STAFF REPORT
ACTION REQUIRED

Lower Don Lands Official Plan Amendment and Keating Channel Precinct West Zoning By-Law – Directions Report

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<th>Date:</th>
<th>June 18, 2010</th>
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<td>To:</td>
<td>Toronto and East York Community Council</td>
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<td>From:</td>
<td>Director, Community Planning, Toronto and East York District</td>
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<td>Wards:</td>
<td>Ward 28 – Toronto Centre-Rosedale and Ward 30 - Toronto-Danforth</td>
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SUMMARY

This report reviews and recommends endorsement of a City-initiated proposal to amend the former City of Toronto Official Plan and Central Waterfront Secondary Plan for the Lower Don Lands and to endorse an amendment to Zoning By-law 438-86 for the Keating Channel Precinct West. The Keating Channel Precinct West is the lands south of the Rail Corridor between Small Street on the west, Cherry Street on the east and the Keating Channel on the south. This City-initiated amendment is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council endorse the draft amendment to the former City of Toronto Official Plan and Central Waterfront Secondary Plan (Attachment No. 3), the draft amendment to the former City of Toronto Official Plan (Attachment No. 4) and the draft amendment to Zoning By-law
2. City Council direct staff to work with the provincial staff to achieve a revised flood management policy regime for the Lower Don Lands.

3. City Council direct staff to revise the draft amendments, as appropriate, to address issues raised in this report.

4. City Council direct staff to schedule a community consultation meeting together with the Ward Councillors.

5. City Council direct that notice for the community consultation meeting be given to landowners and residents within 120 metres, and that notice be further defined through consultation with the Ward Councillors, TRCA and Waterfront Toronto.

6. City Council direct staff to provide Notice of the Statutory Public Meeting to be held August 17, 2010 and that Notice be given in accordance to the Planning Act.

Financial Impact
The recommendations in this report have no financial impact.

DECISION HISTORY

At its meeting of October 14, 2008, Planning and Growth Management Committee considered a report from the Chief Planner and Executive Director entitled “Further Report on Removal of the Gardiner Expressway East from Jarvis” (dated September 26, 2008). The link to the report is below.


Along with other decision advice, Committee:

1. Directed the Chief Planner to include the lands north of Lake Shore Boulevard and south of the rail corridor, between the Don River and Cherry Street, in the waterfront planning area for the Lower Don Lands;

2. Directed the Chief Planner to undertake a planning framework study, in consultation with the Waterfront Secretariat and Waterfront Toronto, for the area in the Port Lands east of the Don Roadway adjacent to Lake Shore Boulevard East; and

3. Authorized the Chief Planner to review and make recommendations on the appropriate amendments/modifications to the Official Plan and the Central Waterfront Plan.

Consistent with the directions from Committee, this report provides recommendations related to the proposed Official Plan Amendments for Lower Don Lands and for the Lower Don River.
Special Policy Area, and for the proposed Zoning By-law Amendment for the Keating Channel Precinct West.

At its meeting of June 14, 2010, the Executive Committee considered a report from the Deputy City Manager entitled “Lower Don Lands Project” report (dated May 31, 2010) which recommended endorsement of the:

- Lower Don Lands Framework Plan;
- Lower Don Lands Infrastructure Environmental Assessment Master Plan;
- Keating Channel Precinct Plan (west of Cherry Street);
- Municipal Class EA for North Keating Neighbourhood (west of Cherry Street).

The link to the report is: http://www.toronto.ca/legdocs/mmis/2010/ex/bgrd/backgroundfile-30878.pdf

The link to the Waterfront Toronto documents is:
http://www.waterfronttoronto.ca/lowerdonlands

BACKGROUND
In 2001, the Environmental Assessment for the Naturalization of the Mouth of the Don River and Flood Protection of the Port Lands was identified by the three orders of government as a priority project when they founded the Toronto Waterfront Revitalization Initiative.

In 2003, the Central Waterfront Secondary Plan (“Making Waves”) was adopted by City Council. The adoption of the Central Waterfront Secondary Plan (CWP) resulted in a number of appeals of the Plan to the Ontario Municipal Board (OMB). Since then, staff has been dealing with the issues identified in the appeals in an ongoing hearing. Appeal settlements have been reached for sections of the Plan including the West Don Lands and part of East Bayfront, however, the Port Lands including the Lower Don Lands remains under appeal.

The Don Mouth Naturalization and Port Lands Flood Protection (DMNP) Environmental Assessment was initiated in 2004 by the Toronto and Region Conservation Authority (TRCA) on behalf of Waterfront Toronto. The TRCA has undertaken technical studies and explored a variety of options in order to provide flood protection and naturalization for the Lower Don River.

As part of this process Waterfront Toronto undertook a design competition in 2007. The winning team led by Michael Van Valkenburg and Associates proposed the relocation of the mouth of the Don River to the south of the Keating Channel. This design became one of the alternatives assessed by the TRCA during the Don Mouth EA process and was selected as the preferred EA alternative. Waterfront Toronto used this preferred alternative to prepare a Framework Plan for the Lower Don Lands and a Precinct Plan for the Keating Channel Precinct. The result is an integration of the river and naturalized Don Mouth, and the proposed Lower Don Lands community through the EA and a planning/urban design exercise. In turn, the entire area is integrated and connected to the rest of the City.

Waterfront Toronto and the TRCA conducted a public consultation program consisting of public forums, stakeholder meetings and meetings with private land owners to seek input into these plans. To date the feedback on the plans has been positive. The City held a consultation meeting on April 14, 2010, regarding the proposed Official Plan and Zoning By-law Amendments.
Site and Surrounding Area

The ‘Lower Don Lands’ is an area of 125 ha located southeast of the City’s downtown. It includes lands within the northwest area of the Port Lands and lands north of the Keating Channel. It is a large district bounded on the north by a rail corridor, the east by the Don Roadway, the south by the Ship Channel, and the west by the Inner Harbour. The area is bordered by the neighbourhoods of East Bayfront to the west, the Distillery District and West Don Lands to the north and the rest of the Port Lands to the south and east.

