, both within the area and in its immediate vicinity such as:
 - the Toronto Hydro complex at Commissioners Street and Carlaw Avenue;
 - the Canada Post distribution facility at 600 Commissioners Street;
 - Essroc’s new silos currently under construction to facilitate its relocation from the Lower Don Lands;
 - the Ashbridges Bay Treatment Plant; and
 - the TTC’s Lakeshore yard and new Leslie Barns streetcar yard which is under construction at Leslie Street and Lake Shore Boulevard;
- Recognizing the Portlands Energy Centre as a city-serving use anticipated to remain in the long-term;
- Recognizing the Toronto Port Authority site south of the Ship Channel for continued port activity consistent with its land use designation in the Central Waterfront Secondary Plan as an *Existing Use Area*;
- Identifying sites on the Quays, the Pinewood Toronto Studios, the Hearn and the entrance to Tommy Thompson Park for catalyst uses or key destinations in the Port Lands consistent with the first phase of the Port Lands Acceleration Initiative;
- Recognizing the future Lake Ontario Park boundary from the Lake Ontario Park Master Plan;
- Continuing to identify the Don Greenway south of the Ship Channel as is currently provided for in the Central Waterfront Secondary Plan; and
- Greening on the west side of Leslie Street south of Commissioners Street to Tommy Thompson Park, and the east side of Leslie Street from Lake Shore Boulevard East to Tommy Thompson Park consistent with the Central Waterfront Secondary Plan. This has been partially implemented with the greening north of Commissioners Street to Lake Shore Boulevard.

Once these commonalities are taken together, two areas emerged where different land use futures were possible. These areas included the Film Studio District and south of the Ship Channel between the Toronto Port Authority site and the Hearn. Combined these areas represent 79 hectares of the total 350 hectare area.

FIGURE 7: CONSTANTS IN ALL THE LAND USE OPTIONS



LAND USE OPTION 1

In this option, mixed-use residential development would be permitted along the frontage of the Don Greenway as an extension to the Live-Work Communities in the Lower Don Lands with the remainder of the lands developed as a large Creative Industry District. South of the Ship Channel, the lands would be developed as a new Live-Work Community.

LAND USE OPTION 2

This option provided for some expansion of the Pinewood Toronto Studios while also allowing for other creative industries clustered in the vicinity of the studios and providing transition to the new Live-Work Community. The remainder of the lands were identified for a new Live-Work Community pending the relocation of the Commissioners Transfer Station and transformation of the existing site and heritage structure into an expanded McCleary Park and community hub. south of the Ship Channel, the lands would be retained for port and employment purposes.

LAND USE OPTIONS 3 AND 4

These options were essentially hybrids of the first two land use options. Both options identified a larger, dedicated Creative Industry district south of Commissioners Street in the Film Studio District allowing for expansion of the existing Pinewood Toronto Studios, as well as the introduction of other related employment uses.

A Live-Work Community was identified along the Don Greenway and north of Commissioners Street. Similar to option 2, the introduction of the Live-Work Communities was predicated on relocating the Commissioners Transfer Station and transforming the site and existing building into an expanded McCleary Park and community hub.

FIGURE 8: OPTION 1

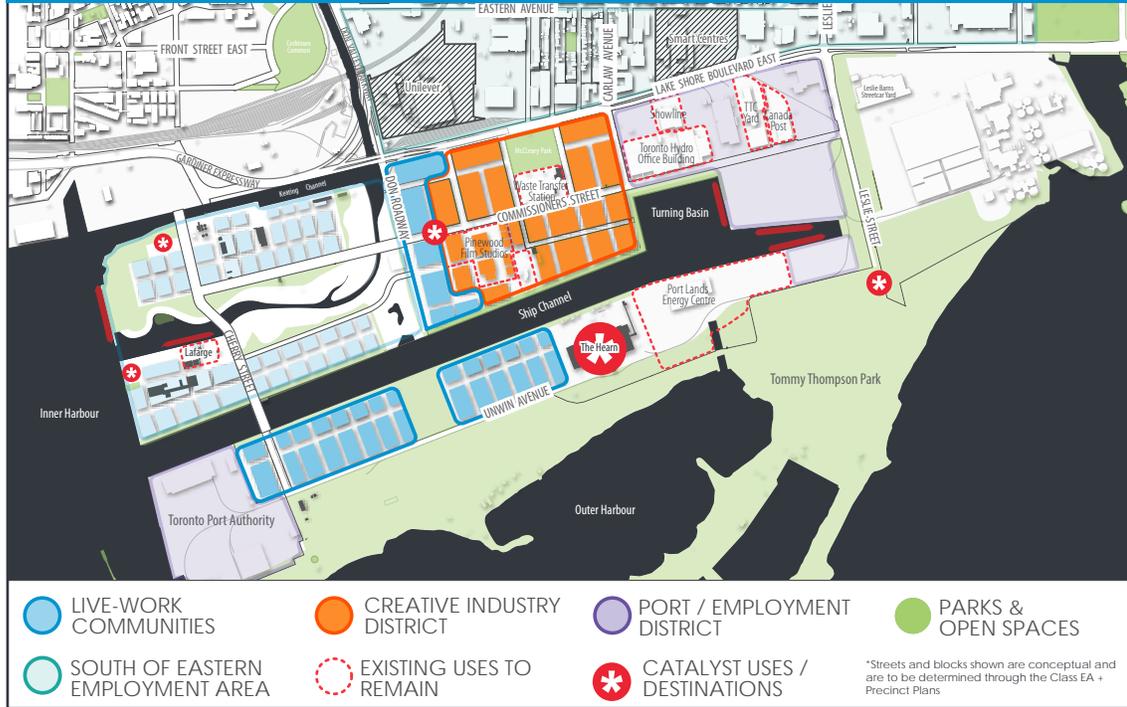
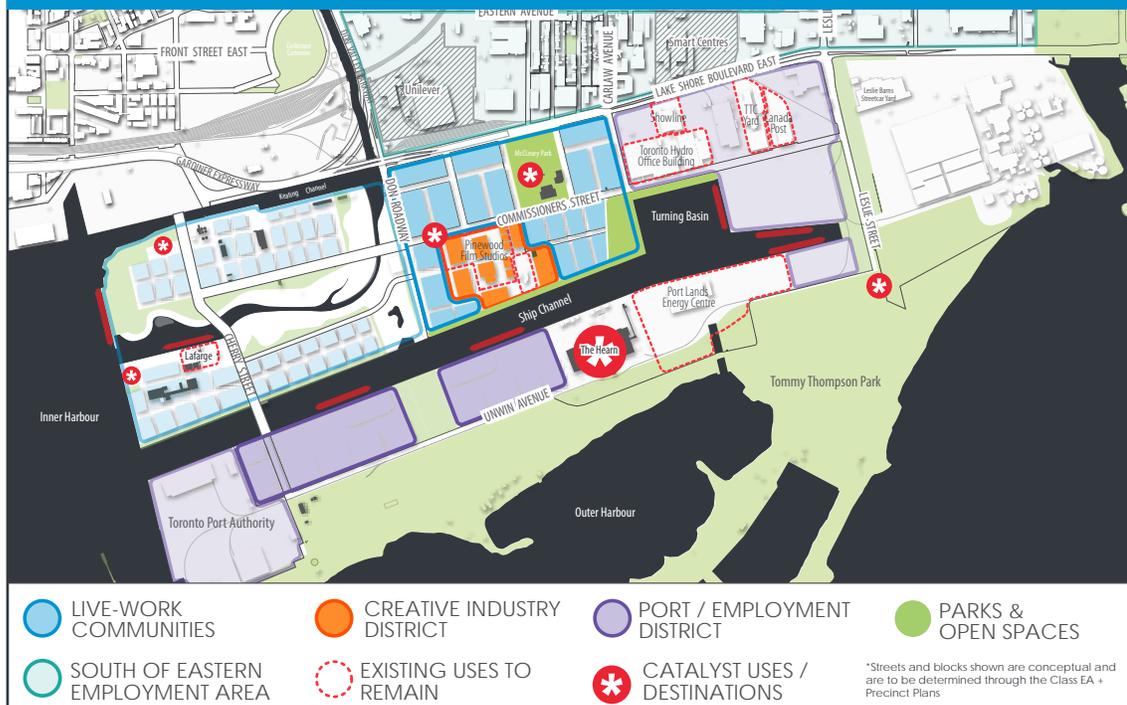


FIGURE 9: OPTION 2



The key differences between options 3 and 4 was south of the Ship Channel. In land use option 3, a new Live-Work Community was identified to the west of the Hearn building and east of the future Don Greenway. A repurposed Hearn destination development would be a focal point for the new community, much like is found surrounding the Tate Modern in London, England. A

Port/Employment District was identified for the lands west of the future Don Greenway, contiguous with the Toronto Port Authority site.

In option 4, the Live-Work Community and Port/Employment District south of the Ship Channel were flipped with the new community located between Cherry

Street and the future Don Greenway and the Port/Employment District to the east of the future Don Greenway across from the Film Studio District. A water's edge promenade framed by new mixed-use development along the Ship Channel and across from the Lower Don Lands would be achieved.

FIGURE 10: OPTION 3

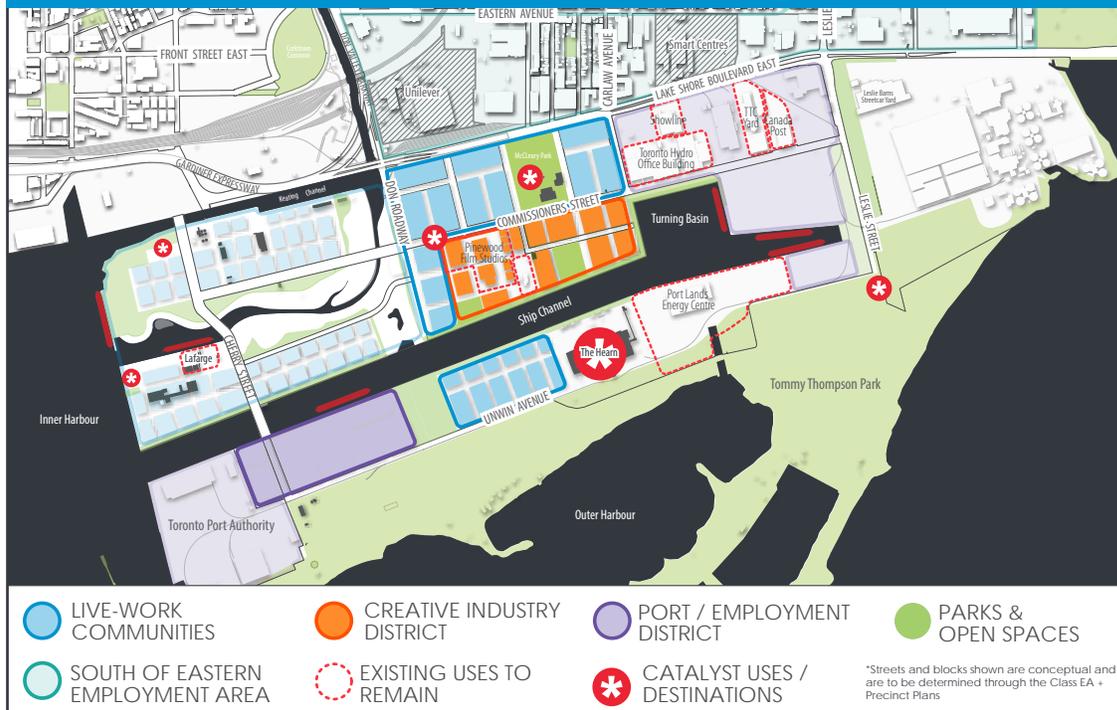
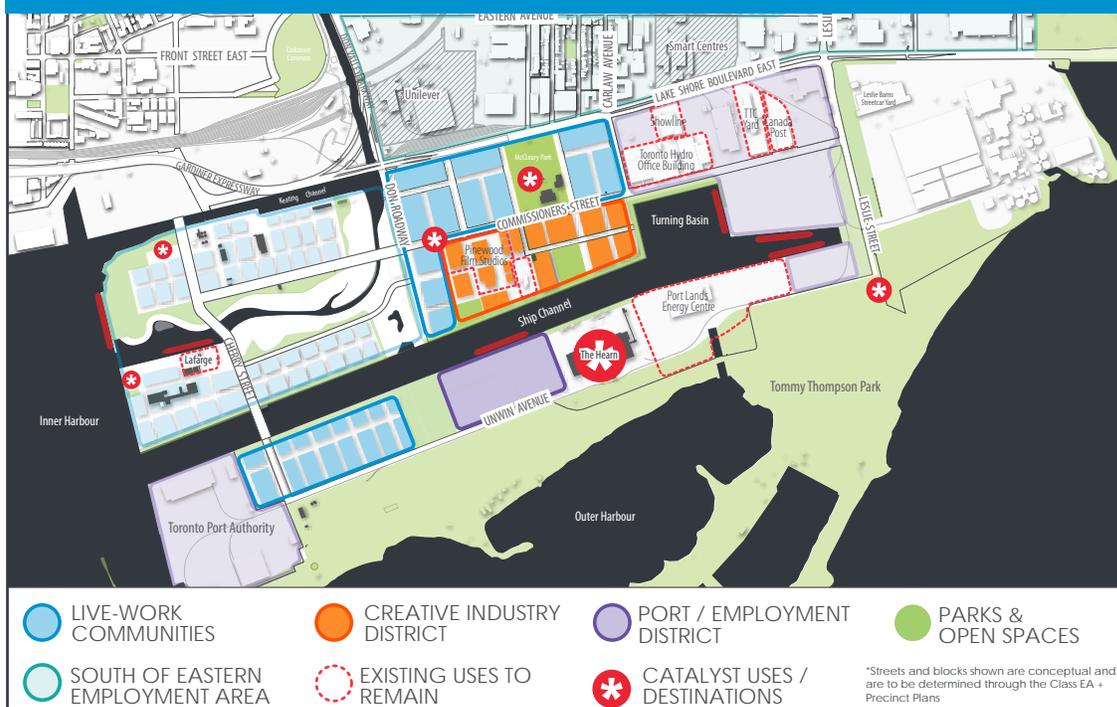


FIGURE 11: OPTION 4



POPULATION AND EMPLOYMENT PROJECTIONS

Population and employment projections were prepared for each of the land use options for the purposes of comparing and evaluating the options. The population and employment projections were generated by applying a number of development assumptions to specific areas and the respective land use category. The development assumptions related to the provision of a network of public streets, parks and open space dedications, lot coverage and generally achieving a mid-rise built form consistent with the Central Waterfront Secondary Plan. Likewise, the amount of active dock wall available for port purposes was calculated for each option. The resulting projections are shown in Table 1.

*Streets and blocks shown are conceptual and are to be determined through the Class EA + Precinct Plans

*Streets and blocks shown are conceptual and are to be determined through the Class EA + Precinct Plans

Each option generated sufficient critical mass to sustain the new Live-Work communities identified, excluding other considerations such as phasing of development. The total projected residential population in each option was within a similar range. Employment projections varied, with the highest employment projections in option 1 due to the large Creative Industry District proposed in the Film Studio District. Option 2 had the lowest employment projections, but was still within the range of options 3 and 4, due in part to the larger areas reserved for port functions which generally have lower direct employment.

The amount of dockwall available for continued port functions varied considerably between the different options. Approximately 1,400 metres of the existing 8,670 metres (excluding the Toronto Port Authority site south of the Ship Channel) is currently utilized for the loading or unloading of cargo. On the low end, option 1 would reduce the amount of active dockwall to approximately 930 metres. At the high end, 2,020 metres of active dockwall would be provided in option 2.

SOUTH OF EASTERN EMPLOYMENT AREA

The desire to foster employment growth in the South of Eastern *Employment Area* was a key consideration in developing the land use options. For the purposes of the Transportation and Servicing Master Plan being undertaken for portions of the Port Lands and the South of Eastern area, two employment intensification scenarios were put forward. In both scenarios, the existing stable residential pocket south of Eastern Avenue is maintained. The two employment scenarios were developed to test different levels of potential future demand. They also informed the development of the land use options for the Port Lands. As stated previously, a significant change from the first phase of the Port Lands Acceleration Initiative is the prospect of the development of a significant office node at the Unilever site comparable to Canary Wharf in

London, England or Potsdamer Platz in Germany. The first scenario consisted of a modest level of employment intensification. The scenario was informed by the recent development application for the property at 629, 633, and 675 Eastern Avenue (Revival 629 studios site). The proposal has not been endorsed or approved by the City but provides insight based on a major landowner's view of the area's potential. As previously mentioned, the Studio Centre proposal proposes a mix of film studio, office/flex space, retail, and hotel uses. The second employment scenario built on the first scenario, but provided a more intense employment concept centred around the Unilever site.

This second scenario assumed that the amount of non-residential development in the Port Lands previously forecasted in the Cushman and Wakefield report, and in particular, in the Film Studio District may not be achievable. Moreover, mixed-use residential development across from this site and with the existing residential pocket in the South of Eastern area was seen as an opportunity to unite these two areas.



TABLE 1: PRELIMINARY POPULATION AND EMPLOYMENT PROJECTIONS

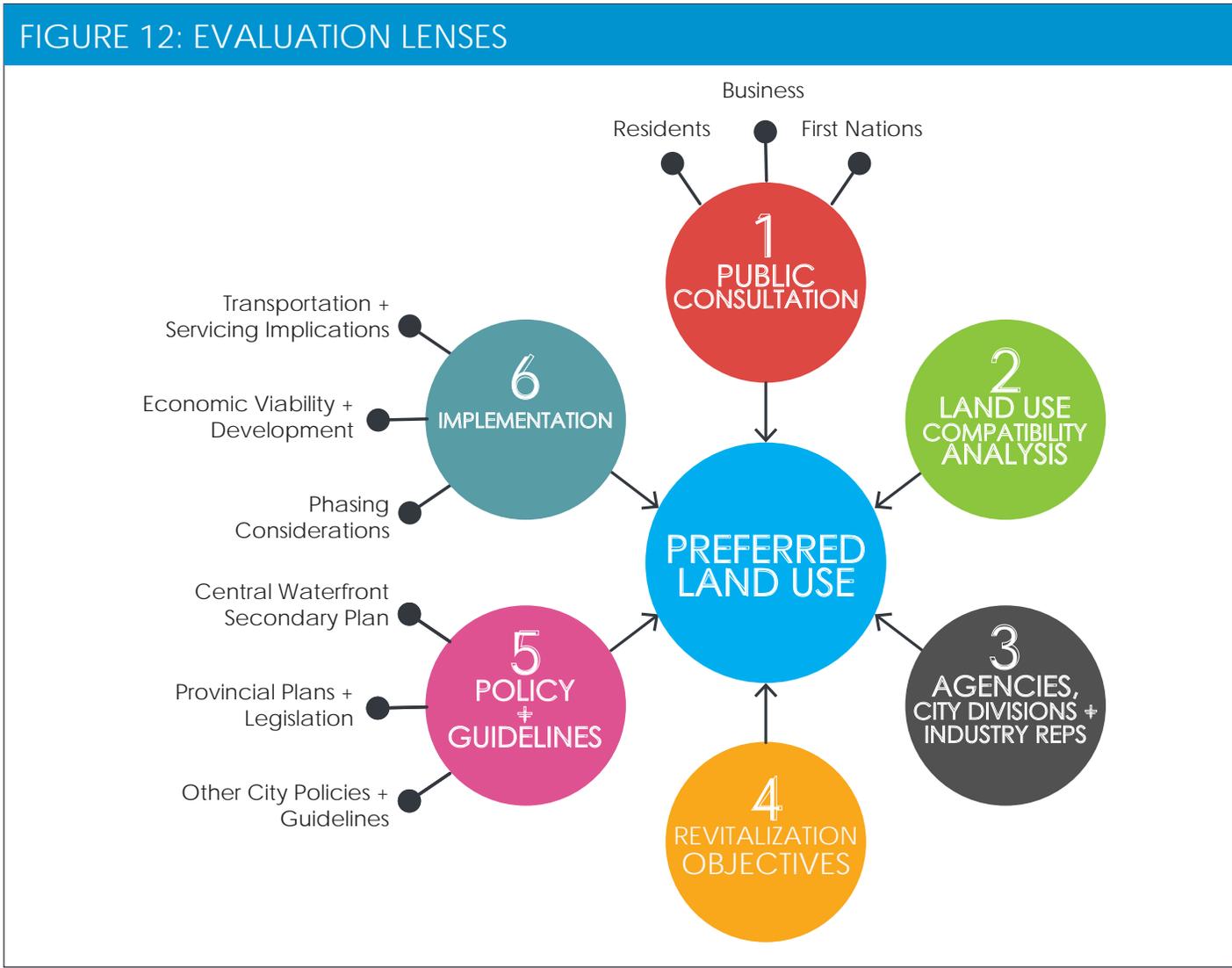
	RESIDENTIAL POPULATION	EMPLOYMENT	ACTIVE DOCKWALL
EXISTING	0	4,000	1,400 METRES
OPTION 1	40,000	50,000	930 METRES
OPTION 2	36,000	36,000	2,020 METRES
OPTION 3	38,000	41,000	1,580 METRES
OPTION 4	40,000	40,000	1,350 METRES

EVALUATION OF LAND USE OPTIONS

The process established to analyze the land use options was based on six evaluation lenses or criteria. The first lens was feedback and input received through discussions and consultation with the public, First Nations, and landowners and users. The second lens was consultation with relevant public agencies and City divisions. The third lens was to undertake a land use compatibility analysis for each of the options. The fourth lens involved reviewing the land use options against the revitalization objectives developed to guide and inform the study. The fifth lens consisted of evaluating the land use options against current land use direction to establish which best achieved applicable policies and guidelines.

on transportation and servicing considerations, economic development and viability and phasing considerations. It was recognized from the outset that a potential outcome of the evaluation process was that the preferred land use scenario could evolve to include aspects from each of the different options and ideas generated through the consultation process. The six evaluation lenses are described in detail below.