The properties in the Lower Don Lands are currently used for industrial storage, recycling and processing operations. There are some recreational, entertainment and food service uses and some lands are vacant. Privately owned lands are located primarily north of the Keating Channel to the west of Cherry Street and along Polson Street. Most of the publicly owned land is owned by the City of Toronto and through its corporation, Toronto Port Lands Company, and is leased to businesses on a short-term basis. Near the Keating Channel, there is a concentration of major infrastructure serving downtown that includes roads, the elevated Gardiner Expressway, a hydro substation and high voltage lines, a Port Authority works yard, trunk sewers and buried utilities. There are also a number of heritage structures including the Essroc and the Victory Soya Mills Silos, the Toronto Harbour Commission storage buildings, the former Coopers Iron and Metal Office and plant and the former Darling and Pearson Architects and Bank of Montreal buildings. A significant cultural heritage feature is the Keating Channel.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council’s planning decisions are required to be consistent with the PPS. The Central Waterfront Plan was approved by City Council in 2003 which pre-dates the 2005 PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council’s planning decisions are required by the Planning Act to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

The Growth Plan generally contains policies that direct a significant portion of population and employment growth to built-up areas through intensification. Key to the Plan is a reduction in auto dependence through the development of mixed-use, transit-supportive, pedestrian-friendly urban environments; and achieving higher densities and appropriate transition of built form to adjacent areas. The Lower Don Lands in its entirety is designed around the concept of sustainability and will be public transit supportive. The Keating Channel Precint is located within close proximity to Toronto’s Downtown Urban Growth Centre, one of the major centres identified for intensification.

The proposal conforms and does not conflict with the Growth Plan for the Greater Golden Horseshoe. It contributes to the intensification of an existing built-up area, provides convenient access to transit and addresses local cultural heritage resources.
Official Plan

In 2003, the Central Waterfront Secondary Plan (“Making Waves”) was adopted by City Council. The adoption of the Secondary Plan resulted in a number of appeals of the Plan to the Ontario Municipal Board (OMB). Since then, staff has been dealing with the issues identified in the appeals in an ongoing hearing. As such, the former City of Toronto Official Plan is still in force for this area. This Official Plan contains policies to guide the revitalization of the Central Waterfront, including a mix of uses for much of the area. The policies guiding development in the Port Lands area speak to improving the area for industrial uses.

The Central Waterfront Secondary Plan (CWP), an amendment to the former City of Toronto Official Plan, reinforces the mixed use policy direction for the Central Waterfront and provides greater detail on regeneration of the area. The Central Waterfront Plan introduced a new mixed use policy direction for the Port Lands and envisions the Port Lands as a Centre for Creativity. The primary designations within the Lower Don Lands area are Regeneration Area and Parks and Open Space. (Attachment 6)

The CWP includes four core principles to guide revitalization of the waterfront: removing barriers/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 CWP envisions the Port Lands transformed into a number of new urban districts set amid the hustle and bustle of Toronto’s port activities. The area would be developed with several new major neighbourhoods containing many of the elements of the best Toronto neighbourhoods; medium scale development with some lower elements and higher buildings at appropriate locations and with retail and community activities concentrated at accessible locations to form a focus for the area. To ensure a comprehensive review and orderly development the CWP called for precinct level planning. Precinct level planning would deal with issues of soil cleanup, servicing, urban design, community improvement, heritage and transit. The precinct plans would be the next step in the planning process prior to zoning by-law amendments. This is consistent with the approach taken in the West Don Lands and East Bayfront.

Much of the Lower Don Lands is within the floodplain and is subject to the relevant policies included in the NATURAL HAZARD PROTECTION AND FLOOD PLAINS section of the former City of Toronto Official Plan, this includes a Special Policy Area designation for much of the land.

Zoning

The zoning for the majority of the area is industrial, allowing for a mix of industrial uses including warehousing and storage, transportation and manufacturing uses. Zoning for the area west of Cherry Street and Polson Quay is IC allowing for a mix of industrial and commercial uses. A small property on Polson Street close to the Inner Harbour is zoned ‘G’ for Park District. No residential use is currently permitted in this area. The zoning is generally outlined on Attachment 7.
Community Consultation

A community consultation meeting was held on April 14, 2010 on the Official Plan Amendment and Zoning By-law Amendment. This report recommends a further community consultation meeting, in consultation with the local Councillors.

Waterfront Toronto and the TRCA held four public information sessions as part of the development of the Mouth of the Don Naturalization and Flood Protection Environmental Assessment. Also, Waterfront Toronto held four stakeholder meetings on the Lower Don Framework Plan and Keating Channel Precinct Plan.

Agency Circulation

The application was circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate by-law standards.

COMMENTS

Provincial Policy Statement

Overall, the proposal for the Lower Don Lands is consistent with the Provincial Policy Statement. It contributes to the efficient use of land, infrastructure and public service facilities by establishing the framework to develop an area that is designated and available for growth. The proposal also incorporates flood protection measures that will alleviate the flooding of the area through the imminent completion of the flood protection landform in the West Don Lands and through the proposed relocation of the river mouth.