The final evaluation lens was multi-faceted and was focused on implementation considerations. Within this lens, the project team evaluated the land use options based





PUBLIC CONSULTATION

Work to date on the Port Lands Planning Framework has involved substantial consultation with the community, landowners and users, and other stakeholders. Specifically, community meetings were held on November 28, 2013 and February 13, 2014, with a public workshop held on March 5, 2014. Participants at each meeting provided comments in the public forum through discussions with staff during open house sessions, facilitated roundtable discussions and written responses to discussion questions. Prior to each community consultation meeting, the project team also met with a Landowners and Users Advisory Committee (LUAC) and a Stakeholder Advisory Committee (SAC) to get their feedback on the presentation materials.

In addition to comments provided at the consultation meetings, comments were received through email and via an online version of the discussion questions. All presentation materials were posted on-line at www.portlandsconsultation.ca as a resource to help respond to the discussion questions.

COMMUNITY CONSULTATION MEETING # 1 – NOVEMBER 28, 2013

The first community consultation meeting was attended by approximately 100 people. The purpose of the meeting was to introduce the five planning initiatives currently underway in the area, provide background information and seek feedback on the vision for areas/sites within the Port Lands, draft objectives and likes/dislikes regarding existing conditions in the Port Lands.

A Participant Workbook provided to attendees included the following discussion questions regarding the Port Lands Planning Framework:

1. What do you see as the two or three key issues and/or opportunities that need to be addressed in the Port Lands Planning Framework?;
2. What types of land uses and/or character would you like the different areas in the Port Lands to have?; and
3. Do the draft objectives reflect how you see the Port Lands developing? Provide us with your ideas and suggestions on how to improve these objectives.

A total of 18 responses to the discussion questions were

received. The following represents common themes in feedback provided by participants:

- Mixed-use neighbourhoods should encourage a pedestrian presence throughout the day and night and include a range of new parks and amenities. The Lower Don Lands was identified as a particularly suitable location for mixed-use neighbourhoods;
- Create large and diverse employment areas that include a range of commercial and recreational uses that promote small businesses, creative industries, and a new green technology cluster. The Film Studio District and East Port were identified as areas suitable for such employment areas;
- Promote and expand existing recreational uses and facilities, particularly parks, hiking/cycling trails and uses with an emphasis on the water (e.g. boating, fishing). The Lower Don Lands should have a greater focus on water-based recreation;
- The Hearn could be repurposed to provide cultural and recreational amenities;
- Vacant lands south of the Ship Channel could become temporary parks as an interim use prior to development;
- Create and expand naturalized areas, particularly south of the Ship Channel;
- Create new opportunities for urban agriculture such as community gardens, particularly as an interim use while awaiting future development;
- Recognize the cultural heritage through the retention of heritage buildings and recognition of First Nations histories; and
- Create a low built-form comprised of 4-6 storey mixed-use buildings with ground floor retail on narrow streets and laneways, and limit the height of buildings.

COMMUNITY CONSULTATION MEETING # 2 AND PUBLIC WORKSHOP – FEBRUARY 13, 2014 AND MARCH 5, 2014

This community meeting and subsequent public workshop presented the land use options and transportation and servicing alternatives for the Port Lands and South of Eastern Transportation and Servicing Master Plan. The community meeting was attended by approximately 130 people. The workshop was attended by approximately 60

people. A Discussion Guide was provided to participants. The discussion questions specific to the Port Lands Planning Framework were as follows:

- Which land use option best captures your vision for the long-term revitalization of the Port Lands? Why?; and
- What improvements would you suggest we make to your preferred land use option? Why should these improvements be considered?

A total of 70 responses were submitted. While there were several diverging ideas regarding appropriate land uses and no clear preference for one land use option, the following represents a summary of comments provided by the participants:

- Key features to inform revitalization include the waterways (Don River, Lake Ontario, Ship Channel), naturalized open space, recreational features including trails and beaches, and industrial heritage features including the Hearn;
- Focus on promoting and expanding creative industries in the Film Studio District;
- The Film Studio District will need residential development to support the development of creative industries;
- Provide more public open space and parkland throughout the Port Lands, particularly adjacent to the Turning Basin and south of the Ship Channel;
- Provide public access and pedestrian zones along the water's edge. Create a continuous waterfront promenade;
- Industrial uses and associated truck traffic should be separated from residential areas. Create a truck route that bypasses residential areas;
- Create a gateway feature at Cherry Street south of the Ship Channel;
- Relocate the outdoor salt storage from its current location to an area further east to support residential development;
- Relocate the Commissioners Street Waste Management Facility to support the redevelopment of the Film Studio District, especially for creative industries;
- Low to mid-rise buildings are favoured over high-rise

development. Building heights should be lower near the water and higher further from the water;

- The Hearn site should become a multi-use cultural destination;
- The industrial character of the area should be preserved;
- Recognize First Nations heritage in parks and trails through symbolism, art and other appropriate mechanisms;
- Explore opportunities for energy self-sufficiency in the Port Lands through biogas co-generation, district energy and geothermal energy. Energy facilities could be clustered south of the Ship Channel;
- A good transit network is imperative for redevelopment, particularly residential uses. All development should be contingent on building a light rapid transit network connecting the Port Lands to the rest of the City;
- The Hydro One transmission lines should be buried or relocated to allow the removal or relocation of the transmission towers and facilitate light rapid transit;
- Provide ferry transportation connecting the Port Lands to the Toronto Islands and other parts of the city; and
- Before any redevelopment occurs in the Port Lands, the City and Province must address any air pollution caused by the Port Lands Energy Centre to ensure the health of future residents. The potential hazard of residential uses in the vicinity of Hydro One transmission towers should be evaluated by the Toronto Board of Health.

FIRST NATIONS ENGAGEMENT

The project team notified a range of Aboriginal groups of the development of the Planning Framework. In March 2014, the project met with representatives from the Mississaugas of New Credit First Nations. A presentation of possible interpretation and commemoration strategies was provided, followed by discussion of approaches to address First Nations in the planning underway in the Port Lands. The Moccasin Identifier under development was identified. Moreover, given the size and scale of the Port Lands a range of different approaches should be undertaken. The Revitalization Objectives have since been revised to reflect the need to interpret and commemorate First Nations history in the Port Lands area.

2

LAND USE COMPATIBILITY ANALYSIS

A fundamental aspect of planning is identifying issues of land use incompatibility, and providing appropriate separation and/or other forms of mitigation to deal with the incompatibility. This is also now reinforced in the PPS 2014 discussed in Section 4. A key aspect of the evaluation of land use options and development of the Land Use Direction is ensuring land use compatibility. A starting point in this evaluation included understanding the nature of existing operations and utilizing the Ministry of the Environment (MOE) guidelines to undertake a preliminary assessment.

IMPACTS FROM INDUSTRIAL OPERATIONS

Adverse impacts from industrial operations on sensitive uses can include excessive noise and vibration, offensive odour, and dust and air pollutants. Many factors can influence the impact and extent of such emissions. For example, industrial noise levels are measured at the closest point of reception on a sensitive land use and compared to the existing background noise, known as the “urban hum”. If the urban hum is higher than what would otherwise be considered the maximum acceptable noise level for a sensitive use, the urban hum becomes the new benchmark for the acceptable noise level. The extent of industrial noise is influenced by the conditions between the noise source and the point of reception. For instance, structures can block or reflect noise. Soft landscaping absorbs noise, whereas hard surfaces reflect noise. Industrial operations can have multiple sources of noise which can have a cumulative effect.

The impact of odour, dust, and air pollutants from industrial uses on sensitive uses is affected by wind direction and wind speed. The worst case scenario for a sensitive land use is being downwind from a source of emission while there is a light breeze. Stronger winds would cause greater dispersion of the emissions, and prevailing winds throughout the year are an important consideration. The prevailing wind in Toronto is generally from the west. Wind speed is generally highest during the winter and lowest during the summer.

MOE GUIDELINES

The MOE has guidelines for dealing with land use compatibility between industrial uses and sensitive uses. MOE’s D-6 Guideline provides a classification system for industries based on the extent of their emissions by examining the industry’s output, scale, process, and

intensity. The impact of an industrial use on a sensitive use is measured in terms of emissions including noise, vibration, odour and dust. Each class of industry has its own minimum separation distance from a sensitive land use and an area of influence where further study is warranted, as indicated in Table 2.

Class I industrial uses typically consist of small-scale, self-contained plants or buildings which produce or store products, and have low probability of emissions adversely impacting surrounding properties with sensitive uses. Class I uses are generally daytime operations, with infrequent movement of products and/or heavy trucks and no outside storage.

Class II industrial uses are categorized as medium-scale processing and manufacturing uses with outdoor storage of wastes and materials and/or there are periodic outputs of minor annoyance caused by emissions such as noise, odour, dust and/or vibrations that would have an adverse impact on nearby sensitive uses. Shift operations are permitted and there is frequent movement of products and/or heavy trucks during daytime hours.

Class III industrial uses are classified as large-scale manufacturing or processing operations, characterized by large physical size, outside storage of raw and finished products, large production volumes and continuous movement of products and employees during daily shift operations. They have frequent outputs of emissions that would adversely impact sensitive uses in the vicinity.

Based on a review of existing operations and discussions with staff at the Ministry of the Environment, the existing industrial uses in the Port Lands are classified as follows:

Class II:

Lafarge Canada (Polson Quay) and the Port of Toronto (Toronto Port Authority site south of the Ship Channel)

Class III:

Commissioners Transfer Station, outdoor, bulk salt storage, Canroof, St. Mary’s Cement, Lafarge Canada (East Port), Essroc (East Port) and Strada Aggregates

The rationale for the classifications are:

- **Lafarge Canada (Polson Quay):** The site is relatively small and has no outdoor storage. The facility is not a significant source of odour and Lafarge advises its operation is dust-free. Operations are primarily

during the day, however ships do sometimes arrive at night. Noise from trucks, the unloading of materials from ships, and other processing are the most significant emissions that could adversely impact sensitive uses in the vicinity of the site. These characteristics are consistent with a Class II designation;

- **Port of Toronto:** The site is relatively large. Operations are typically limited to shipping, warehousing and logistics, with no manufacturing or processing of materials. The facility is typically not a significant source of odour or dust emissions. Operations are primarily during daytime hours. Noise from unloading ships, moving materials across the site and trucks are the most significant emission sources that could adversely impact sensitive uses in the vicinity. These characteristics are consistent with a Class II designation;
- **Commissioners Transfer Station:** The site is moderately large. Operations involve receiving, compacting, and shipping waste materials. Operations are primarily contained within the building, with some outdoor storage of yard waste and other waste products. Operations are primarily during daytime hours with significant truck movement in and out of the site. The most significant potential emission is offensive odour from garbage and other waste. Depending on wind conditions and time of year, there is potential for offensive odour to adversely impact sensitive uses in the vicinity;
- **Outdoor salt storage:** This use includes three adjacent sites that together represent a large scale operation. Operations are entirely outdoors and typically during daytime hours, however may involve ships arriving and unloading at night. The operations have the potential to generate offensive emissions in the form of salt dust blowing off the salt piles and noise caused by wind flapping the tarps that usually cover the salt piles. The potential for dust and noise would adversely impact sensitive

uses. These characteristics are consistent with a Class III designation. It is noted that if the salt piles were contained in structures, the potential for noise and dust impacting sensitive uses would be greatly reduced, which may allow for it to be downgraded to a Class II designation;

- **Canroof:** The site is relatively large. Operations are primarily contained within a building and typically only during daytime hours. The most significant source of emissions is offensive odour and air pollutants caused by the manufacturing of roofing shingles. The potential for significant offensive odour and air pollutants extending beyond the 70-metre buffer associated with a Class II designation means it is classified as a Class III industry; and
- **St. Mary's Cement, Lafarge Canada, Essroc and Strada Aggregates in the East Port:** These uses all have outdoor operations on relatively large sites. Operations are primarily during daytime hours but may also involve night time operations, including ships arriving and unloading at night. The outdoor storage and processing of aggregates and cement powder can cause significant emissions in the form of noise and dust that would adversely impact sensitive uses in the vicinity. These characteristics are consistent with a Class III designation.

The minimum separation distance and area of influence for each of the existing industrial uses listed above is illustrated on Figure 13 (MOE D-6 Guidelines).

The industrial classification system described above is a preliminary tool in the absence of technical studies on the applicable emissions. Such studies may identify minimum separation distances, possibly in combination with other methods of emission mitigation, that would replace the minimum separation distances indicated in MOE Guideline D-6.

TABLE 2: MOE D-6 GUIDELINES

CLASS OF INDUSTRIAL USE	MINIMUM SEPARATION DISTANCE (BETWEEN INDUSTRIAL USE AND SENSITIVE LAND USE)	POTENTIAL INFLUENCE AREAS (SURROUNDING THE INDUSTRIAL USE)
CLASS I	20-METRE BUFFER	70-METRE ZONE
CLASS II	70-METRE BUFFER	300-METRE ZONE
CLASS III	300-METRE BUFFER	1,000-METRE ZONE

Regarding the new Essroc facility in the East Port, a site-specific dust study was completed that indicates it is a Class II facility that requires a 70-metre setback from sensitive land uses. However, the site-specific noise study indicates that noise impact from the facility to the nearest residential properties on Mosley Street, approximately 700 metres north, is near the maximum acceptable level. This suggests that the noise impact on residential uses less than 700 metres away from the Essroc facility may exceed acceptable levels. It is important to note, however, that background noise levels, sometimes referred to as the “urban hum” in the Port Lands may not be comparable to the residential located on Mosley Street. Nonetheless, since the area of influence for noise is greater than 300 metres, Essroc should be considered a Class III industry and subject to further noise study if new residential uses are proposed within 1,000 metres of the facility.

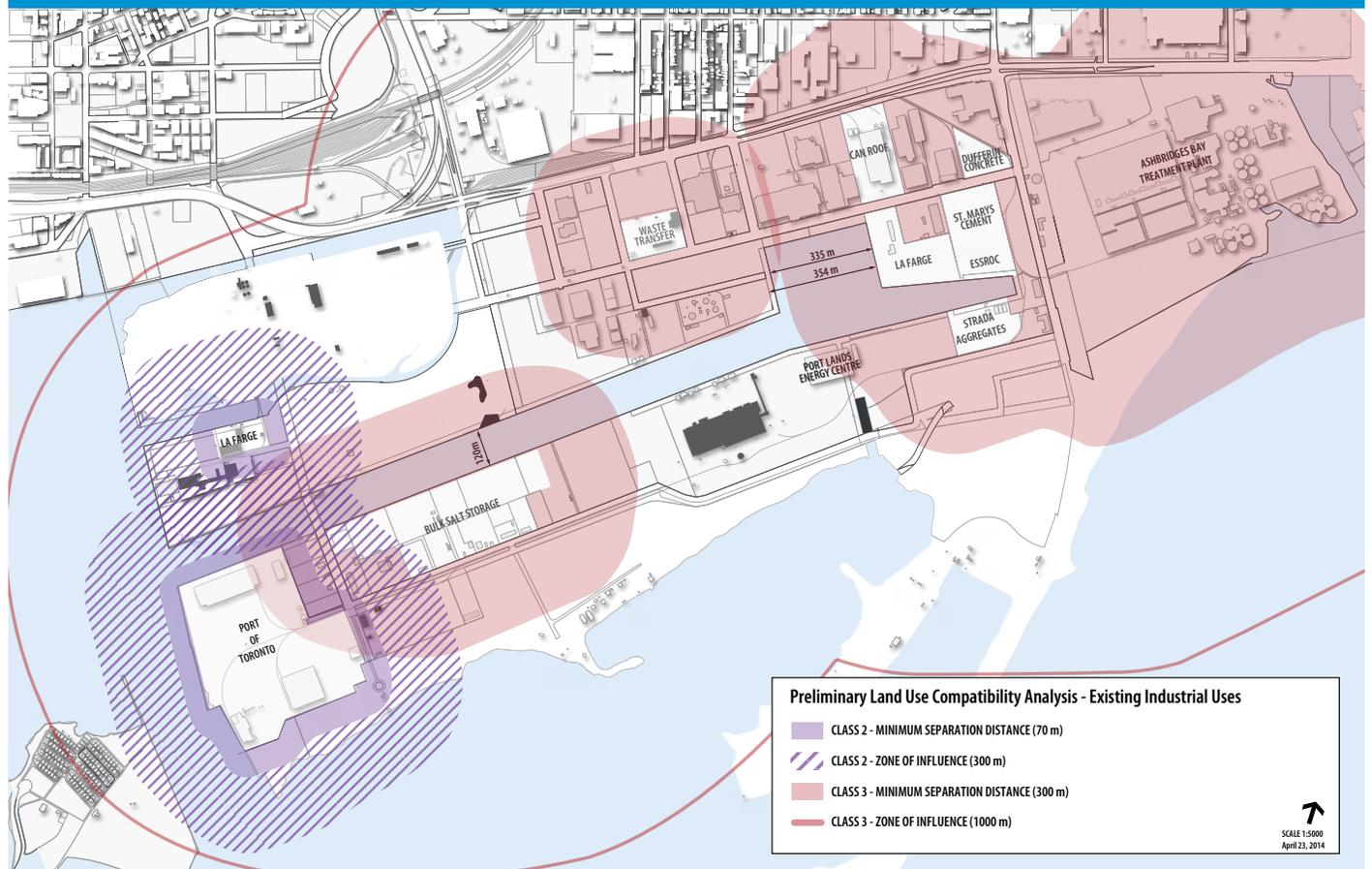
The Port Lands Energy Centre, a 550-megawatt natural gas fired power plant located on Unwin Avenue south of the Turning Basin, was not classified through the D-6 Guidelines because site-specific noise and air quality studies were conducted during the Environmental Assessment undertaken for this facility. The studies

resulted in specific noise and air quality contours surrounding the power plant, as illustrated on Figure 14. Since these studies were conducted before the construction of the power plant, it is recommended that further study be undertaken to test actual emissions.

NPC-300

MOE recently released an updated Environmental Noise Guideline known as NPC-300 that replaces previous noise guidelines (LU-131, NPC-205, NPC-232, and Noise Assessment Criteria in Land Use Planning). NPC-300 applies to stationary sources, such as industries, and to transportation sources of noise, including road, rail and air traffic. NPC-300 is intended to support urban intensification while protecting the viability of existing industries in urban settings. The most notable difference between NPC-300 and previous guidelines is that it introduces a Class 4 Area, which can be applied, at the discretion of the planning authority, such as a municipality, to an area that contains sensitive land uses that are adversely impacted by industrial uses. It is important to note that the classification system utilized in the NPC-300 is not the same as the MOE’s D-6 Guidelines.

FIGURE 13: MOE D-6 GUIDELINES



Urban environments are considered Class 1 Areas. Class 3 Areas are rural areas. Class 2 Areas are intermediary areas between Class 1 and 3.

A Class 4 Area is an area that would otherwise be classified as a Class 1 or 2 Area, but is located within the vicinity of a new noise sensitive land use or existing operation. The Class 4 Area allows a planning authority to require noise control measures that may include receptor based noise control measures and/or source-based noise control measures within the vicinity of a “noise sensitive land use”. Noise sensitive land uses include residential uses or institutional uses like childcare facilities or schools. The preferred noise control measure is “a reduction of noise emissions at the stationary source by modifying the design or the operation of the source, or by implementing noise control measures directly at the source” (NPC-300, 35).

An important aspect of the updated NPC-300 Guideline is that it imposes compliance within a Class 4 Area to the proponent/developer of the noise sensitive land use and that sound level limits be reflected in land use planning decisions. Additionally, prospective purchasers of new residential units are to be informed that the dwelling is

located in a Class 4 Area through appropriate means. Areas within the Port Lands could potentially be classified as a Class 4 Area. This will be further explored in the next stage of developing the Planning Framework, including the preliminary identification of any required source or receptor mitigation measures.

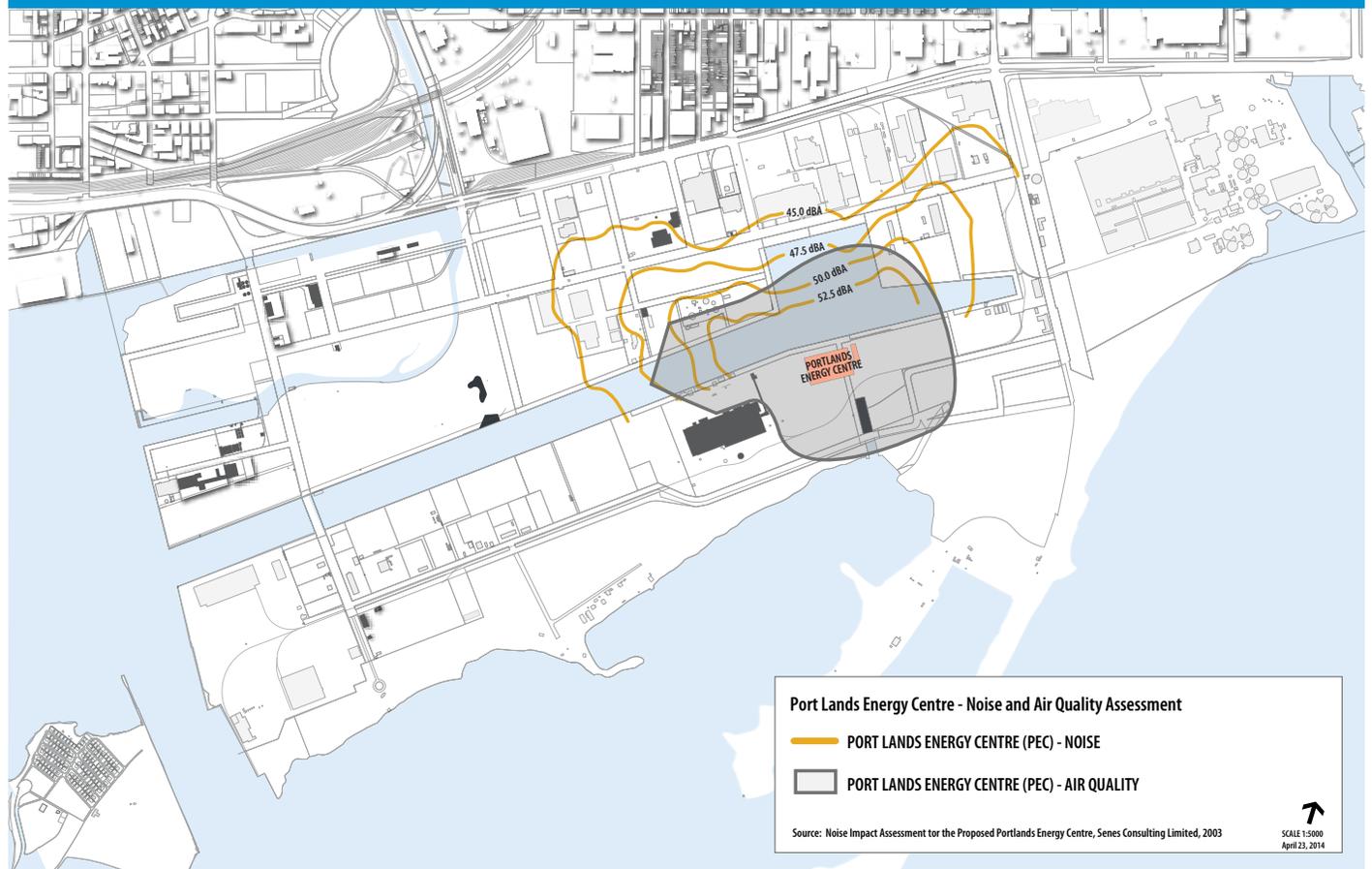
BEST PRACTICES

Further research has been undertaken to explore methodologies, principles and best practices for:

- Managing and mitigating impacts from port and industrial uses located in the vicinity of existing or newly planned mixed-use communities;
- Understanding approaches to regenerate while maintaining active, working ports; and
- Identifying how to balance and create port and revitalized city synergies.

The Organization for Economic Co-operation and Development (OECD), a global think-tank organization, published a working paper titled *The Competitiveness of Global Port Cities: Synthesis Report* in 2013 which outlines

FIGURE 14: PORTLANDS ENERGY CENTRE



the role of ports in urban and national economies, and provides policy recommendations to increase the positive impacts and mitigate negative impacts of working ports. Key positive impacts of working ports applicable to a Toronto context are lower transport costs per tonne due to a more efficient means of transport than by land and achieving time savings in the delivery of products to the city.

Negative impacts of working ports cited include air emissions with sulfur dioxide emissions as a common localized air contaminant. Ports are also space-consumptive requiring sufficient land to handle cargoes adjacent to dockwalls. Other common impacts included noise generated from ships loading and unloading cargo, dust, and in particular, where bulk cargo handling and storage occurs. Impacts associated with freight transport from the port to the final destination also need to be considered.

Some advancements in the shipping industry are being made to address some of these negative impacts. For instance, new Great Lakes ships are being equipped with exhaust scrubbers to minimize sulfur dioxide emissions (Globe and Mail, 2014). There are also technical possibilities to reduce noise emissions emanating from ships such as silencers on diesel generator exhausts. According to the findings of the OECD, the most effective way to minimize negative impacts is to provide a “coherent package of inter-related instruments” to effectively mitigate port impacts (OECD, 2013, 156). A number of case studies of residential development adjacent to working ports have been explored, reinforcing the need to provide a range of measures to mitigate potential impacts.

WATER'S EDGE PROMENADE ACROSS FROM ACTIVE INDUSTRIAL PORT IN HAFENCITY, HAMBURG



MITIGATION STRATEGIES ADOPTED BY OTHER MUNICIPALITIES WITH WORKING PORTS

DOCKSIDE GREEN, VICTORIA:

- A buffer zone with non-residential uses adjacent to a shipbuilding facility was created;
- Different noise abatement measures in the new developments are required;
- The design of noise source buildings and site organization to reduce noise emissions is required; and
- Purchasers are required to be advised of expectations associated with being located across from heavy industrial port uses.

HAFENCITY, HAMBURG:

- A noise cap was established at night (between 10 PM and 6 AM) with three different levels, between 55 dB(A) and 63 dB(A), depending on the intensity of the land use;
- New developments are outfitted with sound-proofed windows;
- Noise-accommodating alignment of buildings was implemented to limit noise impacts; and
- A tolerance clause is embedded in agreements of purchase and sale.

NORDHAVNEN, COPENHAGEN:

- A commercial strip adjacent to an active container terminal is proposed to mitigate impacts of a future residential area.

EAST VANCOUVER PORT LANDS:

- A plan was adopted to provide more certainty about land uses and policies to address compatibility issues including views, noise and air quality; and
- A development approval process was established whereby certain new industrial uses with minimal impact are green lighted. Other industrial uses are conditional. The plan restricts some heavier industrial uses.

BILLY BISHOP TORONTO CITY AIRPORT REVIEW

The Billy Bishop Toronto City Airport (BBTCA) is located on the northwest corner of the Toronto Islands on lands owned in part by the City. It is adjacent to Toronto's Central Waterfront area. In May 2013, City Council directed staff to undertake a review of a request from Porter Airlines to lift the current ban on operating jet-powered aircraft at BBTCA, and permit an extension to the airport's main runway. The results identified that further information from the Toronto Port Authority and Transport Canada is required, including understanding the existing and planned size, volume of passengers, number of flights, and the role of the airport in the broader regional system of airports. Staff also recommended a system of caps and phasing be implemented at the airport to better manage growth and groundside impacts.

A key component of the planning analysis concluded that expansion of an airport in the downtown area and on an active waterfront must consider the fit of that airport within its surroundings. Based on the information provided through the review, the potential impacts of the proposed expansion on the Port Lands are not known at this time. However, current flight patterns to the BBTCA are not generally directly above proposed development areas in the Port Lands due to existing constraints within the lands and flight paths. Additional analysis being undertaken by the City, Toronto Port Authority and Transport Canada will identify potential impacts on the overall character, quality of life and potential health impacts for the Port Lands and Central Waterfront.

3 CONSULTATION WITH DIVISIONS, AGENCIES AND INDUSTRY REPRESENTATIVES

TORONTO PORT AUTHORITY

City and Waterfront Toronto staff met with Toronto Port Authority staff following the March 5, 2014 workshop. The Toronto Port Authority provides a variety of port and marine-related services in the Port Lands, including operating the dry dock facility located on Cousins Quay, dredging within the Keating Channel, operating the lift bridges on Cherry Street and providing mooring and docking services to ships. The Port Authority also own the Port of Toronto site south of the Ship Channel at 8 Unwin Avenue.

An overview of the land use options and transportation and servicing alternatives was provided. The discussion that followed addressed the transportation alternatives, Toronto Port Authority requirements for new connections, and its interest in the creation of reliable, dedicated trucking routes that would bypass new Live-Work Communities. Some opportunities and constraints were noted such as bridge clearance heights and spacing requirements.

TORONTO PORT LANDS COMPANY

The Toronto Port Lands Company (TPLC), created in 1986 (previously operating as the Toronto Economic and Development Corporation), is as an arm's length, self-financing Ontario Business Corporation with the City of Toronto as its sole shareholder. TPLC is the largest landowner in the Port Lands with over 160 hectares of land holdings. City and Waterfront Toronto staff met with TPLC prior to finalizing the land use options, as well as to seek its input on the emerging Land Use Direction. TPLC was generally supportive of the emerging direction. Timing of implementation in consideration of existing leases was a key concern. The project team will continue to work with TPLC in the next stage of developing the Planning Framework, and in particular in developing an implementation framework.

SOLID WASTE MANAGEMENT SERVICES (SWMS)

City staff also met separately with SWMS staff to discuss the land use options and potential for relocating the Commissioners Transfer Station. The Commissioners Transfer Station is centrally located within the Film Studio District, abutting McCleary Park to the north. The facility was originally constructed as a waste incinerator in 1953. The facility ceased incineration activities in the 1980s, but has continued to be used as a transfer station for residential garbage and leaf and yard waste. The transfer station also serves as a public drop off for small quantities of recyclables, as well as household hazardous waste and electronic goods. Other City Divisions such as Transportation Services use the transfer station to drop off leaf and yard waste and street sweepings. The main building has a "tipping floor" where garbage is offloaded, stored and compacted before being transferred to trucks destined for the Green Lane Landfill.

The property was listed on the City's Inventory of Heritage Properties in 2003 for architectural and contextual reasons. The building was cited as an example of Modern Classical design and the complex, with its 137-metre

high chimney, is a prominent visual landmark in the Port Lands.

Solid Waste Management Services has initiated the development of a Long Term Waste Management Strategy for Toronto which will guide the Division for the next 30 to 50 years. The completed Strategy will recommend waste management policies and programs, including how to manage the remaining garbage after reduction, reuse and recycling. HDR Corporation has been hired to assist with the development of the Strategy that will include a review of all potential future land use options associated with the Commissioners Transfer Station.

SWMS staff noted that given the potential population and employment in all of the land use options, a new facility could help to serve the anticipated long-term growth in the area and achieve sustainability objectives of the Long Term Waste Management Strategy. SWMS staff noted the difficulty of relocating waste transfer stations due to the nature of the operations and potential for community opposition.

TECHNICAL ADVISORY COMMITTEES

Two Technical Advisory Committees have been established for the studies underway in the Port Lands area. The first Technical Advisory Committee (TAC) consists of representatives from a number of City Divisions and Agencies which have provided technical input on a number of the initiatives of this second phase of the Port Lands Acceleration Initiative. This TAC includes representation from Economic Development and Culture; Public Health; the Toronto Transit Commission; Transportation Services; Engineering and Construction Services; Toronto Water; Parks, Forestry and Recreation, Fire Services; Police Services; the Toronto and Region Conservation Authority; Waterfront Toronto; the Waterfront Secretariat; and a number of departments internal to the City Planning Division (Strategic Initiatives, Policy and Analysis, Transportation Planning, Heritage Preservation Services, Zoning and Environment and Urban Design).

The second TAC was formed to provide input specific to the development of a Community Services and Facilities Strategy for the Port Lands. This TAC includes representatives from the school boards, Children's Services; Parks, Forestry and Recreation; Public Health; Economic Development and Culture; Emergency Medical Services; Police Services; Fire Services; and the Toronto Public Library Board.

The land use options were presented to both TACs for input and feedback. The transportation and servicing alternatives developed for the Class EA were also presented to Port Lands Acceleration Initiative TAC. Feedback from this TAC focused on the transportation and alternatives. The Community Services and Facilities TAC identified potential service needs for the future population anticipated in the land use options that will continue to be assessed through the next stages of developing the Port Lands Planning Framework.

METROLINX

The project team also met with Metrolinx. The purpose of this meeting was two-fold. Metrolinx owns, operates and maintains the Stouffville and Lakeshore East rail corridors in the vicinity of the Port Lands, with the Stouffville line abutting the Unilever site to the north. The high-level, strategic analysis undertaken for the land use options and intensification scenarios for the South of Eastern area from a transportation perspective identified the need for additional higher-order transit over and above new surface transit in dedicated rights-of-way. The project team identified an opportunity for creating a transit hub on the rail corridor at the Unilever site and creating a GO Transit stop in this area. Secondly, all Broadview Avenue extension alternatives developed for the Class EA require traversing the rail corridor, and the project team was seeking feedback on the feasibility of this potential connection.

Metrolinx provided an overview of its long-term plans within this area. Key to being able to provide a new GO station in the vicinity of the Unilever site, is the electrification of the Stouffville corridor. Another requirement would be the ability to incorporate both local and express lines along the corridor, which would require further assessment. Protecting for the ability to establish a station is being addressed through the Transportation and Servicing Master Plan and through continued dialogue with Metrolinx staff.

HYDRO ONE

The project team met with staff from Hydro One with the objective of studying the burial of the overhead transmission wires along the Don Roadway, Commissioners Street and Bouchette Street to the Basin Transmission Station. From the Basin Transmission Station, the transmission lines cross the Ship Channel and connect to the switching station at the Hearn (owned by Hydro One) and into the newly constructed switching

station to the west of the Portlands Energy Centre. A Feasibility Study for undergrounding the overhead transmission wires is being undertaken as the existing overhead transmission wires would preclude dedicated higher order transit on Commissioners Street.

There are additional benefits from the undergrounding of the transmission wires. The use and transmission of electricity creates electromagnetic fields (EMF). Levels of EMF in and next to hydro corridors can be higher than those usually found both indoors and outdoors elsewhere in Toronto according to Toronto Public Health. City Council, in 2008, adopted a prudence avoidance policy to increase protection and reduce exposure. EMF Management Plans are requested as part of the development application review process for official plan and zoning by-law amendments or plans of subdivisions for new residential, schools or day nursery uses on properties that abut a hydro corridor.

Pinewood Toronto Studios has also indicated that the EMF emitted from the overhead transmission wires interferes with production activities and was a major reason why a new office development proposed in 2008 was withdrawn. Pinewood Toronto Studios supports the burial of the transmission wires.

TORONTO FILM, TELEVISION & DIGITAL MEDIA BOARD

The Toronto Film, Television & Digital Media Board (Film Board) is an executive group with 14 industry members that provides advice to the City on matters of concern and gives voice to Toronto's interests on local, provincial and national issues. The project team met with the Film Board on May 12, 2014 to get insight and feedback on where they saw the industry heading, as well as insight into the demand for new sound stages in Toronto. The project team made a presentation on the process and sought feedback on a range of questions based on research undertaken and feedback received from other stakeholders. The questions included:

- Do the uses identified for the "Creative Industry District" land use category capture other uses that would support the screen-based industry? Are there other uses we should be considering?;
- Would having a mixed-use residential community around the existing Pinewood Toronto Studios with shops and other amenities be appealing to entice new productions to film in Toronto?;

- Many film and television productions are filmed on our city's streets. Some other studios in North America, like Steiner Studios in Brooklyn, have, or are, developing "shooting streets". Would Toronto benefit from this?;
- What should we be planning for and protecting in the Port Lands to maintain or improve Toronto's competitiveness?;
 - Is there demand for new, purpose-built studio space in the City in general and, if so, is there a benefit to cluster new studios around existing concentrations?;
 - Is there a competitive advantage for Toronto to have soundstages, pre- and post-production space and related industries close to the city's downtown?;
- Where is the screen-based industry headed?;
 - With digital technology, will there be a shift to smaller studios with more of an emphasis on post-production?;
 - How much expansion opportunity do you think is needed in the short-, medium- and longer terms?; and
 - "Tent-pole productions" vs. television/smaller productions or both for a Toronto context?

The Film Board provided the following feedback:

- The industry is ever shifting;
- The industry in Toronto is strong and the strength of our dollar is less of a factor;
- Toronto is a unique jurisdiction on the international stage;
- More soundstages of any size are important;
- A broad array of soundstages is really critical;
- Digital does not mean smaller studios;
- Available inventory of soundstages is the big attractor for international productions;
- There are advantages to be close to downtown and close to the airport;
- Backlots are important and cannot be used as public event spaces when not filming;
- Filming is a 24/7 business that can be noisy and messy;

- Ample parking is critical;
- Post-production is growing all the time;
- Live-work would be beneficial for industry workers. This is happening in other jurisdictions; and
- If there was a live component, there would need to be a buffer between studios and the residential development.

4 REVITALIZATION OBJECTIVES

The fourth lens in the review was to review the land use options against the revitalization objectives developed to guide the development of the Port Lands Planning Framework. The revitalization objectives are outlined in Section 5. A summary of the strengths and weaknesses of each land use option in meeting the revitalization objectives is provided below. Each of the land use options has its strengths and weaknesses in fully realizing the revitalization objectives. As such, the preferred land use concept should build on the strengths of each land use option in order to best achieve the intended outcomes sought for the Port Lands by all stakeholders.

LAND USE OPTION 1

The Live-Work Community south of the Ship Channel generally would allow for a continuous public promenade along both sides of the Ship Channel. South of the Ship Channel, the promenade could run from Cherry Street in the west to the Hearn in the east. North of the Ship Channel, the promenade would run from the Inner Harbour to the Don Greenway and then from the Don Roadway to the Turning Basin. The large Creative Industry District in the Film Studio District could serve to support existing creative industries, allow for the relocation of existing related uses from the Lower Don Lands and contribute to the creation of new employment opportunities. The viability of realizing the large Creative Industry District given First Gulf's aspirations for the Unilever site is uncertain. This is discussed in more detail later in this Section. The lack of a Port/Employment District south of the Ship Channel limits the Port Lands' function as a working port. The amount of dockwall and space for such purposes would be significantly reduced, with this function generally located only within the East Port.

LAND USE OPTION 2

This option best serves the Port Lands' function as a working port by providing the most land for this purpose with a contiguous dockwall. Additional opportunities for economic development are provided with lands available for synergistic uses, other employment uses, new city serving uses and green industries. However, port uses adjacent to the dockwall would limit the ability to achieve a continuous water's edge promenade along the south side of the Ship Channel. The land area of the dedicated Creative Industry District, while allowing for expansion of existing creative industries, could limit the development of new soundstages and other related creative industries. However, other compatible employment uses and creative industries could be integrated and developed within the Live-Work Communities in the Lower Don Lands and Film Studio District.

LAND USE OPTION 3

The Film Studio District provides for additional expansion opportunities for new creative industries while also providing for a mixed-use residential environment that achieves sufficient critical mass to sustain a complete community and provide for 24/7 living and working environment. This option provides the ability to create distinctive places within the Film Studio District that support each other. The Port/Employment District adjacent to Toronto Port Authority's site could create a hub of port and employment uses, contributing to new jobs and continued port activity. The amount of dockwall in this option is similar to the amount of dockwall currently utilized for port functions. The Live-Work Community to the west of the Hearn achieves sufficient critical mass to support a complete community and would be invigorated by a repurposed Hearn as a new destination. However, the new community would be isolated.

LAND USE OPTION 4

The Live-Work Community south of the Ship Channel adjacent to the Toronto Port Authority's site could create a high quality waterside experience on both sides of the Ship Channel that complements the Lower Don Lands to the north. Similar to option 3, the Film Studio District strikes a balance between Creative Industry District and Live-Work Community that allows for the creation of distinctive places within the District that support each other. While the amount of dockwall and land available for port purposes is generally within the range of existing

dockwall utilized for port functions, lands available for this purpose are dispersed across the Port Lands landscape. Moreover, the new community south of the Ship Channel would be bookended on either side by port and employment uses.



POLICY AND GUIDELINES

The land use options were reviewed against current land use direction that guides land use decisions in the Port Lands. Current land use direction is summarized in more detail in Section 4.

PROVINCIAL POLICIES AND PLANS

As noted in Section 4, land use decisions are required to be consistent with the Provincial Policy Statement and conform to the Places to Grow Growth Plan.

From a land use perspective, the PPS 2014 is predicated on building strong healthy communities. The PPS 2014 supports this, in part, by accommodating an appropriate range and mix of uses, including a full range of residential, employment (including industrial and commercial), institutional, recreation, parks and open spaces, and other uses to meet long-term needs. The land use categories developed provide for an appropriate range and mix of uses. The land use options for the Port Lands were developed distributing these categories in different configurations, while also providing a range of parks and open spaces, recognizing that neighbourhood-scale parks would be established through precinct planning. From this perspective alone, each option would be consistent with the PPS 2014. However, a key consideration is the viability of the different areas.

The PPS 2014 also recognizes and requires that “land use patterns are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion”. The Implementation evaluation lens deals with these matters in more detail, but it is important to note that the land use options which propose new Live-Work communities south of the Ship Channel would require additional transportation infrastructure, most notably dedicated, higher order surface transit. Given that the Lower Don Lands and the Film Studio District are the initial areas to undergo redevelopment and there is the need for significant investment in infrastructure investment to facilitate their redevelopment, any consideration for new Live-Work Communities south of the Ship Channel would

only be achievable in the distant future. Leap-frogging revitalization efforts in this area in advance of the areas north of the Ship Channel would be undesirable and would represent a challenging, uneconomical expansion.