Flood protection for the Lower Don Lands will be achieved in two ways:

1. The lands north of the Keating Channel, exclusive of the 480 Lake Shore Boulevard East lands, will be removed from the floodplain in 2011 with the completion of the West Don Lands flood protection landform. The Province is concerned that new, intensified, development may occur in the area prior to the completion of the flood protection works, thereby increasing the risk due to flooding. As such, the proposed Official Plan Amendment includes a requirement for a holding provision on any lands subject to a Zoning By-law Amendment. The hold would be released, and development could proceed, once the flood protection landform is completed to TRCA satisfaction. The Special Policy Area will be removed upon completion of the flood protection landform.

2. The lands south of the Keating Channel and the 480 Lake Shore Boulevard East lands, with the exception of the new relocated mouth and valley of the Don River, will be removed from the floodplain in the future with the implementation of the approved Don Mouth Naturalization and Port Lands Flood Protection (DMNP) EA preferred alternative. As such, the proposed Official Plan Amendment includes policies limiting the consideration of Zoning By-law Amendments in this area until the flood protection works, or phases thereof, are completed. The proposal includes removal of the Special Policy Area as part of the Official Plan Amendment (Attachment 3). Existing land uses can continue under the existing industrial zoning.
Waterfront Toronto, TRCA and the City are reviewing the opportunity to consider the phasing of the river construction, with the phasing of future development to recognize that the river is a large project. The TRCA has advised that such an approach is technically feasible and staff will continue to explore this possibility.

Although the Central Waterfront Plan was adopted by City Council prior to the approval of the 2005 PPS, the Province has recently advised that the 2005 PPS is applicable in this area. While the Official Plan Amendments and the Zoning B-law Amendment conform to the policies of the 2005 PPS, the Province advises that because they constitute land use changes within the provincially-approved Special Policy Area (an area of floodplain with less restrictive development policies), recently established provincial technical amendment procedures must be followed and approval is required from the Minister of Municipal Affairs and Housing and the Minister of Natural Resources, prior to City Council’s final approval. The procedures require that when changes to land use designations or zoning amendments are being proposed in an existing SPA, the municipality, as the proponent, must initiate an amendment to the SPA. This is initiated by an endorsement of the amendments by City Council. The amendments, along with the required supportive technical studies are then submitted to the Province for review. Once the Province has reviewed and commented, resulting changes would be made to the amending documents. The revised documents would then be presented to Council for approval. Once City Council has approved the documents they would be sent to the Province for signature, prior to the notification of City Council adoption.

This report includes the recommendations that City Council endorse the draft Official Plan Amendments and Zoning By-law Amendment and that these documents, along with all relevant supporting technical studies, be forwarded to the Province for their review and comment. These draft amendments will be the basis for further discussion between Provincial, TRCA and City staff.

Senior staff from TRCA, the City and Waterfront Toronto have had discussions with senior level staff from the Ministries of Natural Resources and Municipal Affairs and Housing to highlight the importance of the proposed Official Plan and Zoning By-law Amendments to the fulfillment of the vision for the Central Waterfront. As a result of these discussions, all parties agreed to work together to bring forward the Official Plan and Zoning By-law Amendments for consideration at a statutory public meeting to be held at the August 17, 2010 Community Council meeting. All staff will continue to meet to ensure a timely process and to obtain provincial approval prior to the August meeting. Staff recommend that City Council authorize scheduling the statutory public meeting and that notice be given in accordance with the Planning Act.

Official Plan and Central Waterfront Secondary Plan

The Central Waterfront Secondary Plan, currently before the Ontario Municipal Board, was adopted by City Council on April 16, 2003. A number of differences exist between the adopted Central Waterfront Secondary Plan and the Lower Don Lands outlined in the Framework Plan, due to the relocation of the Don River and the reorganization of the land uses around the new river alignment. The current CWP shows the Don River in a different location, does not allow development on the 480 Lake Shore Boulevard East lands, shows Commissioners Park as the major public open space; and includes a road network that is not consistent with the Lower Don Lands plans and associated flood protection.
The vision for the Lower Don Lands, as described in the Framework Plan, is an elaboration of the key planning principles of the Central Waterfront Secondary Plan and the City’s Official Plan. The CWP considered four principles to reintegrate the Central Waterfront back into the City by removing barriers/making connections, building a network of spectacular waterfront parks, promoting high environmental quality, and the development of vibrant diverse communities. These four key principles are being carried forward, and elaborated upon, in the Lower Don Lands Framework Plan.

The changes that are required to the CWP come as a result of a refinement of how these principles are applied rather than any fundamental change in approach. Much of the Framework Plan document explains the city-building elements of the Lower Don Lands. It also provides a rationale to support the proposed amendment to the Central Waterfront Secondary Plan to reflect the results of extensive planning, technical studies and stakeholder consultation that have taken place for the Lower Don Lands. Waterfront Toronto, the City and Toronto Region Conservation Authority have studied the ways that flood protection, naturalization of the Don River mouth and community building could be accomplished in a complementary manner, and the combination of these efforts is reflected in the Framework Plan.

Although the Lower Don Lands is consistent with the intent of the Central Waterfront Secondary Plan, revisions are required to embed the additional detail and changes resulting from the extensive planning and technical studies.

As we move forward with more detailed precinct planning and the framework planning for the area east of the Don Roadway, it is important that all initiatives are co-ordinated.

**Land Use**

One of the core principles of the Central Waterfront Plan is creating Dynamic and Diverse New Communities. Land uses in the CWP were distributed based on the location of the river mouth at the Keating Channel. As the Don Mouth Naturalization and Flood Protection EA shifts the river mouth to the south, the land use pattern must be adjusted to accommodate this new river location. The river; the river banks and the 10 metre buffer on either side are designated Natural Areas, Regeneration Areas are fitted around the river and other areas of Open Space for public use would be distributed through the new neighbourhoods. The overall Framework Plan is shown in Attachment 1 and the Official Plan Amendment Plan including maps are shown in Attachment 3.

The outcome of the Lower Don Lands Framework Plan is to re-organize the land uses around the river and create a new planning framework while still maintaining consistency with the CWP policies. The amount of land area now devoted to the river and associated natural spaces is greater than in the CWP and the amount of land area for regeneration uses slightly reduced. The result is that certain portions of the Lower Don Lands, particularly the lands north of the Keating Channel, will be more intensely developed than previously envisioned. The proximity of this area to the rail embankment, the Gardiner Expressway, the Keating Channel and the Don River can be viewed as an isolating factor but, within the appropriate framework, these underutilized industrial lands can be woven in to the City. The separation of this area from adjacent neighbourhoods allows for the proposed level of development without impacting surrounding areas. The Keating Channel Precinct is close to Downtown and through the expansion and integration of the transportation network, will be well-served by transit, pedestrian and cycling facilities. The Class EA Master Plan, which has been recommended for City Council
endorsement by Executive Committee, demonstrates that the area’s transportation system can support this level of development density.

The Keating Channel Precinct includes the area east of Cherry Street, north of the Keating Channel including the 480 Lake Shore East lands. The CWP had conceptually illustrated the naturalized mouth of the Don River through the 480 Lake Shore East lands and, as a result, these lands were not anticipated for urban development. The preferred alternative identified through the Don Mouth Naturalization EA is to move the river mouth to the south in a more naturalized river channel. As a result, the 480 Lake Shore East lands are no longer required for the river and provide an opportunity for redevelopment which did not previously exist. The 480 Lake Shore East lands are now proposed to be designated Regeneration Area to reflect their new role as an area appropriate for redevelopment. The Regeneration Area designation is shown in the draft Official Plan Amendment shown in Attachment 3.

**Transportation**

Another core principle of the CWP is Removing Barriers/Making Connections. The success of any new waterfront community is linked to the quality and quantity of connections to the surrounding City for various modes of travel. To better connect this area into the existing fabric of Toronto and to the proposed future urban development of the rest of the waterfront, a fully integrated streets and blocks network is proposed.

The framework planning process and a concurrent Class Environmental Assessment Master Plan process have refined the location of road alignments identified in the Central Waterfront Secondary Plan. The proposed new configuration of roads, transit, and pedestrian and cycling routes contains all of the elements shown in the CWP. The road and transit network has been shaped to frame the proposed new Don River alignment and surrounding parks and naturalization. This will ensure that the location of transportation elements do not adversely affect the quality of parks and open spaces. The proposed amendment to the Secondary Plan reflects the preferred roadway alignments from the Class EA Master Plan, which includes the realignment of Queens Quay East, Lake Shore Boulevard East, Cherry Street, and Villiers Street/Commissioners Street; the extension of Basin Street to Cherry Street; and the introduction of a new road across the Keating Channel from Lake Shore Boulevard East to Villiers Street.

The Port Lands will connect to the rest of the City through the Keating Precinct of the Lower Don Lands. Today, however, the area has few connections. The Lower Don Lands Framework Plan continues to propose all of the connections considered in the CWP and adds additional connections.
Queens Quay Extension
Building on the proposed reconfiguration of Queens Quay in the Central Waterfront and East Bayfront, and consistent with the CWP, Queens Quay would be extended to Cherry Street as a wide boulevard, reinforcing the role of Queens Quay as a waterfront “Main Street,” with the integration of transit, vehicles, pedestrian and cycling uses.

Lake Shore Boulevard East
The CWP indicates that Lake Shore Boulevard East will be transformed into an urban avenue through the Central Waterfront to accommodate its function as an arterial road. Further studies including the Gardiner EA will review the location and grand boulevard designs contemplated in the CWP. It is anticipated that Lake Shore Boulevard East would remain on its present alignment from Parliament to Cherry Streets. East of Cherry Street the Framework Plan and Precinct Plan indicate a new alignment. Any alignment of the roadway in this area is subject to the outcome of the Gardiner EA and is not part of the proposed planning approvals at this time.

Cherry Street
Cherry Street will continue to be the main access from the Keating Precinct into the Lower Don Lands and rest of the Port Lands. Cherry Street is an extension of the Cherry Street design in West Don Lands. Connection to the north will be improved through the proposed widening of the existing tunnel under the rail lines in order to accommodate cyclists and transit.

As Cherry Street continues through the Lower Don Lands, the alignment is moved slightly west. The swing of Cherry Street to the west resolves a number of outstanding issues that have challenged the planning for this area. This alternative alignment was tested in the Class Environmental Assessment Master Plan process and is preferred for the following reasons:

- Cherry Street can have a rational cross section at Lake Shore Boulevard East without the need for different directions of travel to “weave” through Gardiner columns and this alignment reduces the number of Gardiner columns that need to be modified;

- It increases the space between the Lake Shore Boulevard East/Cherry Street intersection and the Queens Quay/Cherry Street intersection, providing more efficient traffic operations and logical block widths;

- The increase in spacing provides increased distance between the Queens Quay intersection and the harbour edge. This allows the essential space required for the LRT to approach the site, turn south, and then rise to cross a higher bridge over the Keating Channel, which is required for flood protection reasons;

- The new alignment avoids trying to shoe-horn transit, cycling, road and pedestrian requirements between the Essroc silos and the heritage buildings on the east side of Cherry Street. This pinch point at Cherry Street and Villiers Street would have necessitated compromising on the quantity and quality of space provided to accommodate one or more modes of travel; and

- The proposed alignment allows an effective staging strategy of keeping the existing Cherry Street bridge in operation until the new bridge is available, ensuring continued access to the Port Lands through this crucial gateway.
Cherry Street is proposed to be realigned through privately owned property in the Keating Precinct. As future planning is required for this area, consideration of methodologies to achieve the new roadway alignment should be identified at that time.