A key consideration in the review and evaluation of the land use options was the new policy that requires the long-term operation and economic role of the marine and rail facilities to be protected. Existing port activity occurs in various locations across the Port Lands’ landscape. All of the land use options proposed the consolidation and relocation of existing port activities, where possible, in the Port Lands to better concentrate these activities and to open up opportunities elsewhere in the Port Lands. The key difference between the options was the amount of space allocated for port purposes, with option 1 providing the least amount of space with up to 18.4 hectares of land which could only be maximized if the existing concrete batching facilities were relocated elsewhere in the City. Option 2 provides the most amount of space with up to 45.4 hectares for port and employment uses. Options 3 and 4 provide a mid-range amount of space for port functions.

The Growth Plan, similar to the PPS 2014, requires that planning authorities provide a diverse and compatible mix of land uses, including residential and employment uses, to support vibrant neighbourhoods. The Growth Plan also requires that when planning for land uses in the vicinity of rail and dockyards, the land uses will support the primary goods movement function of these facilities. As with the PPS 2014, the land use categories developed for this process provide a mix of land uses, creating opportunities to both live and work in new communities. The land use options also all provide for areas for continued port and industrial activity by identifying areas to be developed or maintained with port and employment uses. The viability of these areas in the different land use options to sustain their intended function, however, is what sets the different options apart in terms of conformity with the Growth Plan from a land use perspective.

CONFORMITY WITH OFFICIAL PLAN POLICY

Land use decisions made under the *Planning Act* are required to conform to a city’s official plan, the long-term vision for how a city should grow. While not in force in the Port Lands, the Central Waterfront Secondary Plan (CWSP) is Council adopted official plan policy and is the primary policy document that guides decisions respecting the revitalization of the Port Lands. It would be counterintuitive to review the options for the purposes of

developing the Planning Framework against the in-force official plan, as this designates the Port Lands *Industrial*. The majority of the Port Lands are designated *Regeneration Areas* in the CWSP. *Regeneration Areas* are areas identified for revitalization and reintegration and are to provide for a broad range of uses. As previously noted, the land use categories were developed such that each category provided for a broad range of land uses identified for the Port Lands in the CWSP, including continued port and industrial uses, new media and knowledge-based industries and the creation of new neighbourhoods. Similar to the PPS 2014 and Growth Plan, continued viability of the different areas and proposed land uses is a key consideration in evaluating the land use options against the CWSP.

The City's Official Plan is also a key consideration in making land use decisions in the Port Lands in the context of achieving broader city building objectives. Of particular import to the review of the land use options is the City's recently completed Municipal Comprehensive Review (MCR). The new policies reinforce the importance of office growth for our city's economy, promoting large, freestanding office buildings in close proximity to existing or planned higher order transit routes and stations. Key considerations include the City's commitment to fostering employment growth in the South of Eastern area, the City and TTC currently undertaking an Environmental Assessment for the Relief Line, and the potential for a GO station in proximity to the Unilever site. Prudent land use decisions related to future office development in the Port Lands need to be made such that both the Port Lands and surrounding areas can realize and sustain their economic potential. This, by no means, suggests that there should not be employment and office imperatives for the Port Lands, rather it is about ensuring the right balance is achieved. The next section deals with this aspect of the evaluation in more detail.

Employment uses in the Port Lands, much like in the City's Official Plan, should be located to take advantage of higher order surface transit in dedicated rights-of-way proposed in the Port Lands. A transit hub within the Film Studio District is proposed in the Transportation and Servicing Master Plan in the vicinity of Commissioners Street and a future Broadview Avenue extension. The transit hub would be located at the intersection of two proposed streetcar routes and future bus routes. Likewise, office and other non-residential development in the Lower Don Lands should be concentrated along future streetcar routes on Cherry Street and Commissioners

Street. Research undertaken for the City's MCR indicates that employment density influenced transit ridership more than residential density. To make the best use of investments in transit infrastructure proposed for the Port Lands and to reduce traffic congestion, it is important to direct office space to locations with planned higher order transit and close to the proposed future transit hub.

Furthermore, given its scale, the Port Lands can, and should, accommodate a broad range of functions and activities. This is reinforced in the current land use direction in the CWSP which, in addition to new mixed-use residential communities, also identifies the creation of a "Convergence District" and maintaining the role the Port Lands plays in the city's economy. Providing a diversity of different districts, from new mixed-use communities to areas dedicated to employment growth is an important aspect of the CWSP. Additionally, new mixed-use residential districts are to provide opportunities for both living and working. This is to ensure that in the transformation of underutilized industrial lands to new communities contributions to growing city's employment base are achieved. The tools at the City's disposal to ensure employment uses are developed alongside new residential development on privately owned lands are limited. The next stage of developing the Planning Framework will explore mechanisms to ensure a mix is achieved in areas where mixed-use residential development is proposed.

IMPLEMENTATION

PHASING CONSIDERATIONS

Fundamental to unlocking development potential in the Port Lands is the implementation of the DMNP EA. This project will transform the existing mouth of the Don River into a healthier, more naturalized river outlet to the lake, while at the same time removing the risk of flooding to 240 hectares of land to the east and south of the existing river. The preferred solution developed as part of the DMNP EA process, and as refined through a subsequent amendment to the DMNP EA in 2013, includes the ability to phase the flood protection works to allow for development in advance of completing the entire project (Figure 15). This allows for lower costs in initial phases and the generation of revenue to fund later phases.

The first phase unlocks development potential in Cousins and Polson Quays. The realignment and reconstruction

of Cherry Street, including a new fixed bridge across the Keating Channel, the removal of the existing bridge and its abutments and raising the land in the two Quays provides the necessary flood protection measures.

The second phase of the DMNP unlocks the most amount of land for redevelopment, extending east of the Don Roadway in both the Port Lands and South of Eastern area south of the GO rail embankment. This phase requires the construction of:

- The Don Greenway from Lake Shore Boulevard East to the Ship Channel, including a new lake-fed wetland at the Ship Channel;
- A Valley Wall Feature along the east side of Don Roadway from Lake Shore Boulevard East to the Ship Channel;
- A Flood Protection Landform or a Valley Wall Feature at the Unilever site in the South of Eastern area;
- A sediment and debris management area including

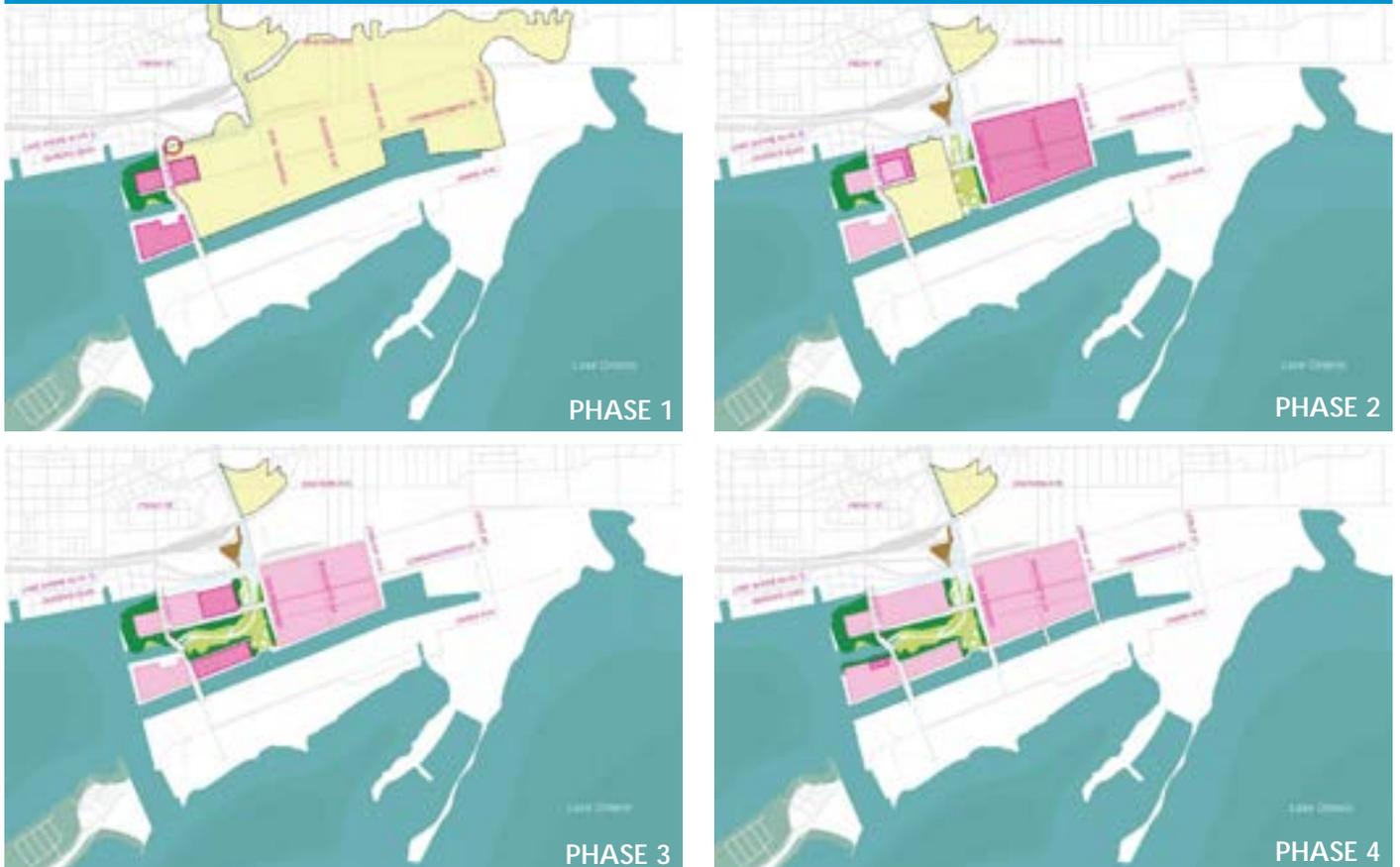
the lengthening of Lake Shore Boulevard bridge and construction of a bridge at Commissioners Street across the Don Greenway; and

- Modifications to the Eastern Avenue underpass.

The third phase involves the completion of the river valley between the Don Greenway and the two Quays. A new bridge across the river valley on Cherry Street would also be required. This would unlock the remainder of the lands in the Lower Don Lands. The final phase is the naturalization of the southern dockwall of Polson Slip. This final phase would occur once the existing operation at 60 Polson Street (Lafarge) eventually ceases.

Renaturalizing the mouth of the Don River is a priority project for the City, Waterfront Toronto and the Toronto and Region Conservation Authority. Much of the work undertaken during the first phase of the PLAI focused on refining the DMNP and developing a business and financial plan to realize this project. A wide variety of potential funding sources were identified to help to fund the renaturalization and other associated infrastructure.

FIGURE 15: DMNP EA PHASING



These funding sources included land sales, city-wide and area-specific development charges, public sector contributions and front-ending agreements wherein a developer (or group of developers) finances some or all of the cost of the infrastructure.

The City completed its mandated five-year review of its Development Charges By-law in October 2013 with the adoption of a new By-law. Development charges from new construction pay for a portion of net municipal growth-related capital costs. Eligible infrastructure costs from the first two phases of the DMNP and related infrastructure needs have been included in the City's By-law. As such, the two Quays and the Film Studio District remain the priority areas to undergo redevelopment. Redevelopment of the lands south of the Ship Channel into new mixed-use communities could only be achieved in the distant future.

TRANSPORTATION AND SERVICING CONSIDERATIONS

The City is undertaking a Municipal Class Environmental Assessment (EA) for transportation and servicing infrastructure in portions of the Port Lands and the South of Eastern area concurrent with the Port Lands Planning Framework. Dillon Consulting has been retained by the City to undertake this EA and completed a strategic transportation and transit capacity needs review on each of the four land use options.

At this initial stage of the EA process, the focus was on determining future auto and transit capacity, while also recognizing that all new streets would be designed as complete streets providing enhanced pedestrian and cycling connections. The two intensification scenarios (moderate and more intense) for the South of Eastern area were included as part of the strategic review in order to better understand transportation needs. Ultimately, the number of new connections required to support redevelopment will be assessed and determined based on a number of factors, including establishing a finer-grained street network to better connect the Port Lands with the city.

The strategic review assessed the existing street network utilizing a high-level screenline analysis. Additional capacity needs were determined for each of the land use options for the Port Lands and intensification scenarios for South of Eastern. There were some consistent capacity requirements identified for all of the land use options. These included:

- Two additional auto lanes, one northbound and one southbound, crossing Eastern Avenue between Carlaw Avenue and Leslie Street;
- Two additional auto lanes, one northbound and one southbound, crossing the Keating Channel, consistent with the Lower Don Land Municipal Class EA;
- Two additional auto lanes, one eastbound and one westbound, along Commissioners Street; and
- Two additional auto lanes, one eastbound and one westbound, along Unwin Avenue.

Additional capacity is required across the Ship Channel, east-west north of Lake Shore Boulevard and through to Broadview Avenue in all of the land use options. However, to accommodate projected population and employment levels south of the Ship Channel in option 1, two additional lanes in each direction are required from a capacity perspective. Whereas, land use options 2, 3 and 4 only require one additional lane in each direction. The more intense scenario in the South of Eastern area, where a higher density office node is being tested on the Unilever site, triggers additional north-south and east-west capacity requirements.

From a transit capacity perspective, all land use options require new transit routes into, and through, the Port Lands. The key difference between the land use options is whether there is a need for dedicated, higher-order surface transit to accommodate projected population and employment south of Ship Channel. Where new mixed-use communities are proposed south of the Ship Channel (options 1, 3 and 4), higher-order surface transit is required. In option 2, transit needs could be met through increased bus service south of the Ship Channel. The additional connections and need for higher order transit where mixed-use residential communities are proposed south of the Ship Channel would be over and above the infrastructure requirements identified for the initial phases of development associated with the implementation of the DMNP EA. Any consideration for new mixed-use communities would be following build-out of the Lower Don Lands and the Film Studio District. The lands south of the Ship Channel would continue to be used for industrial and port purposes for the foreseeable future. Notwithstanding this, decisions respecting the street network should not preclude introducing higher-order transit south of the Ship Channel in the future. This will continue to be assessed in the next stages of the study.

Another key transportation consideration relates to truck activity from continued industrial and port operations identified in all land use options. These areas include the Lafarge operation at 60 Polson Street, the Toronto Port Authority site south of the Ship Channel, and in the East Port area. Truck traffic to and from the Lafarge site primarily utilizes Cherry Street to head north and Commissioners Street to head east to the existing concrete operations in the East Port or to the Don Valley Parkway. Prior to the closure of the lift bridge at Cherry Street across the Ship Channel, truck traffic to and from the Toronto Port Authority site primarily utilized Cherry Street. The Toronto Port Authority has indicated preference for a new route that would bypass new communities developed in the Lower Don Lands. Truck movement in and out of the Port Lands requires further consideration and this will continue to be assessed through the next stage of the Transportation and Servicing Master Plan. Integral to this continued review is ensuring that impacts are mitigated on existing and planned communities to the north and new communities within the Port Lands.

The existing municipal servicing infrastructure is limited in the Port Lands. The area south of the Ship Channel is the most limited, as it is only partially serviced with water servicing, and has no sanitary or stormwater management infrastructure. North of the Ship Channel, there is a network of distribution watermains ranging in size from 150-300 mm, a network of local sanitary sewers ranging in size from 300-675 mm and a network of local storm sewers ranging in size from 300-900 mm.

Some water/waste water capacity is available within the existing network north of the Ship Channel, however, upgrades and/or new servicing would be required to meet projected population and employment projections in all land use options. Extending and upgrading servicing is required in all land use options south of the Ship Channel, given the lack of infrastructure in this area. New servicing would need to be sized to meet demands. Land use options with higher population and employment projections may require larger pipe diameters and/or pumping stations

resulting in additional land requirements depending on the preferred solution adopted. However, this would not be a substantial increase in overall cost.

ECONOMIC DEVELOPMENT AND VIABILITY

As part of the first phase of the PLAI, the project team retained Cushman & Wakefield (C&W) to conduct a comprehensive assessment of development demand, market forecast, land valuation, property tax projections and infrastructure financing options for the redevelopment of the Port Lands. The assessment concluded that a full range of uses including residential, office, retail, hotel/hospitality and industrial were feasible in the Port Lands. The assessment also concluded that the Port Lands offers a unique opportunity to create a new office district. In terms of type of office, C&W surmised that the Port Lands is unlikely to become a “Canary Wharf” type of office location. Back-office and support employment development was anticipated in a lower density. The sectors that it considered promising for the Port Lands and that should be targeted included:

- professional and business services;
- finance, insurance and real estate;
- information, arts, entertainment and recreational services;
- public administration;
- educational services; and
- health care and social assistance.

Estimates of future demand, from conservative through to aggressive estimates were provided by C&W for a 30-year period. These estimates are provided in Table 3. During the process, several landowners pointed out that they felt, based on their experience, that these estimates were low, especially for residential. A peer review was conducted by N. Barry Lyon and Company which is discussed later in this section. While it was suggested that a “Canary Wharf” scale office development would not be feasible in the Port Lands, the amount of office development would still be a significant new district in the city.

TABLE 3: C&W 30-Year Market Demand Forecast (Phases 1 and 2)

Land Use	Conservative Demand	Moderate Demand	Aggressive Demand
Office	2.7 million sf	4.5 million sf	6.2 million sf
Residential	8,700 units	9,700 units	10,700 units
Retail	1.4 million sf	1.4 million sf	1.4 million sf
Hotel	375 rooms	450 rooms	575 rooms

C&W noted that due to the size of the Port Lands, the lands will develop out through numerous real estate cycles. They recommended that more detailed plans be developed for the Port Lands and that these include a variety of different uses to offset potential market risk, while at the same time ensuring that long-term planning objectives for the Port Lands are not compromised. C&W identified that existing heavy industrial and outside storage uses could expand marginally, recognizing that these uses support the city and downtown area and are not easily relocated.

C&W also completed a master development pro-forma model for different development scenarios in the Port Lands to evaluate and understand the financial viability of redeveloping the lands. Costs associated with redevelopment included major, local, and flood protection infrastructure. The total shortfall predicted was \$189 million over a 30-year period.

The Business Plan developed by the City of Toronto with assistance from N. Barry Lyon and Company (NBLC) as part of the documentation for the first phase of the PLAI provided a financial model that amended the C&W model through inputs and peer reviews undertaken by NBLC and Hemson Consulting Ltd. NBLC considered the residential demand anticipated by C&W to be conservative, but the retail and office demand to be reasonable. Hemson provided inputs into development charge forecasts. The resulting financial model was predicated on land sale revenue, development charge revenue and the cost of major infrastructure and local services. The result was a net present value shortfall from C&W's original forecast of \$189 million to \$118 million over a 30 year period.

An outcome of the first phase of the PLAI was the proposal to utilize other means for financing the necessary infrastructure, such as through front-ending agreements with developers/landowners, and other forms of public-private partnerships, through the establishment of a landowners' group. A landowners' group was established following the adoption of the PLAI report by City Council in October 2012. However, a critical component for the landowners is understanding how much development potential they might receive, the types of uses that would be permitted and any other City requirements such as affordable housing and community services and facilities that would be necessary for establishing complete communities. This Land Use Direction is a step forward to enable the landowners' group to resume discussions.

Emerging Development Concepts and Synergies with the South of Eastern Area

A key factor not assessed during the first phase of the PLAI was the potential emergence of a significant office node in the South of Eastern area. First Gulf, a developer of commercial properties including retail, office and industrial developments, acquired the former Lever Brothers site (aka as Unilever) at 21 Don Valley Roadway. The Unilever site is 11.7 hectares in area and is directly to the north of the Film Studio District between the Don River and Booth Avenue. The lands are designated *Employment Areas* in the City's Official Plan and are largely vacant.

First Gulf has expressed a desire to redevelop the site with a "Canary Wharf" style office development, something that was considered to be unfeasible in the Port Lands area. It has yet to file a development application with the City, but has had preliminary discussions. Moreover, the feasibility of First Gulf's concept for its site has yet to be assessed by the City. Nonetheless, redeveloping the site comprehensively with a mix of non-residential uses, primarily consisting of office, institutional, studios and research facilities, has been identified in the City's recent Municipal Comprehensive Review (MCR) and adoption of Site and Area Specific Policy 426.

Fostering employment growth in the South of Eastern area is an objective of the City, and the area is currently being reviewed through a separate planning study – the South of Eastern Strategic Direction – which is exploring economic sectors, associated built form for the area and transportation requirements. Hemson Consulting is undertaking the economic analysis on behalf of the City. As noted in Section 3, employment is in decline in the area. Given the South of Eastern area's proximity to the Port Lands and vice versa, it is critical that the two areas function well together, rather than unconstructively compete for development and economic sectors. Developing one area, while the other experiences little to no growth does not assist the City in achieving economic imperatives to grow the city's economy in these two areas.

Hemson was requested to provide additional advice to the project team on matters that have emerged since the first phase of the PLAI given their involvement in the South of Eastern Strategic Direction. This included gaining a better understanding of the interplay between the two areas and the viability of significant office concentrations in both the South of Eastern area and the Port Lands. Further,

feedback received from some stakeholders through this process has suggested that media sectors and other non-residential development in the Film Studio District would not be viable unless accompanied by residential permissions. Some stakeholders suggested that the cost per square metre for office space associated with new construction would preclude the ability to secure tenants and would prove too risky for investors.

The project team asked the following questions to assist in the evaluation of the land use options and to respond to issues raised by landowners in the Film Studio District:

- What economic and business sectors would be likely to locate and invest in the Film Studio District in the Port Lands area over the short term and next 30 years, taking into account the existing Pinewood Toronto Studios and economic and business sectors that are being explored for the South of Eastern area?;
- Where would the greatest potential be for developing a significant office node, South of Eastern or the Port Lands?;
- Would there be opportunities for a significant office node in both the South of Eastern area and the Film Studio District?;
- What factors (e.g. level and type of transit infrastructure investment) are likely needed to support significant office development in general?;
- Would there be any limiting factors (assuming that the necessary flood protection and municipal servicing needed to support revitalization is achieved) that the City should be aware of in terms of realizing a “Creative Industry District” in the Film Studio District primarily comprised of non-residential development?;
- Landowners in the Film Studio District have identified that a critical component to the success of the revitalization of the Film Studio District is providing for a mix of uses, including residential. Would a mixed-use residential environment be more conducive to the development of a “Creative Industry District” in the Port Lands?;
- How much demand could be anticipated for additional film studio uses in both the Port Lands and South of Eastern areas?; and
- Are there other factors that we should be aware of from an economic development perspective for the review of the land use options for the Port Lands?

Hemson’s Findings

Within the Film Studio District, Hemson anticipates that the current employment activities concentrated in the block bounded by Saulter Street South and Bouchette Street and the block bounded by Logan Avenue and Carlaw Avenue will remain in place in the short- to medium-terms. These blocks generally have existing development. Accordingly, the existing mixture of light-industrial type uses, creative industries and recreational uses is likely to continue and potentially evolve within the near term.

Hemson sees potential for the Pinewood Toronto Studios to expand, noting that Toronto is now a long-established North American film and television production centre that is supported by a highly experienced personnel and range of services. However, Hemson noted that the market is subject to factors beyond Toronto’s control such as exchange rates, tax policies and production incentives in other jurisdictions, and as such, was not able to project the amount of growth that could be expected.

Hemson indicates that other major sectors that might be attracted to this area are those that require or are interested in a location close to the downtown urban workforce but in space that is less costly than buildings in the core. However, common with the C&W report, the area would need substantially better transit infrastructure and amenities to support employees than currently exists. The form of transit and travel time to the core is a key consideration for new office development. Further, Hemson suggests that for developers to proceed with non-residential developments, prospective tenants would have to be capable and willing to pay the rents required to justify new construction. Again, similar to the C&W report, the types of occupants most likely to be interested in this location are established businesses in the technology, information and creative sectors. Additionally, but less likely, are financial services or public sector organizations which favour a central Toronto location but have limited requirements for external interaction.

With respect to the greatest potential for a significant office node, Hemson notes that this depends on significant improvements in higher order public transit access and amenities to accommodate the needs of the office users. Given these two basic requirements, Hemson identifies that the First Gulf site in South of Eastern is most likely to be able to meet these requirements in the short- to medium-term, particularly as the site is better situated on/

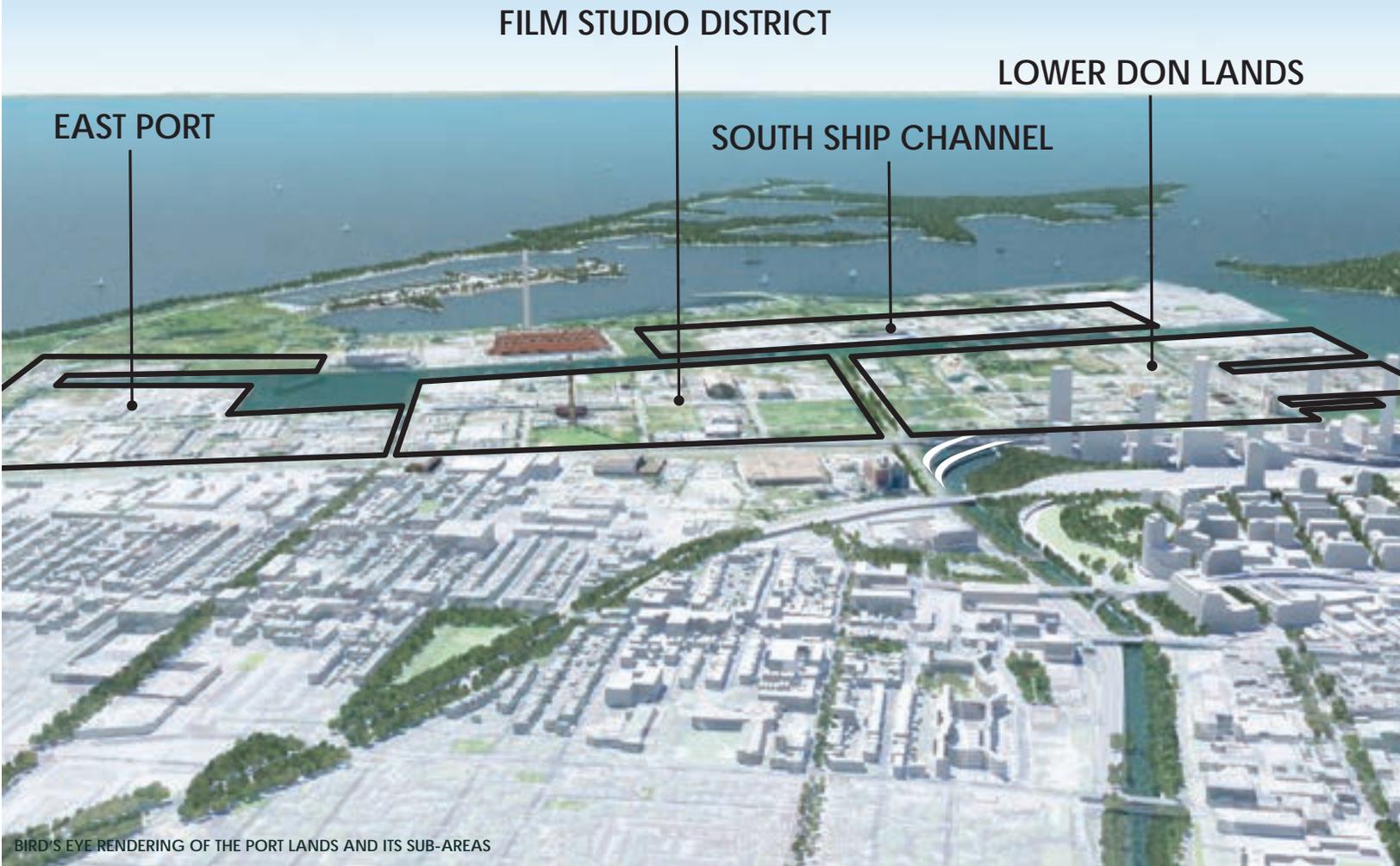
near potential higher-order transit routes, and in closer proximity to the downtown core and existing built-up areas.

Notwithstanding this, Hemson does identify that there is potential for non-residential development in the Film Studio District, particularly if development momentum in the broader vicinity such as new residential and mixed-use communities on the Quays is achieved.

Hemson also notes that factors conducive to attracting creative and information industry workers are good transit service and walking and cycling infrastructure. Additionally, having nearby access to a range of services (restaurants, grocery stores, gym, etc.) is a significant factor. *From the Ground Up: Growing Toronto's cultural Sector*, prepared for the City Toronto, likewise indicates that a key characteristic needed for a successful cultural scene includes providing an amenity-rich environment. In response to feedback received from landowners and users in the Film Studio District, Hemson identifies that opportunities for a variety of uses, including residential, could assist in allowing the district to develop in a timely and profitable manner, and could improve overall viability. From a market perspective, Hemson identifies that the outlook for residential units, including for the Film Studio District, identified in the first phase of the PLAI continue to be reasonable.

Further analysis will be undertaken in the next stage of developing the Planning Framework in order to establish:

- specific land use and density permissions in the Film Studio District to support the development of employment clusters in the District taking into account growth outlooks in the South of Eastern area, as well ensuring the development of a viable, self-sufficient neighbourhood; and
- the planning control mechanisms that could be utilized to ensure that employment uses in areas where mixed-use residential is ultimately permitted are delivered either prior to or concurrent with any residential development.



BIRD'S EYE RENDERING OF THE PORT LANDS AND ITS SUB-AREAS

7

LAND USE DIRECTION

This Land Use Direction represents an ambitious land use vision for the Port Lands. Five themes underscore and inform the vision based on the analysis and consultation undertaken. These themes are discussed below. The Land Use Direction has been organized based on four sub-areas within the Port Lands study area: the Lower Don Lands, the Film Studio District, the East Port and South Ship Channel. A brief overview of the current state of each of these sub-areas is provided, followed by land use recommendations for each.

FIVE LAND USE THEMES

1 SUPPORTING NATURALIZATION OF THE DON RIVER AND ACCELERATING DEVELOPMENT

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The first theme of the Land Use Direction is to accelerate development and support the renaturalization of the Don River Mouth. In order to accelerate development, the flood protection solution identified in the Don Mouth Naturalization and Port Lands Flood Protection Project Environmental Assessment (DMNP EA) needs to be implemented. Key to the DMNP EA is the renaturalization of the Don River. The phased approach and financing strategy developed to unlock development potential established through the first phase of the PLAI continues to hold true. The first areas to undergo development include Cousins Quay in the Villiers Island Precinct, Polson Quay and the Film Studio District. Proceeds from the sale of municipal land, development charges, area-specific development charges, contributions from senior levels of government and partnerships with the private sector could fund the flood protection and related infrastructure needed to support revitalization. This Land Use Direction further solidifies the advancement of development potential in the Port Lands.

2 CREATING VIBRANT NEW MIXED-USE COMMUNITIES AND EMPLOYMENT CLUSTERS ALONGSIDE A WORKING PORT

The Port Lands not only provides opportunities for new, diverse and vibrant mixed-use communities, but also employment clusters that assist the City in achieving broader economic development objectives. These new communities and employment clusters can co-exist alongside our working port through implementation of an effective package of mitigation measures and modernizing port functions.

3 CONSOLIDATING AND RELOCATING USES TO CREATE OPPORTUNITIES AND IMPROVE PUBLIC ACCESS

While generally underutilized, there are a number of existing uses in areas of the Port Lands slated to redevelop in the initial phases including port uses, industrial uses and film-related industries. Moreover, many of these existing uses are dispersed across the Port Lands' landscape. The consolidation of functions and relocation of existing port, industrial and film-related uses



ARTISTS RENDERING OF THE PLANNED NATURALIZATION OF THE DON ROADWAY AND DON GREENWAY

will not only open up opportunities and assist in achieving the revitalization of the Lower Don Lands and Film Studio District, but will also minimize potential impacts on the new communities and provide new opportunities for economic growth in the Port Lands.

The Port Lands' parks and open spaces, both existing and planned, will not only meet the needs of new communities, but also those of the broader city and region. Tommy Thompson Park, to the south of the study area, is a unique urban wilderness and the largest existing natural habitat on the Toronto waterfront. Upon completion it will be over 500 hectares in size. More investment in this large, regionally significant waterfront park, along with Clarke / Cherry Beach Park could make Toronto the envy of other global cities. The new, naturalized mouth of the Don River will provide another new destination for all Torontonians and visitors to our city. Moreover, improving access to the multitude of water's edges found in the Port Lands and creating new parks and open spaces distributed across the Port Lands landscape will open up even more opportunities for peoples' enjoyment of the Port Lands for generations to come.

4 CREATING SYNERGIES WITH THE SOUTH OF EASTERN AREA

The fourth theme is to create synergies with the South of Eastern area. The Port Lands cannot be planned in a vacuum. The South of Eastern area, directly to the north of the Port Lands, is an important employment area recently reconfirmed through the completion of the *Planning Act's* mandated Municipal Comprehensive Review. The Port Lands is also home to a number of film and related industries, an increasingly important economic sector for the city that also helps to position Toronto competitively on the global stage. By solidifying the film industry in the Port Lands, this industry can also continue to thrive in the South of Eastern area.

The synergies that need to be created extend beyond just propelling the City's economic development imperatives. The South of Eastern area also includes a stable, residential enclave. Synergies can be created with Leslieville/South Riverdale and this area as well, better connecting them with the Port Lands physically and socially.

CYCLISTS IN THE PORT LANDS



5 FUTURE PROOFING AND CREATING A STRATEGIC LAND RESERVE

The fifth and final theme of the Land Use Direction is to ‘future proof’ lands and create a strategic land reserve. Toronto is a large, complex mature urban centre that continues to grow through intensification, rebuilding and reurbanization. It is a diverse and dynamic city with a range of land uses and activities. The Port Lands will play an important role in the city’s continued prosperity and growth over the coming decades. At over 350 hectares, the lands represent an unprecedented redevelopment opportunity close to the city’s vibrant downtown, while also continuing to provide important services. The Summary of Findings report from the first phase of the Port Lands Acceleration Initiative recognized this multiplicity of roles that the Port Lands will play into the future as “effectively a new waterfront city within a city”. Once the West Don Lands is completed and the Keating Precinct develops, the Port Lands will be the last vestige in our urban frontier.

Our working port provides accessible, convenient marine transportation that is important to the overall economy. While we may not compete with other international port cities, or even regional ports, our city will continue to grow over the coming decades, and in so doing, will

continue to need the raw products that are delivered via ship to the Port Lands. As such, it is important to maintain a reserve of lands to meet these wide-ranging needs.

It is also prudent to ‘future proof’ parts of the Port Lands to ensure that decisions made now do not preclude future opportunities that are difficult to predict. Future proofing is about retaining some lands in public ownership to ensure long-term flexibility. It is about continuing to manage lease commitments in areas that will be retained for port and employment purposes such that we maintain a land bank within close proximity to the downtown that could be drawn upon to capitalize on opportunities that may arise such as a future Olympic bid, World’s Fair or other public interest not yet fully imagined. Future proofing is also about making wise decisions about streets, transit and other infrastructure today, in a manner that will permit extension and expansion to meet future needs economically and effectively. This aspect will continue to be addressed through the completion of the Port Lands and South of Eastern Transportation and Servicing Master Plan.

BIRD'S EYE VIEW OF THE SHIP CHANNEL



THE LOWER DON LANDS

THE LOWER DON LANDS TODAY

The Lower Don Lands is an 87-hectare area located between the Inner Harbour in the west, the Don Roadway in the east, the Keating Channel to the north and the Ship Channel to the south. The area includes Essroc Quay, Cousins Quay, and Polson Quay. Existing land uses are primarily industrial and commercial with some recreational, entertainment, food, transportation, telecommunications, finance and internet technology services. Four sites are privately owned (see Appendix A). The remainder of the lands are publicly owned. There are long-term leases on publicly owned lands on Polson Quay. The remainder of the lands are leased on a short-term basis by the Toronto Port Lands Company. Redpath utilizes the dockwall along Cousins Quay in the winter months to store its sugar. Essroc is in the process of relocating its existing operation on Essroc Quay to the East Port. Lafarge has indicated it plans to continue its operation on Polson Quay. The Lower Don Lands also includes several heritage buildings, with the majority located on Cherry Street.

THE LOWER DON LANDS OF THE FUTURE: A NEW MIXED-USE COMMUNITY

The Lower Don Lands will be transformed into a diverse urban district with new opportunities for living, working, playing and exploring. The urban district will have the characteristics of many other successful Toronto neighbourhoods, as well as a regional destination. The district will have a diversity of open space experiences including the renaturalized mouth of the Don River, new Don Greenway, historic Keating Channel, water's edge promenade at the Ship Channel and Promontory Park. This mixed-use land use direction is well established for the Lower Don Lands, and was confirmed through the first phase of the Port Lands Acceleration Initiative. The precise mix of residential and employment development is to be established through precinct planning, with the first precinct plan underway for Villiers Island (formerly known as the Cousins Quay precinct plan), and through continued efforts on the Planning Framework to address the Lafarge operation in accordance with City Council's direction from the first phase of the Port Lands Acceleration Initiative.

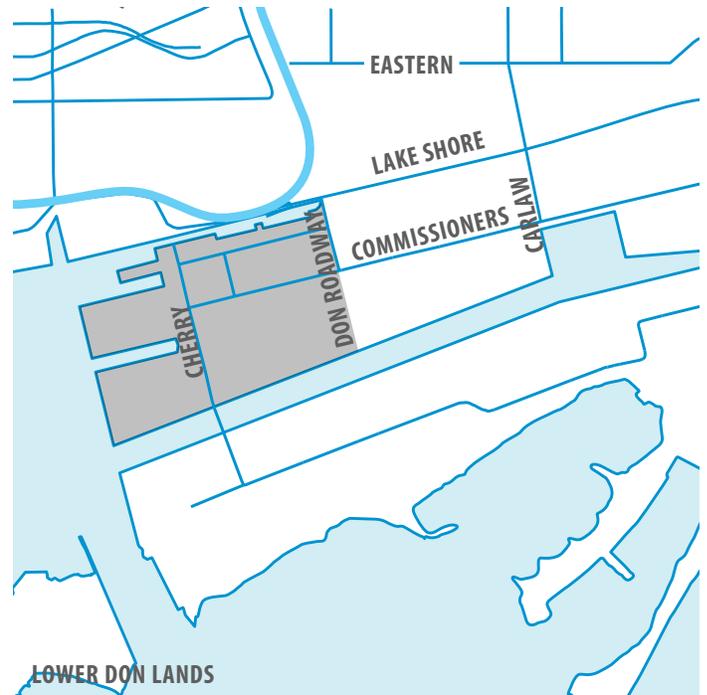
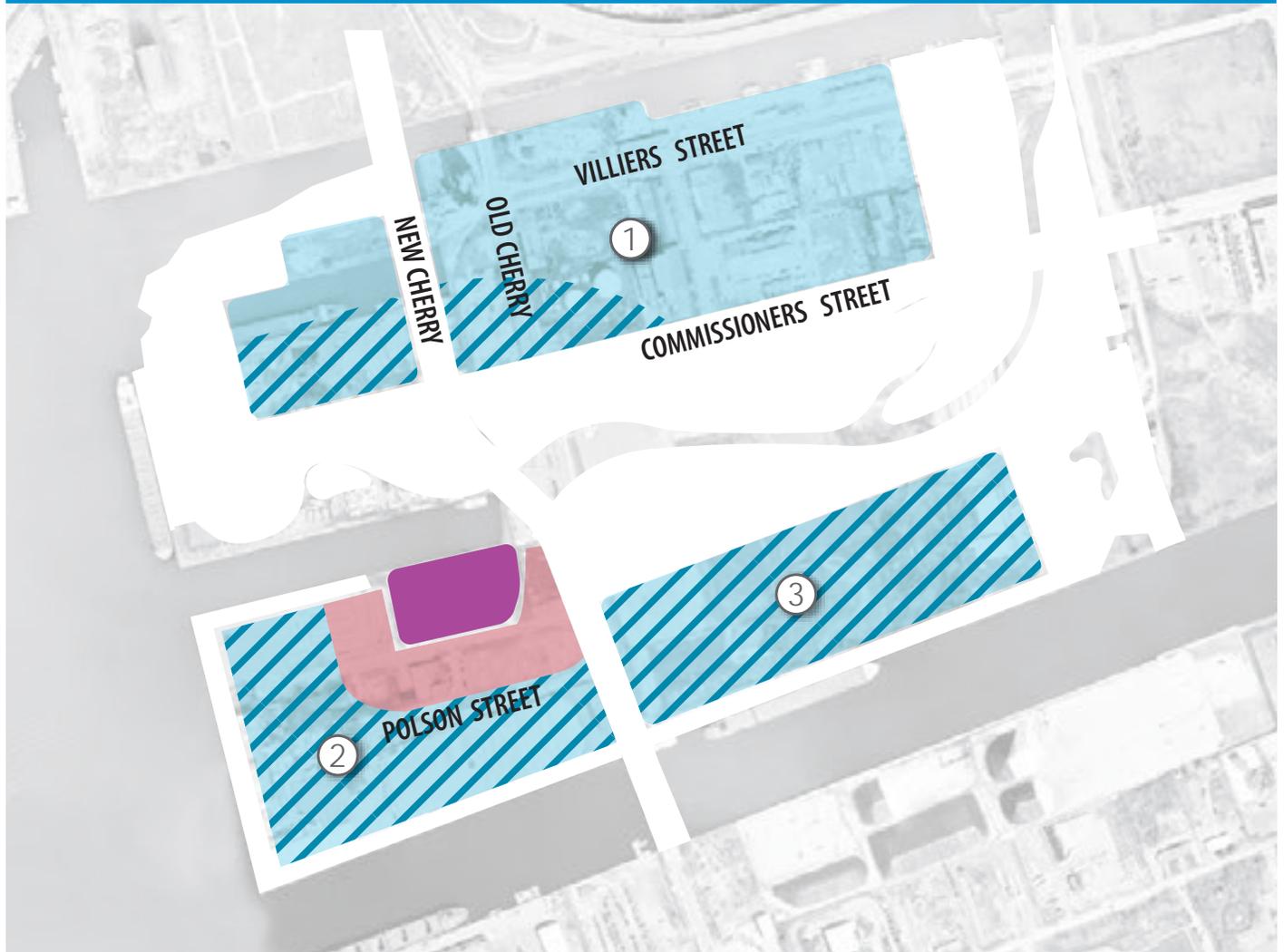


FIGURE 16: THE LOWER DON LANDS: A NEW MIXED-USE COMMUNITY



1 Villiers Island (Cousins Quay) Precinct
 Surrounded by the new Don River Mouth, the Precinct will be transformed into a remarkable new community and gateway to the Port Lands. It will become significant as a regional destination and distinct as a sustainable, local community surrounded on four sides by water.