Commissioners Street
Commissioners Street has been realigned from what is shown in the CWP but continues its role as a central organizing spine for the Lower Don Lands and Port Lands. Commissioners Street will be realigned to the north to connect with the existing Villiers Street to provide space for the relocated river. The new Commissioners/Villiers Street alignment was tested through the Class EA Master Plan. The existing Commissioners Street alignment would have encroached on the upland areas adjacent to the new river, becoming a barrier between the adjacent communities and the recreation spaces that are part of the river park system. The new alignment directs traffic and transit to the Keating Channel area to activate that space and provides transit service to neighbourhoods both north and south of the Keating Channel. Finally, the new alignment takes advantage of the existing wide public right of way along Villiers Street and avoids the need for private property takings.

Basin Street Extension
The CWP proposed the westerly extension of Basin Street over to Cherry Street which provides an additional road network in the southern portion of the area. The Basin Street extension is included in the Framework Plan, but adjusts the location of the road to the south adjacent to the Ship Channel so that it does not bisect the new Don Greenway. Further studies will be undertaken during the final phases of the Infrastructure Class EA Master Plan to determine the location of the intersection with the Don Roadway and alignment of the road to the south. This is captured in the draft Official Plan Amendment.

Munition Street
The traffic analysis to support the Class EA Master Plan demonstrated the benefit of an additional connection to link areas south of the Keating Channel to Lake Shore Boulevard East. A proposed new connection between Cherry Street and the Don Roadway would break up this large area, support the development of the 480 Lakeshore Boulevard East lands and create a new route for pedestrians and cyclists. Munition Street is the recommended option for a new connection. The draft Official Plan Amendment shows the existing Munition Street (that currently only goes from Commissioners Street to Villiers Street) continuing north, over the Keating Channel and connecting to Lake Shore Boulevard East.

Light Rail Transit (LRT) Routes
The introduction of new LRT routes supports transit-oriented development. The LRT is extended east along Queens Quay from its current planned interim terminus at Parliament Street. It will enter the site from the north via Cherry Street. At the intersection of Villiers Street, one branch will turn east to service adjacent lands north and south of the Keating Channel before continuing on Commissioners Street over a new bridge across the new river alignment towards the Pinewood Lands. The other branch of the LRT will continue south along Cherry Street terminating north of the Ship Channel. In the future, this southbound branch could be extended further towards Unwin Avenue to service parks and new communities. This would require a new bridge crossing the Ship Channel, consistent with the Central Waterfront Plan.

Because of the area-wide, integrated, nature of developing an effective transit network, the CWP states that transit implementation must be managed on a broader area-planning basis and that to achieve the objectives of the CWP, a high level of transit use is required in the development.
areas. The goal is to achieve the construction of high-order transit services so that the transit objectives of the plan are achieved from the outset. The City, TTC and Waterfront Toronto will continue to discuss the timing of future transit facilities and the proposed timing of future development to determine how transit first priorities can be realized consistent with City Council policy. This will be further detailed in the August 2010 report.

**Pedestrian and Bike Trails**
The Framework Plan proposes to build on the existing network of bike and pedestrian trails including new connections from the east along the north side of Lakeshore Boulevard which will cross the Don River, and from the north along Parliament, Trinity, and Cherry Streets. The Martin Goodman Trail continues through the Lower Don Lands and connects this area to the Port Lands, Lake Ontario, the Don Valley, Lake Shore Boulevard East trails and westward into the downtown. The amendment provides for the new trail and pedestrian connections that conform with the new river location.

**Parks and Open Spaces and Natural Areas**
The Lower Don Lands Framework Plan provides an integrated approach to parks and open space, linking new neighbourhoods and the larger network of the Don River and the proposed Lake Ontario Park on the Outer Harbour. Although in the CWP, Commissioners Park is no longer proposed. It has been replaced with a significant system of public places that provide for a variety of active play, sports, entertainment, solitude and relaxation spaces within an expanded open space system.

**Significant Parks and Open Space Areas**

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<td>40.5 hectares</td>
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A continuous riverfront and lakefront park system proposed in the Framework Plan connects the Upper Don Watershed with the Inner Harbour and its islands. This park system performs a number of functions simultaneously, providing flood protection, habitat restoration, connectivity, and recreational opportunities:

- A large, new naturalized area at the mouth of the Don River;
- A promontory park that projects into the Inner Harbour;
- Increased public access to the river and the waterfront;
- Generous areas for recreation;
- Amenities for a series of unique neighbourhood settings; and
- Opportunities for diverse programming of activities.

The Central Waterfront concentrated virtually all of the parks and open space elements into Commissioners Park, south of the Keating Channel. The proposed amendment provides for a comparably sized park and open space system that is less concentrated. The system flows through the area and provides amenity to the entire area, in tandem with naturalization and flood protection benefits. The promontories into the Inner Harbour will be a landscape element adding form, definition and prominence. The result is an attractive and dramatic system of open spaces that will serve a broader constituency of residents of the City.

Creating Dynamic and Diverse Communities
The Lower Don Lands area is being created as a distinct area of the Port Lands. While the Lower Don Lands Framework Plan is consistent with the intent of the CWP, the Framework Plan provides much greater detail. Consequently the amendment proposes that a new section be included that describes the Lower Don Lands as is done for West Don Lands, East Bayfront and the Port Lands.

Community Services and Facilities
The Central Waterfront Plans contains policies and directions to secure community services and facilities. This is captured in polices for nurturing a high standard of community living, precinct implementation strategies and the appendix outlining contributions to infrastructure and community facilities. Like the rest of the Central Waterfront Plan, these policies and directions continue to apply to the Lower Don Lands.