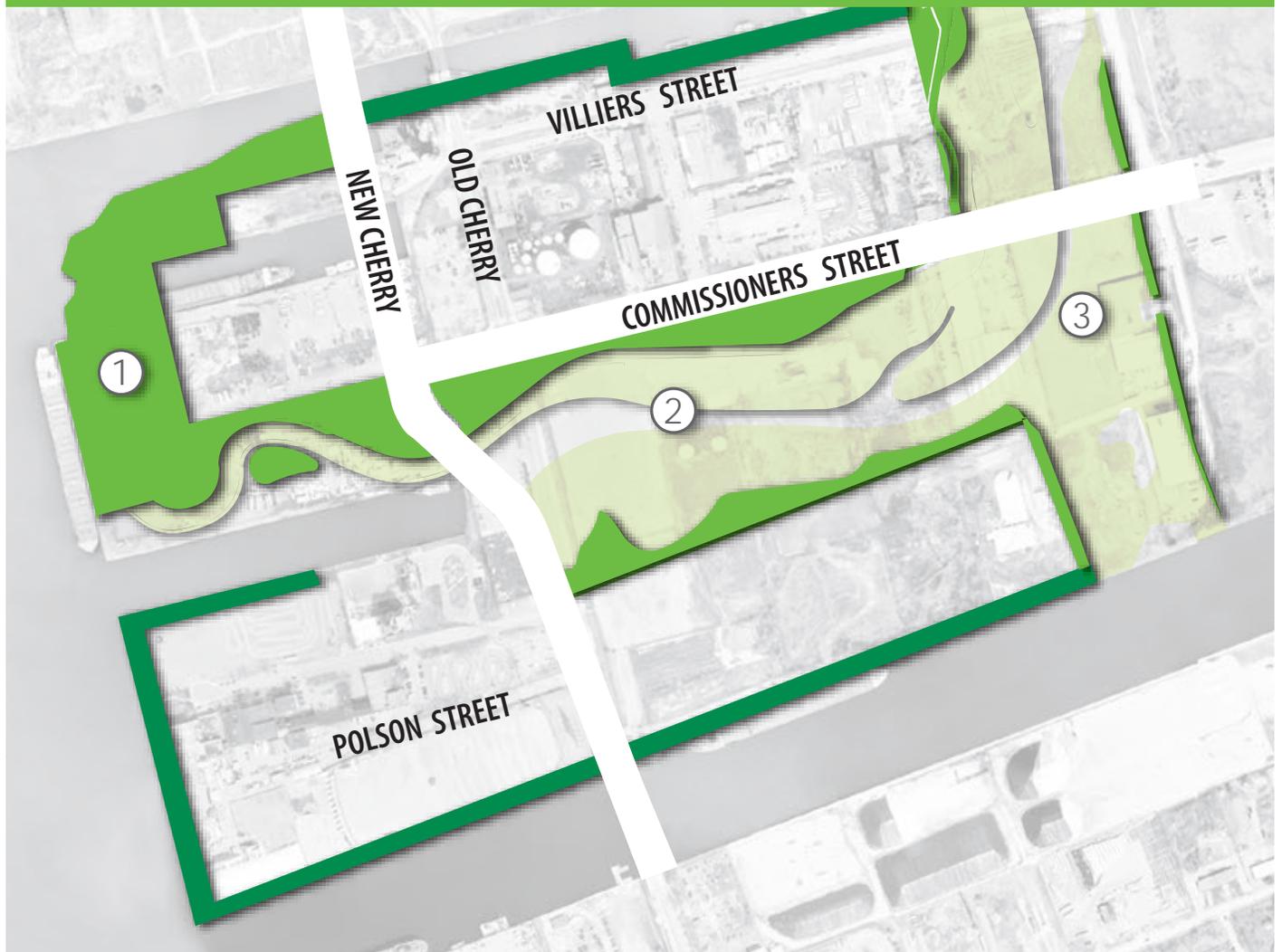
2 Polson Quay Precinct
 With its dramatic views and framed by water on three sides, the Precinct will be developed with a dynamic mix of uses, as well as a landmark use overlooking the Inner Harbour that will act as a catalyst for redevelopment. Lafarge is able to continue its operations, if desired, with compatible mixed-use development within its vicinity.

3 South River Precinct
 The Precinct will be developed with a mix of uses that capitalize on its river's edge to the north, Ship Channel edge to the south and Don Greenway edge to the east.

 **Noise & Air Quality Assessment Zone**
 A noise and air quality assessment will be undertaken to establish minimum separation distances, permitted uses and/or mitigation.

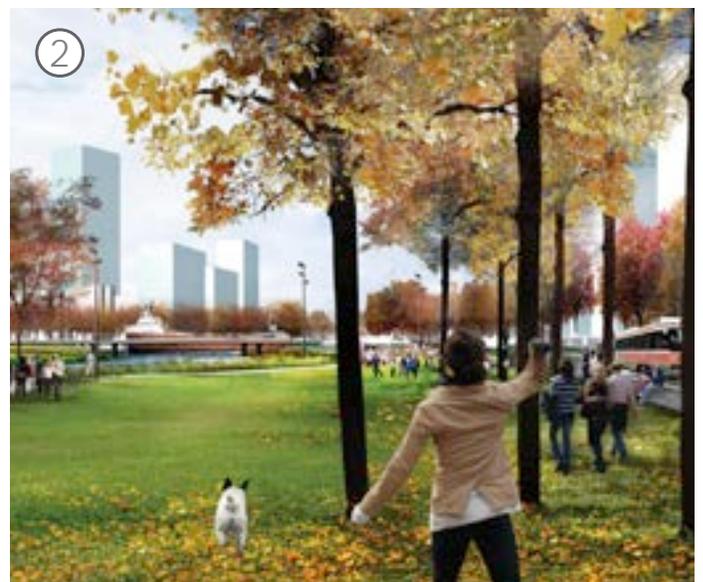
 **Buffer Uses**
 A mix of office and other commercial uses (i.e. non-sensitive uses) will be permitted within a minimum 70-metre area around the existing Lafarge operation.

FIGURE 17: THE LOWER DON LANDS: PARKS AND OPEN SPACES



- PROMONTORY PARK & VALLEY LANDS
- WATER'S EDGE PROMENADES
- RIVER VALLEY & DON GREENWAY

- 1 Promontory Park**
 Linked with the mouth of The Don, Promontory Park will wrap around Cousins Quay to capture the extraordinary vista over the harbour to the city's skyline and Inner Harbour.
- 2 Naturalized River Valley**
 The naturalized extension of the river south and westwards, between Cousins and Polson Quays, will create spectacular new open spaces and setting for community life.
- 3 Don Greenway**
 The Don Greenway will be a wonderful, natural linkage from Keating Channel to the Ship Channel running along the western edge of the Don Roadway and connecting south of the Ship Channel to Clarke / Cherry Beach Park and Lake Ontario.



THE FILM STUDIO DISTRICT

THE FILM STUDIO DISTRICT TODAY

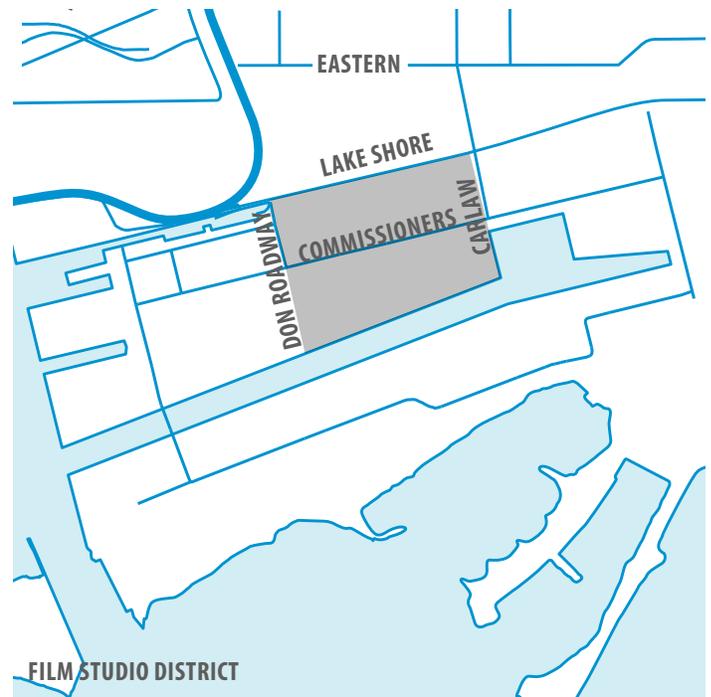
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The Film Studio District is a 57-hectare area bounded by the Don Roadway to the west, Lake Shore Boulevard East to the north, Carlaw Avenue to the east and the Ship Channel to the south. The area has a mix of private and public ownership, with long-term leases and options to lease. Home to Pinewood Toronto Studios, the district has a number of vacant parcels waiting to undergo redevelopment. The Commissioners Transfer Station is centrally located within the district to the south of McCleary Park. Other uses found in the district consist of commercial uses, private recreation facilities and light industrial uses on privately owned land.

THE FILM STUDIO DISTRICT OF THE FUTURE: A MODERN MEDIA CITY

“Media cities” are “multifaceted media hubs” featuring a clustering of soundstages of a variety of sizes, workshops, production offices and post-production services that cater to a wide variety of productions including feature films, television series and small feature productions. Media cities also have a clustering of related industries such as information and communication technology, digital animation and other non-media-related creative industries (Goldsmith et al, 2005).

The land use direction for the Film Studio District builds on this concept of the “media city”, expanding it to include a mixed-use community with shops, services and other amenities surrounding the existing Pinewood Toronto Studios and future media hub south of Commissioners Street. Opportunities are also afforded for the relocation of existing screen-related industries in the Port Lands in an urban form to facilitate renaturalization of the mouth of the Don River and revitalization of the Lower Don Lands. Lands are set aside to provide for the expansion and continued evolution of the existing media hub with appropriate and careful transitions to new mixed-use residential areas. A total of approximately 25 hectares (gross) of land will be provided for the media hub. Other creative industries, new media, technological and office uses will be interspersed with new residential development, generally concentrated north of Commissioners Street, creating a fully integrated, thriving, vibrant “live-work” environment to support 24/7 activity. The Don Greenway will be animated and activated by new mixed-use residential development fronting the Don Roadway.



TORONTO'S SCREEN-BASED INDUSTRY AND EXISTING MEDIA HUB

The screen-based industry in Toronto is an important, high-value economic sector. Toronto is one of North America's leading centres of film and TV production, thanks to a wealth of experienced creative and technical talent, and competitive tax credits. There are over 100,000 square metres of dedicated studio and stage space available across Toronto. Toronto is fast becoming a centre for post-production work, special effects and emerging technology. Many Toronto-based companies are internationally renowned as suppliers of high-quality animation, and cutting-edge visual and special effects.

While the screen-based industry has experienced growth and recession over the years, the industry in Toronto is currently doing well, exceeding \$1 billion in investment for three consecutive years. Television series productions dominated investment in 2013, representing almost two-thirds (62 per cent or \$730 million) of all total production investment. Filming happens not only in the city's different soundstages, but also on location across the city, with existing streetscapes that offer a “generic ‘Urban USA’ feel” at a fraction of the cost of filming in places like New York City (Goldsmith et al, 2005, 166).

The City has a history of supporting and nurturing its screen-based industry. The Toronto Film Office was created in 1979 as a means to support and promote Toronto as a competitive location for the screen-based industry. With the support of the provincial and federal

governments, policies were also implemented to make filming in Toronto more attractive. This included capping the exchange rate paid by productions filming in our city. Until the film studio complex was constructed in the Port Lands, the vast majority of production space was housed in converted warehouses and factories.

A study commissioned in 1999 by the Ontario Film Development Corporation identified the need for large, purpose-built soundstages in Toronto, the lack of which was seen as limiting the city's ability to attract the prestigious, high-budget, international productions. In 2003, the Toronto Economic Development Corporation (now TPLC) issued a Request For Expressions of Interest to develop a film/media complex in the Port Lands, followed by a Request for Proposals which led to eventual development of the studio complex located in the Film Studio District, including the largest purpose-built soundstage in North America. In addition to supplying needed purpose-built studio space, the project was intended to act as a catalyst to attract other creative industries to set up shop in the Port Lands as envisioned in the Central Waterfront Secondary Plan.

The first phase of the studio complex officially opened in August 2008, with more than 23,000 m² of production and studio space. Additional studio space was recently added, with three smaller studios, at approximately 1,000 m² each, ideally suited for television, live-event and small feature productions (Pinewood Toronto Studios). According to representatives from Pinewood Toronto Studios, these new studios achieve multiple objectives, including providing more affordable space for smaller productions and providing capacity for the studio to accommodate multiple major feature productions simultaneously. Major feature productions are sought after in the industry as they are often accompanied by larger budgets and heavy promotion.

The soundstages, workshops, wardrobe, production and office space in the Pinewood Film Studios are located within a 4.9-hectare secure site. The soundstages are large-span structures that are insulated to prevent sound and light from entering the buildings. The largest stage is 18 metres high. Access into the soundstages is provided to move large equipment, sets or components. Likewise, staging and parking space are provided outside of the soundstages to accommodate production crews and their equipment.

THE CASE FOR NEW SOUNDSTAGES

Anticipating demand for new soundstages is a difficult undertaking. The industry is a global industry and Toronto is competing for productions both nationally and internationally. The abundance of studio developments worldwide has fiercely increased competition for productions. New soundstage development and complexes are being established in places like Calgary, Atlanta and South Africa, all vying to capture the next big production. Research and market advice indicates that the value of our currency influences costs and whether productions will film in Toronto, although feedback from Toronto's Film Board indicates this is less of a factor today. Many other jurisdictions also offer similar incentives to Toronto's. Finally, the industry itself is changing due to technological advancements and the mainstream adoption of a digital format (Pinewood UK, 2011).

Cushman and Wakefield (C&W) was retained in the first phase of the Port Lands Acceleration Initiative to provide development, economic and financial advisory services to the project team. The arts, media and information technology sectors were identified as potential candidates for the Port Lands, but given the flexible and varied nature of demand from these sectors, it was not possible to reliably forecast future demand. Moreover, cost of occupancy was noted as a driving factor for these sectors, where it is common to repurpose older buildings, which are lacking in the Port Lands. Notwithstanding this, C&W identified that reserving lands in the Port Lands for these sectors was feasible. The C&W report did not specifically address new soundstage development.

Pinewood Film Studios indicates that future plans include developing a new 2,787 m² special effects stage on its existing lot. Currently, the studio uses a 3,700m² stage located west of the Don Roadway and south of Commissioners Street for this purpose, known as the Jumbo Stage. This stage is located where the future naturalized river valley will traverse. No additional soundstage development is anticipated and representatives from Pinewood have indicated that new stages over and above the future special effect stage are not required. They have also indicated a desire to construct a parking structure at Commissioners Street and Bouchette Street, as well as additional workshop, production and post-production space.

Geographic clustering of soundstages of a variety of sizes, pre- and post-production facilities and a host of other services and amenities appear to be desirable to the industry, and assist in competing for new, major feature productions while also sustaining smaller productions.

The majority of members on Toronto's Film Board echoed this need for a variety of spaces. Moreover, Pinewood UK recently made a planning application to meet potential new market demand with the ability to accommodate multiple large, feature productions simultaneously by developing new soundstages, workshops, ancillary uses and streetscapes. According to its planning rationale, there is increasing demand for stages of 2,787 m² and greater for major films (Pinewood UK, 2011). Notwithstanding the economic imperative identified for expansion, Pinewood UK's application was denied as it sought to expand on "Green Belt" land where development is generally prohibited (South Bucks District Council Planning Committee, 2013).

Steiner Studios, located in the historic Brooklyn Navy Yard in New York City, is in the process of expanding their facilities through the development of five new soundstages, and renovation of a seven-storey historic building into photo studios, soundstages and related space. A new parking structure is also proposed (New York City Regional Centre, 2009).

Notwithstanding Pinewood Film Studios' position that additional, purpose-built soundstages are not required over and above the new special effects stage proposed, what is apparent is that the film industry is constantly changing and evolving. Even the largest production centres, like those in the England and New York, are recognizing the need to diversify and provide a wide variety of production space. For Toronto to maintain its competitiveness in the global industry, allocating space for expansion in the Film Studio District is recommended to enable the City to respond to changing conditions and opportunities as they arise. The Film Studio District is

PINEWOOD TORONTO STUDIOS



well positioned to accommodate additional purpose-built soundstages. The District is already home to an existing media hub with additional uses nearby in the South of Eastern area. The availability of land in close proximity to downtown Toronto coupled with the existing studio complex and clustering of screen-based industries within the Port Lands area are attributes that make the Film Studio District an attractive location for new, dedicated soundstage developments and other screen-based industries. If the lands are not secured for such purposes, future opportunities to expand this sector may not be possible.

It should be noted that timing for film sector expansion is unknown and that lands allocated for such purposes may sit idle until such a time as market forces or funding becomes available. Nonetheless, earmarking lands for such purposes is recommended.

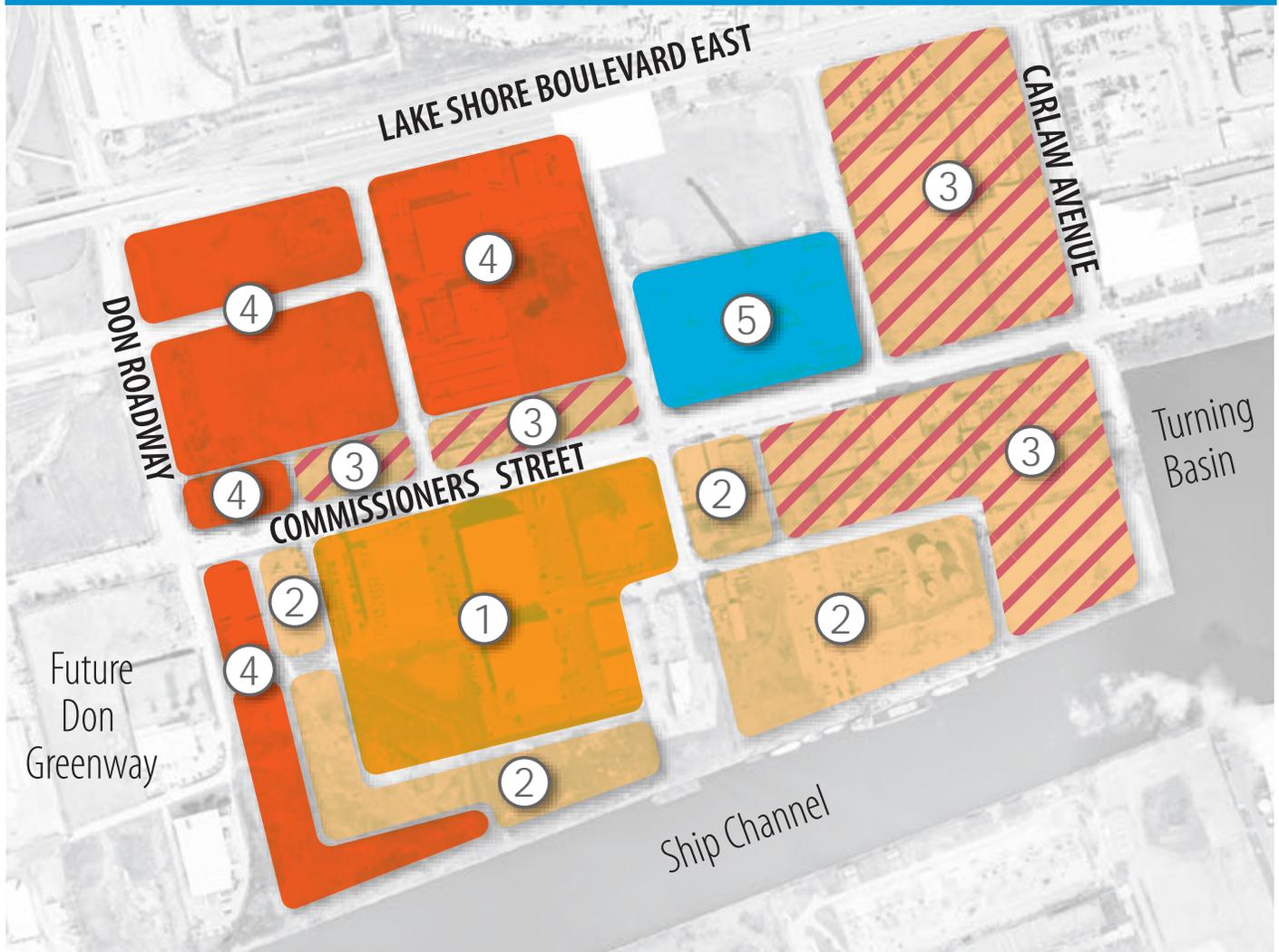
RELOCATION TO SUPPORT FLOOD PROTECTION THROUGH RENATURALIZATION OF THE DON RIVER

A number of screen-based industries are located in the Lower Don Lands and in the Villiers Island precinct such as PS Productions, United Rentals and Studio City Rentals which provide rentals for productions filming in Toronto. These uses, as well as the Jumbo studio utilized by Pinewood studios located at 75 Commissioners Street will need to be relocated to facilitate the renaturalization of the mouth of the Don River and redevelopment in the precinct. There is no immediate need for the relocation of these businesses. United Rentals and Studio City Rentals are located in the future river valley, which is the third phase of Don Mouth Naturalization and Port Lands Flood Protection Project (DMNP). Nonetheless, the Film Studio District could accommodate these existing businesses in an urban form, providing yet another reason to allocate lands in the Film Studio District for film and related industries.