Flood Protection
The Don River in this area is essentially a narrow, hard edged canal that makes an abrupt right turn to the west at Keating Channel and then outlets into the Inner Harbour. This section of the river is incapable of handling the flow of the Don River during major floods when the volume of water increases dramatically from low flow conditions.

The lands within the Lower Don Lands will be removed from the floodplain by either the West Don Lands Flood Protection Landform that is under construction or by the construction of the new river. These are different initiatives and they remove different lands from the flood plain. Because of this, two Official Plan Amendments are proposed.

The Port Lands area is subject to the floodplain policies of the PPS, the City of Toronto Official Plan, as well as the Regulatory policies of the TRCA which prohibit any new development. A portion of the area is also covered by the Lower Don Special Policy Area which would permit new development under certain circumstances. Through discussions to date, Provincial staff have advised that comprehensive removals of the SPA designation is preferable. The removal of the SPA designation would bring the approval of new development applications back into the hands of the municipality, subject to TRCA policy and regulation.

With respect to the lands west of the Don River and north of the Keating Channel within the Lower Don Special Policy Area, exclusive of the 480 Lake Shore Boulevard East Lands, this area is part of the SPA that covers a large area of the eastern end of downtown, including portions of the West Don Lands and East Bayfront. The risk of flooding in this area will be removed once the flood protection landform is completed in the West Don Lands. Staff is recommending an Official Plan Amendment (Attachment 4) be enacted to remove the SPA once the flood protection landform is complete and to give authority for Zoning By-law Amendments
in this area to proceed with the inclusion of Holding designations so that new development requiring a zoning amendment could not occur until the flood protection landform is complete. As the flood protection landform is well under construction and targeted to be complete by Fall 2011, this is a reasonable timeframe for the holding designation. For the lands in the East Bayfront Precinct, staff will consider how these floodplain issues are best addressed in the context of existing appeals of East Bayfront Zoning By-law no. 1049-2006 and this will be further detailed in the August 2010 report.

With respect to the lands south of the Keating Channel and west of the Don Roadway, plus the 480 Lake Shore Boulevard East lands, opportunity for new development to occur that does not conform to the new river location or to the Framework Plan, as reflected in the proposed Official Plan Amendment, is of concern to City and TRCA staff. An Official Plan Amendment (Attachment 3) has been drafted to include policies to preclude this from happening. The draft amendment also includes policies that would provide for consideration of phasing of the river construction and possibly new development. Further discussion is required to determine if this particular approach should be pursued.

**Zoning**

To be consistent with the Central Waterfront Secondary Plan, the Lower Don Lands Framework Plan and Keating Channel Precinct Plan, the Zoning By-law Amendment will only apply to the west portion of the Keating Channel Precinct south of the CN Rail Corridor, east of Small Street to Cherry Street, north of the Keating Channel.

**Land Use**

The proposed zoning allows for a mixed commercial residential development (CR zoning) and parks at the foot of Parliament Street adjacent to the Victory Soya Mills Silos and along the water’s edge promenade. A total of 419,230 square metres of development is available in Keating Channel West. The total development is based on the premise of a combination of 75% residential and 25% non-residential development. The result would be the opportunity for 314,350 square metres of residential uses and 104,880 square metres of employment uses. Employment uses could be located in either stand alone buildings or in mixed use buildings, and could be spread out throughout the precinct or concentrated in locations with good transit accessibility.

At-grade retail activity creates active and vibrant streetscapes. The Keating Channel Precinct Plan calls for retail to be located at-grade primarily along Queens Quay, Lake Shore Boulevard East and Cherry Street. Retail activity would be clustered at key transit stations, particularly at the intersection of Cherry Street and Queens Quay Boulevard. Ground floor animation areas are included within the by-law to ensure that a percentage of the frontage on key blocks is animated.

**Height, Built Form and Density**

Height and density provisions have been developed to ensure that built form within the Precinct is appropriate and consistent with the intent of the Precinct Plan. Density provisions are designed to permit a degree of flexibility within a development to achieve the following:

- A comfortable pedestrian environment by allowing the modulation of building massing and tower orientation to improve wind conditions and reduce shadowing on adjacent sidewalks.
- An enhanced public realm through the creation of courtyards and setbacks at-grade on private property. These spaces will add visual variety and supplement the public realm space. They will also allow light into the block, and help to moderate wind speeds.

- Reduced energy consumption by facilitating daylight penetration into residential units. This will result in high quality living spaces as well as energy conservation by reducing demand for lighting.

Densities prescribed will result in a vibrant mixed use community and support investment in public transit.

A base height of 38 metres is provided throughout the area with tower locations rising above this height at certain specific locations. This is consistent with height limits established for the adjacent East Bayfront, and appropriate for the establishment of a mixed use mid-rise neighbourhood. Mid-rise buildings will frame the public realm to establish a comfortable pedestrian scale, thereby achieving intensification while creating pedestrian comfort. A minimum of five to seven hours of sunlight a day would be available across major roads and in major open spaces in the spring and fall.

It is important that building massing adjacent to Queens Quay East remain consistent between the East Bayfront and the Keating Channel Precinct and this is encouraged by the height limitations. Also consistent with the approach taken in the East Bayfront, buildings will step down towards the water. Heights at the water’s edge are 12 metres.

Tower locations are specified on Map 2 of the Zoning By-law Amendment. Towers are only permitted in those strategically chosen locations and can develop above the base height only if the floor plate for a residential building is no greater than 750 square metres and the floor plate for commercial uses is no greater than 1600 square metres. Tower locations are separated from one another to allow for sunlight penetration to the public realm, and to preserve views and sky views.