PINEWOOD TORONTO STUDIOS



FIGURE 18: THE FILM STUDIO DISTRICT: A MODERN MEDIA CITY



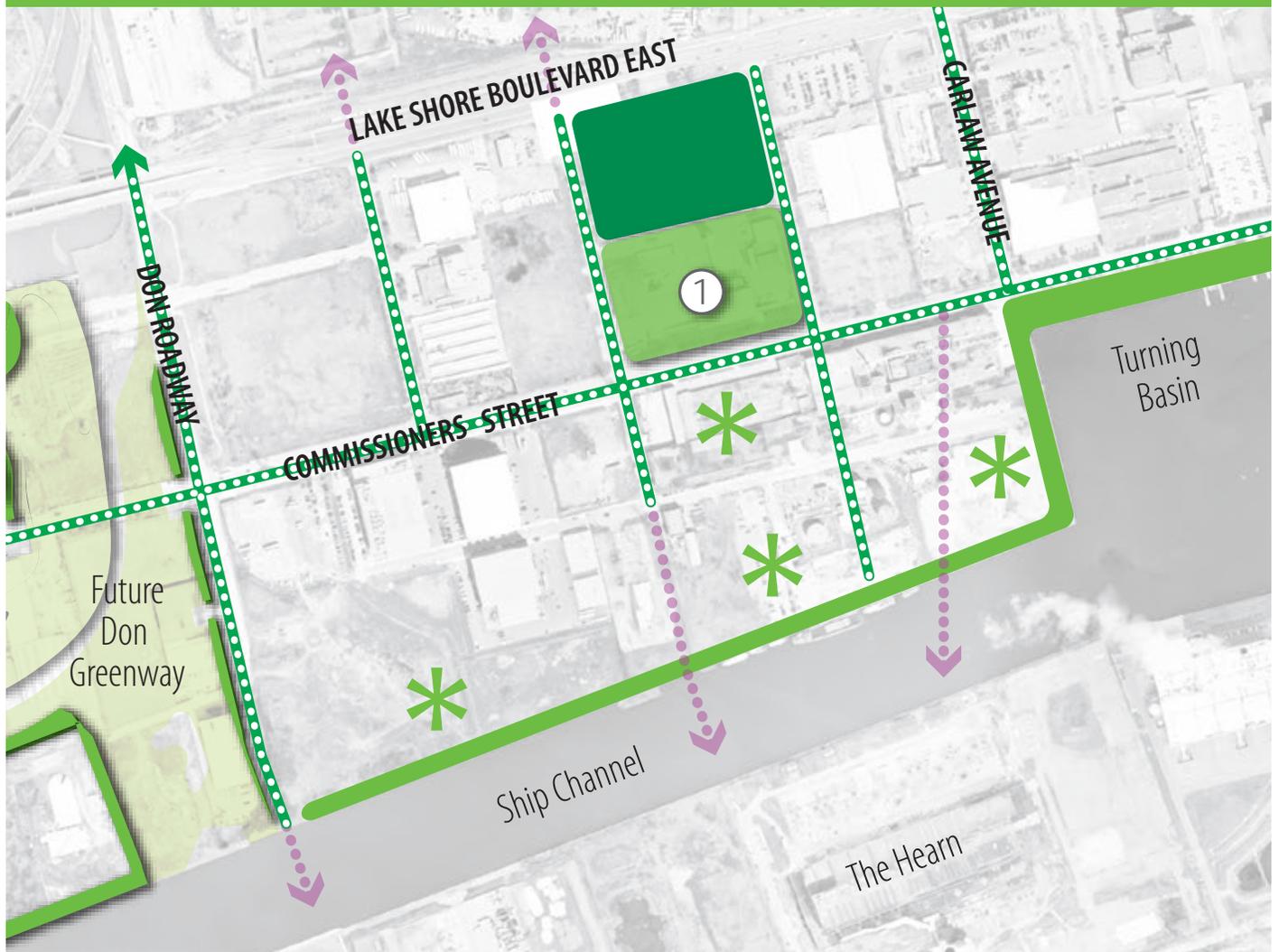
- MIXED-USE CREATIVE NEIGHBOURHOOD
- CREATIVE CLUSTER
- COMMUNITY HUB
- FILM STUDIOS
- CREATIVE CLUSTER W/ RESIDENTIAL TO BE ASSESSED

- ① Provide Film Studio Expansion Opportunities**
The lands will be reserved for further film studio development within a secure perimeter.

Develop with Creative Industries
Creative Industries and other related / synergistic uses will be developed with active, animated uses along Commissioners Street and the Ship Channel. Additional opportunities for film studio expansion are possible. Creative industries and other non-residential development will buffer residential uses from existing / new film studios.

Develop as a Creative Cluster with Residential to be Assessed
These areas will be an extension of the Creative Industry Cluster (#2) and will undergo further assessment in the next stage of developing the Port Lands Planning Framework and through precinct planning. Future work will establish whether residential uses will be permitted due to the proximity of nearby industrial operations as well as the transitions to the existing studio complex. Pending the outcome of this assessment, the nature and amount of residential development and creative industries to be developed will be established.
- ②**
- ③**
- ④ Develop as a Mixed-Use Creative Neighbourhood**
The Mixed-Use Creative Neighbourhood will be developed as a 24/7 living and working environment with new media / creative industries and other synergistic, compatible employment uses.
- ⑤ Establish a Community Hub with an Expanded McCleary Park**
Options for relocating the Commissioners Transfer Station will be undertaken by Solid Waste Management Services. Residential and other sensitive uses will be permitted pending relocation of the Transfer Station, and the existing heritage structure will be rehabilitated and re-used for a community hub and potential catalyst development.

FIGURE 19: THE FILM STUDIO DISTRICT: PARKS AND OPEN SPACES



1 Establish a Community Hub with an Expanded McCleary Park
 Create a community hub and expanded McCleary Park pending relocation of the Commissioners Waste Transfer Station. Definition of the character and types of uses for the community hub will be established through precinct planning efforts.

*** Explore District Park Options**
 Determine new district parks and open spaces for the precinct, depending on the mix of uses through precinct planning. Options to be explored include:

- A series of larger parks along the Ship Channel;
- A large central park extending from the new community hub to the Ship Channel; and
- A large district park at the Turning Basin.

Green Corridor
 Create a network of green corridors in public streets with generous landscaped boulevards and pedestrian and cycling amenities.

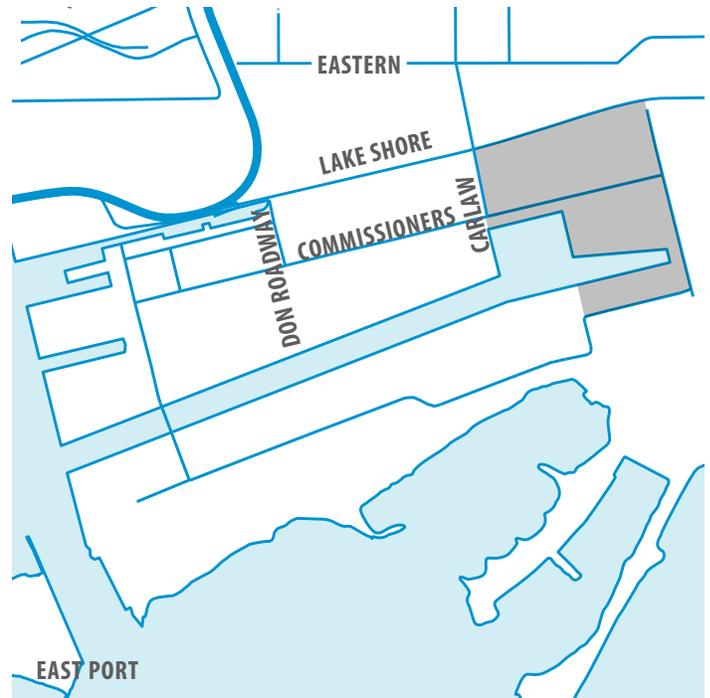
Transportation Connection Alternatives
 Through the Transportation and Servicing Master Plan, the number and location of Ship Channel and South of Eastern connections will be assessed.

THE EAST PORT

THE EAST PORT TODAY

The East Port area consists of the lands east of Carlaw Avenue, north of the Ship Channel, as well as east of the Port Lands Energy Centre, south of the Ship Channel. Existing uses north of Commissioners Street consist of government-related facilities, including a Toronto Hydro building and service centre, a TTC Wheel-Trans facility and Canada Post. Other uses include Canroof and Showline Studios.

A large retail complex anchored by Canadian Tire is located at the southwest corner of Lake Shore Boulevard East and Leslie Street. The lands south of Commissioners Street are primarily used for concrete batching and aggregate facilities. Essroc is currently in the process of relocating its operations to the East Port from the Lower Don Lands to facilitate revitalization of this area. In



ARTIST'S RENDERING OF THE NEW ESSROC SILOS AND SCREENING (SOURCE: BROWN + STOREY ARCHITECTS INC.)

addition to Essroc's operation, Strada Aggregates is located south of the Ship Channel just to the west of Leslie Street. These operations utilize the dockwall adjacent to the Leslie Street Slip to deliver cargo.

The majority of lands are held in public ownership with the exception of the Showline Studios property, Canada Post and the parcels adjacent to Leslie Street north of Commissioners Street.

THE EAST PORT OF TOMORROW: AN IMPORTANT PORT AND EMPLOYMENT CLUSTER

The East Port will continue to be utilized for port and employment uses for the foreseeable future. This area is already home and close to a number of important city services, such as the Ashbridges Bay Treatment Plant and the new Leslie Barns streetcar yard on the east side of Leslie Street. North of Commissioners Street, many of the existing uses will remain in the long-term. Some infill

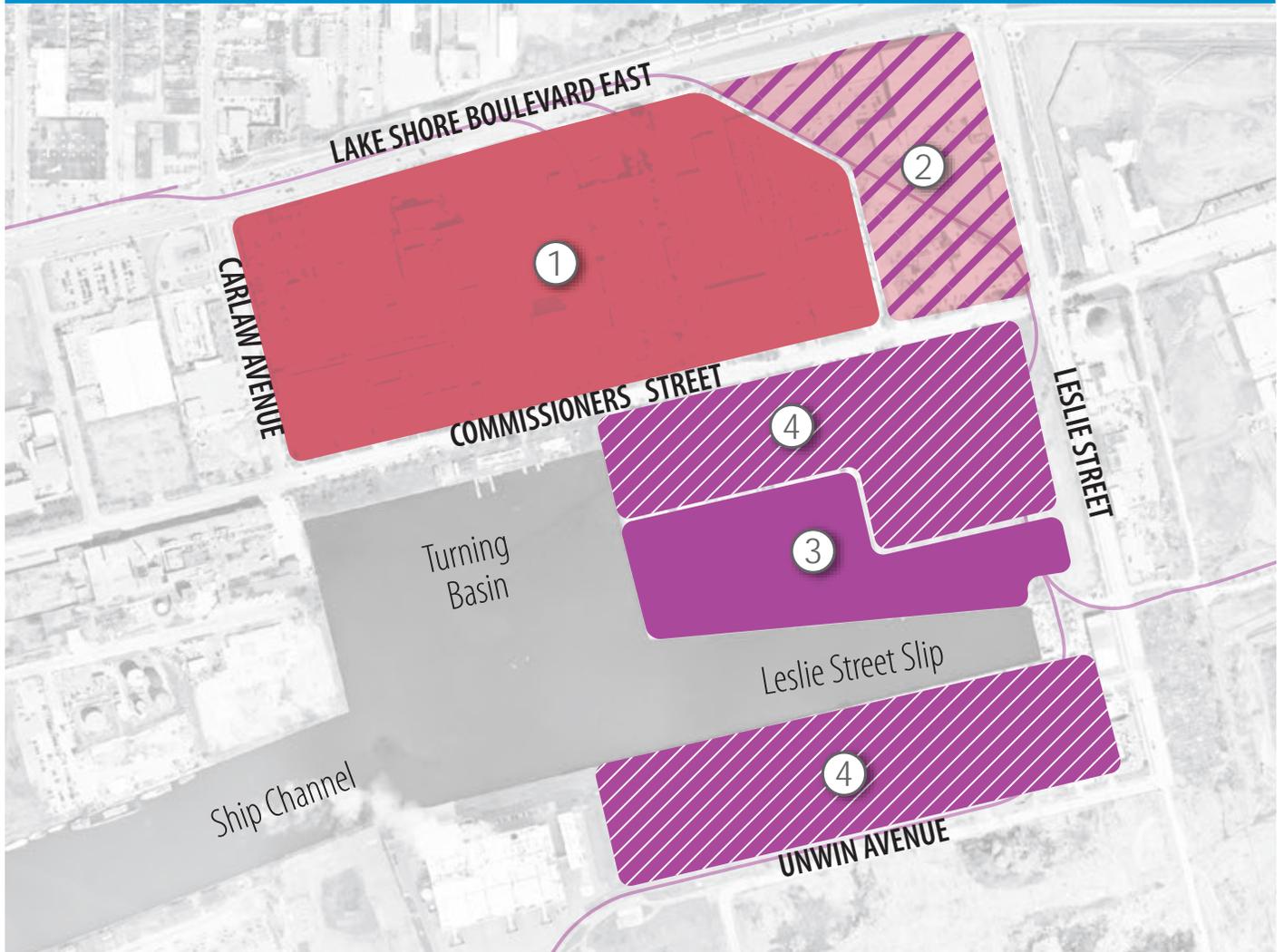
development could occur on underutilized sites, or if existing uses cease operations. Given this area's proximity to the South of Eastern area, and the existing Showline Studios, synergies with the South of Eastern can be fostered over time.

The concrete batching and aggregate operations south of Commissioners Street are important operations for the continued growth of the city. There are few alternative locations for these types of operations in the downtown, allowing for just-in-time delivery of concrete and aggregate products that are building and maintaining the city. The new Essroc silos currently under construction at the Leslie Street Slip, will be a new beacon and landmark for this area. Over time, the Leslie Street Slip will become increasingly more important for port operations. Performance standards to mitigate impacts of new industrial operations will be pursued in the next stage of developing the Planning Framework.



ARTIST'S RENDERING OF THE NEW LOOKOUT ADJACENT TO THE SHIP CHANNEL TO BE CONSTRUCTED AS PART OF THE ESSROC RELOCATION (SOURCE: BROWN + STOREY ARCHITECTS INC.)

FIGURE 20: THE EAST PORT: AN IMPORTANT PORT AND EMPLOYMENT CLUSTER



- EMPLOYMENT
- PORT AND MARITIME CLUSTER
- EMPLOYMENT / COMMERCIAL
- PORT OPERATIONS / EMPLOYMENT
- EXISTING RAIL CORRIDOR

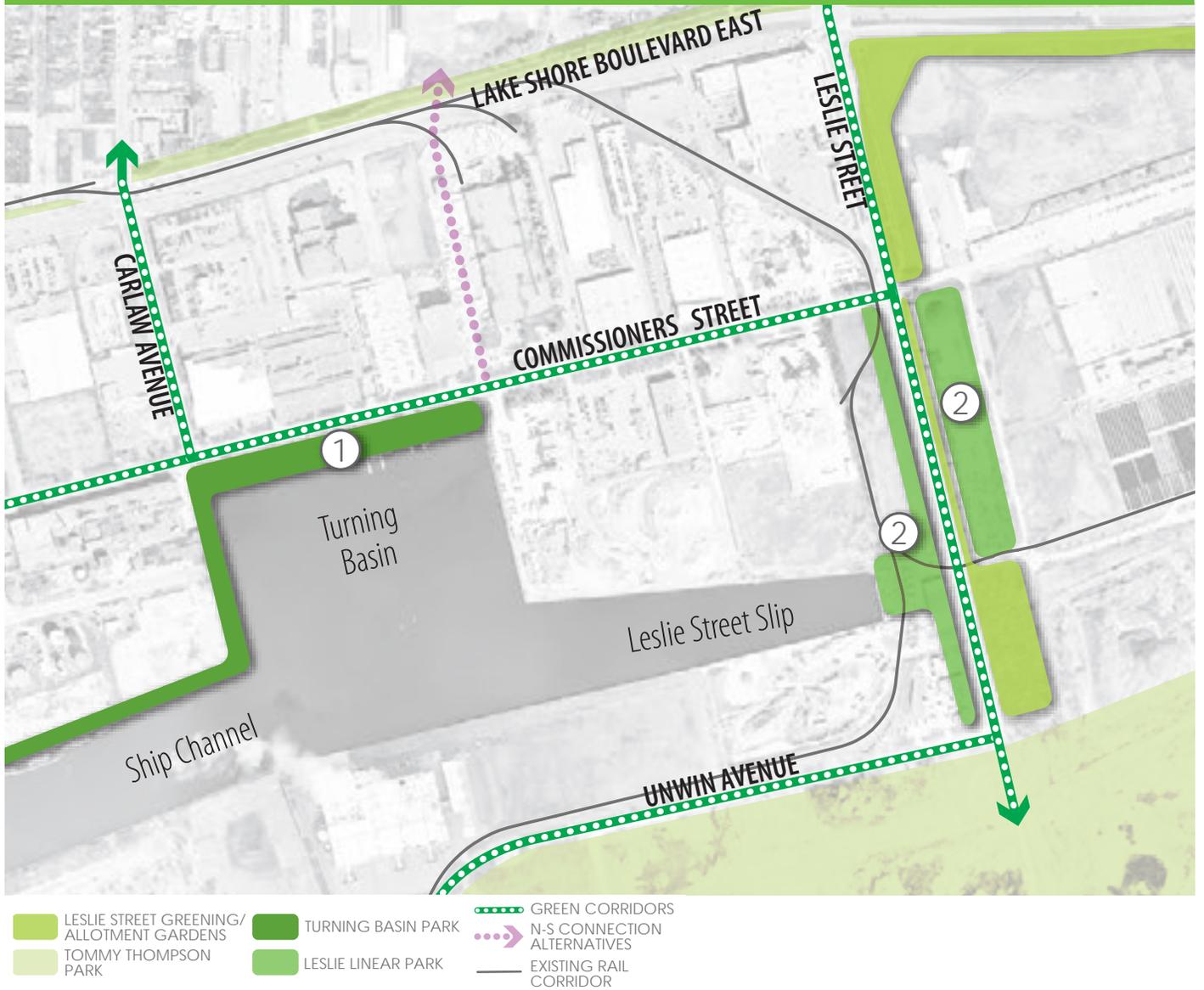
1 Maintain the Lands for Employment Uses and Create Synergies with South of Eastern
 The lands north of Commissioners Street have employment uses that are anticipated to remain over the long-term. Infill or new development, as existing uses vacate, will consist of creative and knowledge-based office uses and light industrial uses in an urban form.

2 Create an Employment / Commercial Cluster
 Employment uses are developed and expanded in an urban form with retail stores, services and restaurants at-grade as amenities for business and visitors.

3 Capitalize, Expand and Modernize Port Operations
 Over time, the use of the north dockwall of the Leslie Street Slip will be optimized for port and maritime uses. New marine terminals for the storage of cargo to modernize operations and reduce outdoor storage will be pursued.

4 Capitalize and Expand Port and Maritime Operations and Concentrate Heavier Industrial Uses
 Given existing heavier industrial uses to the east and the Portlands Energy Centre (PEC), these areas will accommodate port and maritime uses and other industrial uses. Compatible “green” industries will be encouraged south of the Ship Channel adjacent to the PEC.

FIGURE 21: THE EAST PORT: PARKS AND OPEN SPACES



1 Create a Water's Edge Park at the Turning Basin
 The lands to the south of Commissioners Street abutting the Turning Basin will be transformed into a new water's edge park.

Create a Network of Green Corridors
 A network of green corridors in public streets will be created with generous landscaped boulevards and pedestrian and cycling amenities.