**Affordable Housing and Section 37 Requirements**

In accordance with the policies of the Central Waterfront Secondary Plan and Council’s previous directions for the West Don Lands and the East Bayfront Precincts, the proposed draft zoning by-law for the Keating Channel Precinct West provides for the provision and maintenance of 20% of the housing units built as affordable rental housing, and 5% of housing units as low-end-of-market ownership housing. The zoning by-law will implement key elements of an Affordable Housing Strategy for the Keating Channel Precinct.

The by-law requires that a Section 37 Agreement securing the new affordable housing be entered into prior to the removal of the “h” symbol for any development that includes residential units. All development would be required to ensure that at least 5% of the ownership dwelling units be constructed with size restrictions on these units to ensure that they fall within the definition of low-end-of-market housing.

The affordable rental housing is to be provided for a term of at least 25 years, or the dedication of lands sufficient to construct 20% of the total number of dwelling units. In the case of the privately-owned lands which are in Areas A1, B and C, the by-law also permits the owners to make a cash-in-lieu contribution in the amount of the value of the land contribution. A key housing objective is to achieve the provision of affordable units throughout the Central
Waterfront, ensuring a mix of housing types, tenures and affordability within the new neighbourhoods. Accordingly, the by-law requires that acceptance of land or cash-in-lieu of affordable housing from owners in Areas A1, B and C is at the City’s discretion. Area A2 comprises the lands that are under the control of Waterfront Toronto, the City’s partner in ensuring the delivery of the affordable housing policies in the Central Waterfront. As Area A2 has a number of other requirements such as a school, there is the option to allow for flexibility in the location of the affordable housing for this area to the 480 Lake Shore Boulevard East lands east of Cherry Street, owned by the City. It is not necessary to provide a cash-in-lieu option for the delivery of affordable housing on these public lands.

City staff will continue to work with Waterfront Toronto to draft the appropriate housing agreements.

**Holding Symbol**

The proposed draft zoning by-law includes the use of an “h” or holding provision. Prior to the lifting of the holding provision the zoning by-law allows for existing uses at the time of the passage of zoning by-law amendment or a limited range of new uses within the CR zone. This ensures that existing properties are not unduly restricted by the use of the holding provision.

The provisions of the holding requirement include:

- entering into a Section 37 agreement to secure affordable housing
- plans for infrastructure and phasing
- streets and blocks plan
- public art contribution
- sustainable performance measures of the City’s Green Development Standards and encouraging greater sustainable requirements
- connection to a district energy system
- a wind study
- a noise study
- soil and ground water contamination studies

The holding provision requires the owner of the Victory Soya Mills Silos to provide Heritage Impact Statement for the preservation and reuse of the silos.

The holding provision also requires the owner of area A2 (Waterfront Toronto) to submit conceptual plans for the mixed-use development, including the school and open space uses, to the satisfaction of the Chief Planner in consultation with the Division of Parks, Forestry and Recreation and the appropriate school board.

**CONCLUSION**

The proposed amendments reflect the principles and big moves established in the Central Waterfront Plan. The proposed changes are a result of detailed in-depth study and have been developed in consultation with land owners and the community.

The combined efforts for flood protection and naturalization of the Don River along with the creation of a new mixed-use urban area with significant new parkland will result in the revitalization of the Lower Don Lands consistent with the established principles of the Central Waterfront Secondary Plan. The proposed amendments reflect the detailed technical studies and
establish a clear vision for the Lower Don Lands. The amendments are consistent with the policy framework of the City Council approved Central Waterfront Secondary Plan.

The proposed draft by-law implements the policy direction contained in the Lower Don Lands Framework Plan and the Keating Channel Precinct Plan West.

As a package, this is an important step forward in the revitalization of the Waterfront and the Lower Don Lands.

CONTACT
Kathryn Thom, Project Manager
Tel. No.   (416) 392-0759
Fax No.    (416) 392-1330
E-mail:  kthom@toronto.ca

SIGNATURE

______________________________________
Raymond David, Director
Community Planning, Toronto and East York District

ATTACHMENTS
Attachment 1:  Lower Don Lands Framework Plan
Attachment 2:  Keating Channel Precinct Plan
Attachment 3:  Draft Official Plan Amendment for Lower Don Lands
Attachment 4:  Draft Official Plan amendment for Special Policy Area
Attachment 5:  Draft Zoning By-law Amendment
Attachment 6:  Central Waterfront Plan – Land Use
Attachment 7:  Existing Zoning
Attachment 3
DRAFT OFFICIAL PLAN AMENDMENT FOR LOWER DON LANDS

Authority: Toronto and East York Community Council Item ~ [or Report No. ~, Clause No. ~] as adopted by City of Toronto Council on ~, 20~

Enacted by Council: ~, 20~

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~-20~

To adopt an amendment to the Former City of Toronto Official Plan respecting the lands known municipally in the year 2010, as the Lower Don Lands

WHEREAS authority is given to Council under the Planning Act, R.S.O. 1990, c.P. 13, as amended, to pass this By-law;

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. The attached Amendment No. 388 to the Former City of Toronto Official Plan is hereby adopted pursuant to the Planning Act, as amended.

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

DAVID R. MILLER, ULLI S. WATKISS,
Mayor City Clerk

(Corporate Seal)
AMENDMENT NO. 388 TO THE OFFICIAL PLAN
LANDS MUNICIPALLY KNOWN IN THE YEAR 2009 AS THE LOWER DON LANDS

1. The former Official Plan for the City of Toronto is amended as follows:

Map 3, Floodplain Lands and Appendix B Lower Don Lands Special Policy Area Maps 10 and portion of Map 11 are amended to remove the Special Policy Area designation from 480 Lake Shore Boulevard East and lands south of the Keating Channel, west of the Don Roadway and north of the Ship Channel.