2 Complete the Leslie Street Greening and Create a Pastoral Gateway to Tommy Thompson Park
 The relocation and consolidation of the transportation yard on the east side of Leslie will be explored, and a new linear park on both sides of Leslie will be created to provide a pastoral gateway to Tommy Thompson Park. On the west side of Leslie Street, this new linear park would be approximately 25 metres, comparable in width to David Crombie Park.

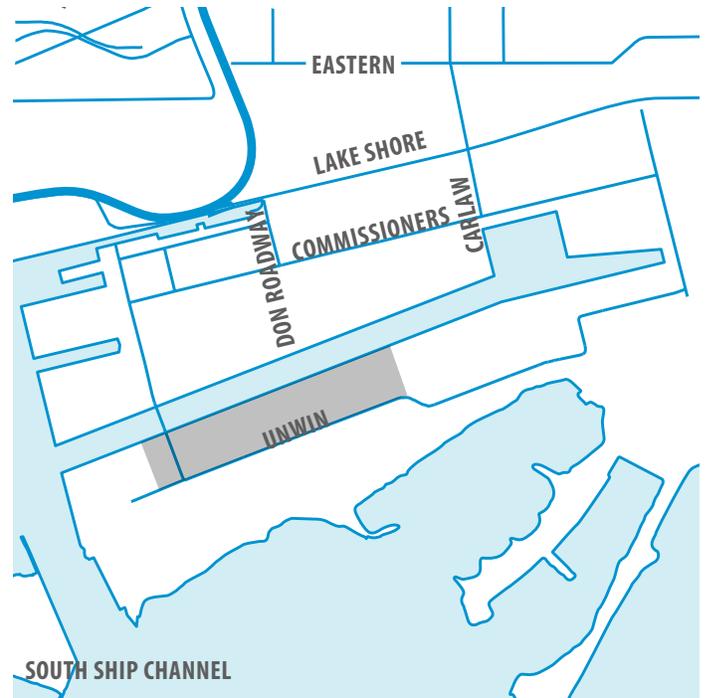
Assess North-South Connections
 Through the Transportation and Servicing Master Plan assess green corridor connections through South of Eastern while mitigating potential traffic infiltration.

SOUTH SHIP CHANNEL

SOUTH SHIP CHANNEL TODAY

70

The South Ship Channel area includes the lands west of Cherry Street to just east of the Hearn, as well as from the Ship Channel to Unwin Avenue. The Toronto Port Authority's site is immediately west of the lands. The lands are currently used for outdoor, bulk storage of road salts that are delivered to the Port Lands by cargo ships. Lands owned by the Toronto Port Lands Company (TPLC) are provided through short-term leases for these purposes. Other users in the area include Green For Life Environmental, Battlefield Equipment Rental and the Metro Toronto Convention Centre, also on short-term leases with TPLC. Additionally, Waterfront Toronto has their soil recycling facility in this area. The Royal Canadian Yacht Club has a long-term lease on a site west of Cherry Street. To the east of the district is the Hearn Generating Station. This site is provincially owned, but currently under lease to Studios of America. Also located on provincially owned lands are the Portlands Energy Centre and two Hydro One switching stations.



INSPIRATION FOR THE MARITIME HUB:
THE MARKET IN GRANVILLE ISLAND, VANCOUVER (SOURCE: WWW.TOMOSTYLE.WORDPRESS.COM/TAG/BRITISH-COLUMBIA/)

SOUTH SHIP CHANNEL OF TOMORROW: A STRATEGIC LAND RESERVE AND WORKING PORT

The South Ship Channel lands will continue to be utilized for port and employment purposes for the foreseeable future. The continued port activity will provide an interesting backdrop for new mixed-use communities developed to the north. The continued outdoor, bulk storage is undesirable, presenting both environmental and nuisance impacts. Environment Canada has determined that in sufficient concentrations, road salts pose a risk to plants, animals and the aquatic environment (Environment Canada and Health Canada, 2001). Indoor storage is a best practice that should be pursued in the Port Lands through the creation of new marine terminals adjacent to the dockwall (Environment Canada, 2012). This would also help to minimize other impacts associated with this use on new communities developed in the Port Lands.

Other employment and industrial uses, on short- to medium-term leases, should also be pursued for this area, to both intensify functions, provide sites for the relocation of other uses in the Port Lands and generate revenue for the City. These new employment uses will be developed in

an urban form and frame Unwin Avenue to contribute to a more lively, active public realm.

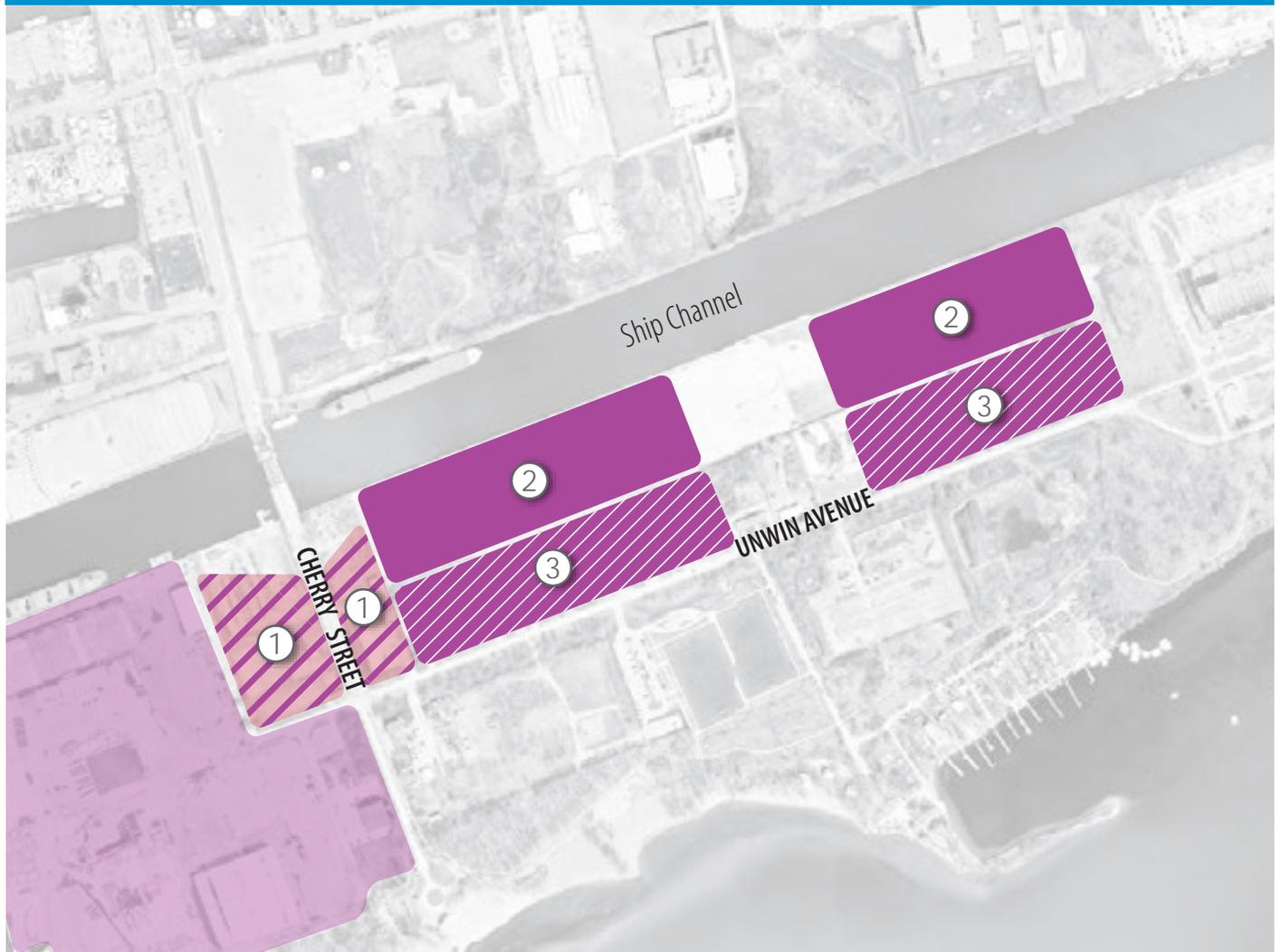
A new “maritime hub” is targeted for the Cherry Street frontage with a “village atmosphere”, but that also celebrates the area’s industrial and port heritage. The maritime hub will provide convenient and accessible shops and services for employees south of the Ship Channel and for visitors to Clarke / Cherry Beach Park. A gateway open space and harbour outlook is to be created on Cherry Street at the Ship Channel, starting on the east side of Cherry Street where there are currently short-term leases. In the longer-term, this hub will be extended to the west side of Cherry Street. Other parks and open spaces and measures to improve public access to the water’s edge will be further explored in the next stage of developing the Planning Framework.

The South Ship Channel lands also represent a strategic land reserve for the City, in close proximity to the downtown core, to support long-term public interests and opportunities that may emerge, such as a future Olympic bid, World’s Fair or other significant public undertaking.



INSPIRATION FOR THE MARITIME HUB: BOXPARK IN SHOREDITCH, LONDON, ENGLAND (SOURCE: WWW.BOXPARK.CO.UK/)

FIGURE 22: SOUTH SHIP CHANNEL: A STRATEGIC LAND RESERVE AND WORKING PORT



- MARITIME HUB
- PORT OPERATIONS / EMPLOYMENT USES
- PORT AND MARITIME CLUSTER
- TORONTO PORT AUTHORITY

Create a Maritime Hub

1

A “maritime hub” will be created on both sides of Cherry Street with active uses and amenities (shops, restaurants etc.) to create a gateway to Cherry Beach and support the public, and area businesses and employees.

Capitalize, Expand and Modernize Port Operations

2

The lands will be used for port and maritime purposes for the foreseeable future. New marine terminals for the storage of cargo to modernize operations and reduce outdoor storage will be pursued. Relocation of existing port and maritime uses in Villiers Island (Cousins Quay) and the Film Studio District will be explored.

Recruit Synergistic Industries and Employment Uses

3

Uses that are synergistic with a working port in an urban built form will be pursued adjacent to Unwin Avenue.

FIGURE 23: SOUTH SHIP CHANNEL: PARKS AND OPEN SPACES



- LAKE ONTARIO PARK MASTER PLAN
- DON GREENWAY SOUTH
- GREEN CORRIDORS
- CHERRY BEACH GATEWAY
- EXPLORE SHIP CHANNEL CONNECTION ALTERNATIVES

1 Create a Water's Edge Park at Cherry Street
A new water's edge park and gateway to the Ship Channel and Cherry Beach will be created.

2 Extend the Don Greenway South of the Ship Channel
A new green, natural heritage corridor will be created that fulfills a variety of functions.

3 Explore Realigning Unwin Avenue
A realignment of Unwin Avenue will be explored to provide enhanced pedestrian / cycling connections to the Hearn, achieve a net environmental gain and create a focal point at the Hearn's chimneystack as proposed in the Lake Ontario Park Master Plan.

Create a Network of Green Corridors
A network of green corridors in public streets will be created with generous landscaped boulevards and pedestrian and cycling amenities.

Ship Channel Connection Alternatives
Through continued efforts on the Transportation and Servicing Master Plan, the number and type of connections across the Ship Channel will be assessed.



8

CONCLUSIONS AND NEXT STEPS

This Land Use Direction provides a comprehensive and balanced land use vision for the Port Lands. Developed with considerable input from the public and stakeholders, it addresses key objectives of the Port Lands Acceleration Initiative. As such, it will fulfill City, Waterfront Toronto and TRCA mandates to accelerate development. It will provide a land use framework to assist in implementing the required flood protection measures and renaturalization of the mouth of the Don River. It will provide for thriving and connected waterfront communities, new employment clusters focused on the growth of key sectors that are vital to the city's economy, and will also allow for the continued viability of our working port and other city-serving uses. It is predicated on achieving synergies with the South of Eastern area to the north, while also assisting in opening up new opportunities for new parks and open spaces, and improving public access to the water's edge. This Land Use Direction also recognizes the importance of maintaining lands in public ownership into the future, close to our city's downtown core. Our city, in thirty, forty or fifty years, will have a land resource available to respond to future opportunities as they arise.

NEXT STEPS

The Port Lands Planning Framework will continue to be developed using this Land Use Direction as a basis. A final report on the final outcomes of the Planning Framework will be prepared in 2015. The Port Lands and South of Eastern Transportation and Servicing Master Plan will establish the street and transit network to support this Land Use Direction, while also being mindful of the need for resiliency and adaptability. The project team will also be working towards providing more detailed land use direction through continued assessment and precinct planning. Specific next steps include:

- Establish appropriate separation distances, buffer uses, mitigation and/or requirements through further assessment;
- Establish dedicated, reliable trucking routes to minimize impacts on new / existing communities;
- Establish performance standards for new open port and industrial operations to modernize operations and mitigate potential impacts;
- Through Solid Waste Management Services Long Term Waste Management Strategy, explore options for the relocation of the Commissioners Transfer Station;
- Assess existing zoning permissions and pursue rezoning lands in the East Port and South Ship Channel to align with this Land Use Direction;
- Continue to consult with SAC, LUAC, public and other stakeholders on the Planning Framework and related studies; and
- Establish implementation timeframes (short, medium, and longer term) and a phasing strategy in consultation with TPLC that works towards implementing this land use vision for the Port Lands.

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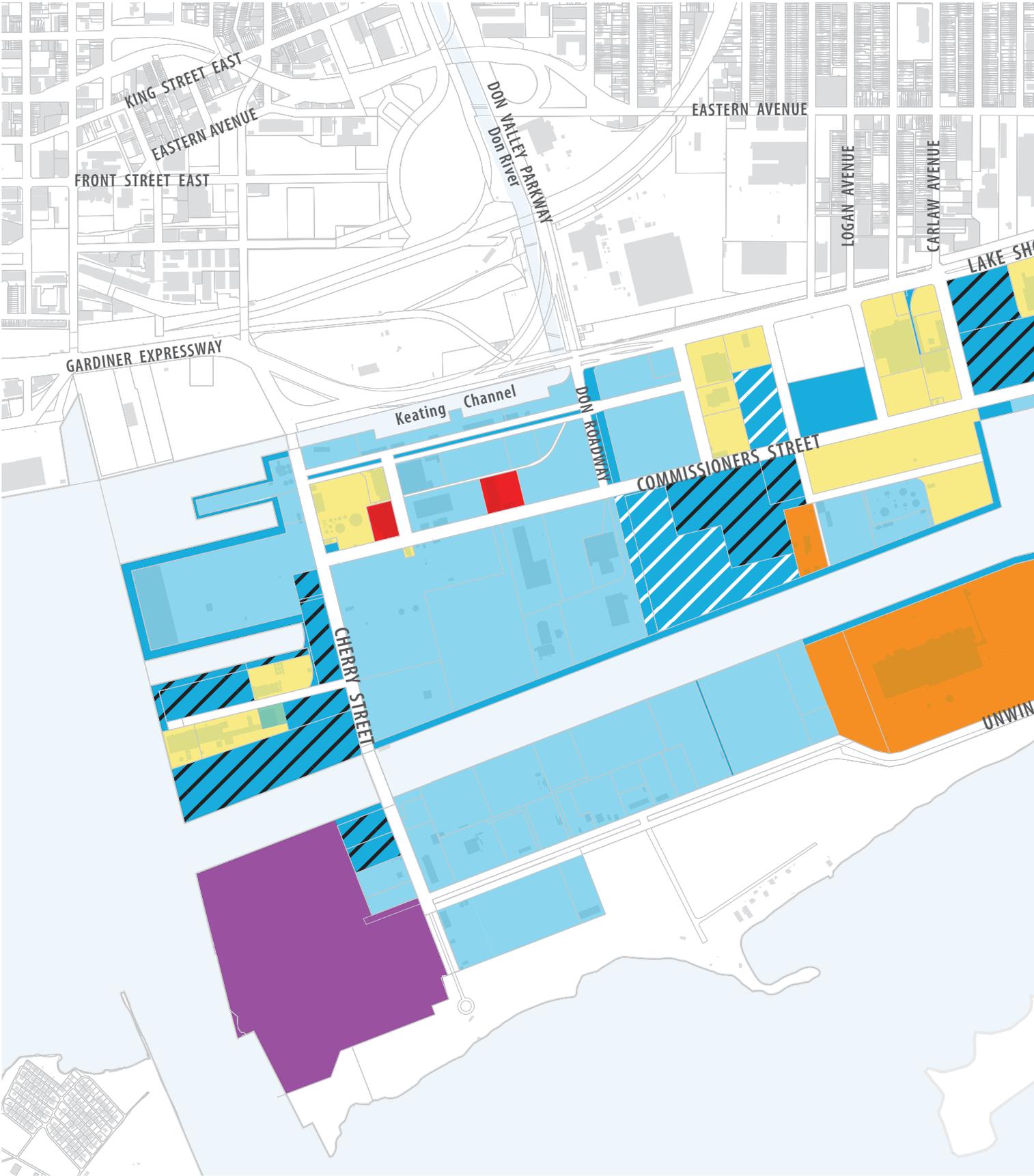
Toronto and Region Conservation Authority (www.tommythompsonpark.ca)

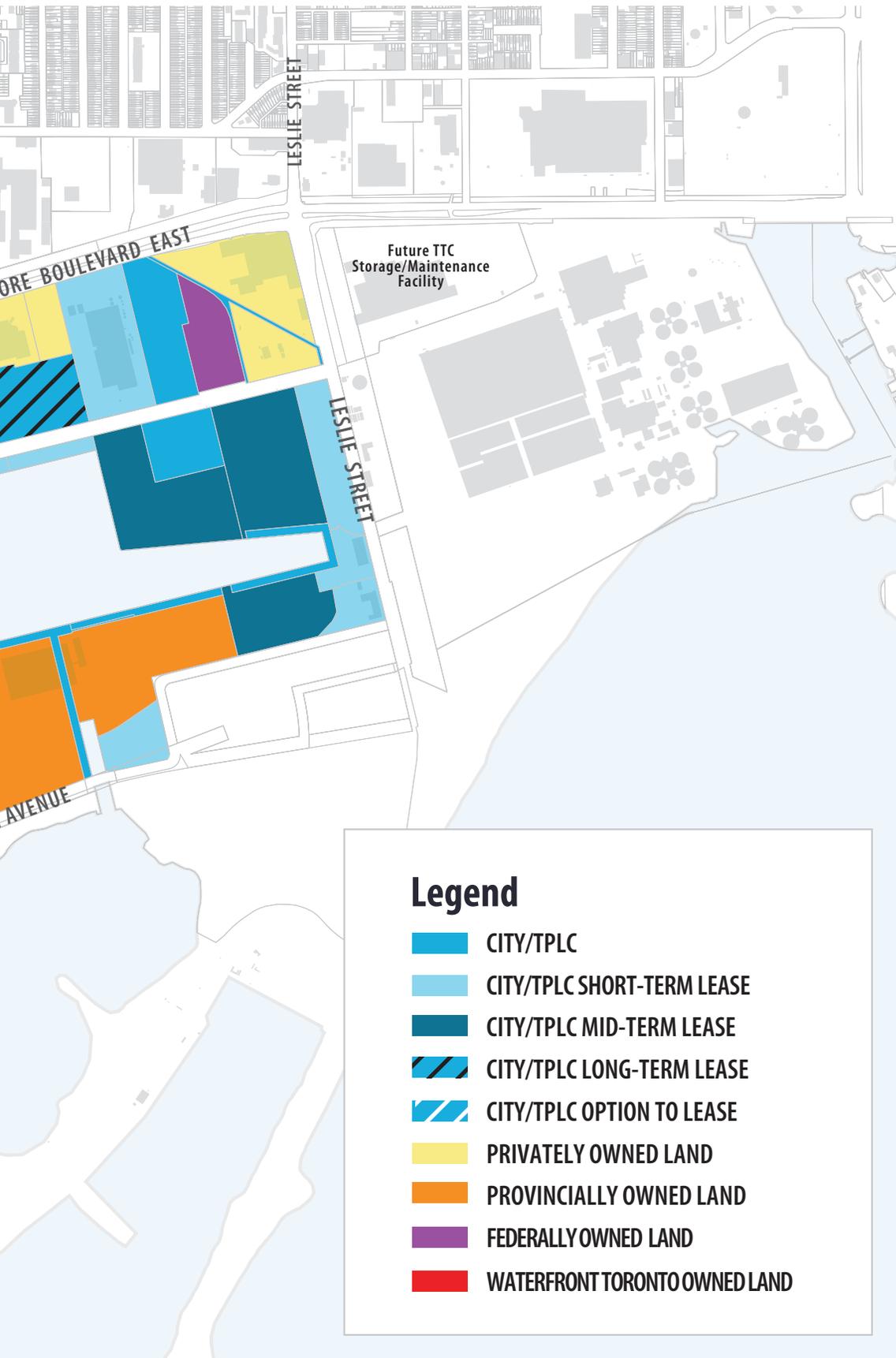
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APPENDIX 1: OWNERSHIP MAP





Legend

- CITY/TPLC
- CITY/TPLC SHORT-TERM LEASE
- CITY/TPLC MID-TERM LEASE
- CITY/TPLC LONG-TERM LEASE
- CITY/TPLC OPTION TO LEASE
- PRIVATELY OWNED LAND
- PROVINCIAALLY OWNED LAND
- FEDERALLY OWNED LAND
- WATERFRONT TORONTO OWNED LAND