2. The former Official Plan for the City of Toronto and the Central Waterfront Plan are amended as follows:

Draft Central Waterfront Secondary Plan Amendments:

Revised Maps for the Central Waterfront Secondary Plan

Map A - Roads Plan
Map B - Transit Plan
Map C - Open Space Areas Plan
Map D - Pedestrian, Cycling and Water Routes Plan
Map E - Land Use Plan
Amendments recommended to the Central Waterfront Secondary Plan:

Policy P9 to the Central Waterfront Secondary Plan, be deleted and replaced with the following text:

(P9) Streets that extend to the water’s edge will create opportunities to see the lake from the city and the city from the lake. The design of buildings and public and private spaces that frame these streets will be of high architectural quality and take advantage of these views. New streets will be laid out to reinforce visual connections between the city and the water. Among these, Villiers Street/Commissioners Street would be realigned as the main street of the new Port Lands communities from Cherry Street to Leslie Street

Big Move B11 to the Central Waterfront Secondary Plan, is amended by deleting then replacing it with the following text:

B11_THE DON RIVER AND DON GREENWAY, A NATURAL HERITAGE CORRIDOR

Completing the Don Mouth Naturalization and Port Lands Flood Protection Project will be a priority for connecting people, places, and the natural heritage system from the north and west to the Port Lands, and to flood protect lands to facilitate revitalization. A new Natural Heritage corridor will be created as a component of the Don River renaturalization in the centre of the Port Lands, functioning as an important open space connection linking the Don Valley, renaturalized Don River, Tommy Thompson Park and Lake Ontario. In addition to providing local open space and subject to its Natural Heritage designation in the Official Plan, the corridor will be able to fulfill a variety of functions, including recreation, flood protection, compatible community uses, multi-use pathways, a wildlife corridor and habitat, and a receptor for stormwater from adjacent communities.

Big Move B18 to the Central Waterfront Secondary Plan, is amended by deleting then replacing it with the following text:

B18_NEW MOUTH OF THE DON RIVER AND THE KEATING CHANNEL, MAJOR NEW OPEN SPACES

A major new open space will be located adjacent to the renaturalized Don River. It will showcase urban open space design and the integration of flood protection measures. This new river alignment will provide a comprehensive system of open spaces by integrating them with new neighbourhoods and the larger network of the Don River, proposed Don Greenway and Lake Ontario Park. This newly naturalized Mouth of the Don and river system will provide a variety of active and passive recreational uses complementing the newly created naturalized and expanded ravine system. Smaller local parks will also be provided throughout the Port Lands. The precise configuration and function of the various parks will be determined after study of local and regional recreational needs and the preparation of a comprehensive open space framework for the Port Lands in the context of the larger Toronto Waterfront open space network. The Keating Channel will be retained as the centerpiece of a channel-based open space.

Big Move C21 to the Central Waterfront Secondary Plan, is deleted and replaced with the following text:
C21_RENATURALIZING THE MOUTH OF THE DON RIVER

The mouth of the Don River will be renaturalized and rerouted through the Lower Don Lands, south of the Keating Channel. Completing the Don Mouth Naturalization and Port Lands Flood Protection Project will be a top priority to restore and improve the ecological function of the river, provide flood protection, attract new wildlife to the area, and provide for appropriate sediment management. The renaturalized river will also become a key open space and recreational link to the Don Valley, West Don Lands, Port Lands and waterfront park system. This enhanced river setting will provide a gateway to the new urban communities in the Port Lands, including the Lower Don Lands. Vehicular and pedestrian and cyclist’s bridges over the river will be designed as signature entrances of beauty and inspiration, including new bridges associated with the river crossing of the realigned Cherry Street and Villiers Street/Commissioners Street. The Keating Channel will be retained as a cultural heritage centrepiece of a new community.

Policy P28 to the Central Waterfront Secondary Plan is deleted and replaced with the following text:

(P28) Lakefilling will be considered only for stabilizing shorelines, flood protection, improving open spaces, creating trail connections, preventing siltation and improving natural habitats and is subject to Provincial and Federal Environmental processes. Consideration will be given to the impact of such lakefilling on recreational uses and fish habitat.

Big Move D22 to the Central Waterfront Secondary Plan, is amended by deleting the twelfth sentence replacing it with the following text:

Cherry Street and Villiers/Commissioners Street will be important components of this new centre.

A new policy D26 is added to the Central Waterfront Secondary Plan:

D26_LOWER DON LANDS

The revitalization of the Lower Don Lands will transform the City’s waterfront into a significant waterfront destination which combines sustainable city building with the restoration and naturalization of the Don River. The Lower Don Lands and renaturalized Don River will provide a gateway to Port Lands and reconnect the City to the waterfront. 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. Vibrant waterfront communities will be developed with a balance of live, work and recreational opportunities which reduce automobile dependency and encourage sustainable transportation choices, such as walking, cycling and public transit. An expansive and interconnected system of public parks and open spaces, pedestrian and multi-use trails, and accessible public transit network, will weave together the waterfront communities with a healthy natural heritage system.

Due to the risk of flooding and important site planning and environmental considerations in the Lower Don Lands it is the policy of Council not to permit redevelopment in the Lower Don Lands located at 480 Lake Shore Boulevard East and south of the Keating Channel, west of the Don Roadway and north of the Ship Channel, excluding uses permitted under the zoning by-law
at the time of passage of this amendment and the construction of servicing and infrastructure forming part of the flood protection works until the following has been satisfied:

1. The remedial flood protection works approved in the approved Don Mouth Naturalization and Port Lands Flood Protection EA are complete; and

2. Updated flood line mapping has been prepared and approved by the TRCA; and

3. Phases 1-4 inclusive of the Lower Don Lands Class Environmental Assessment Master Plan are complete and in effect; and

4. Notwithstanding 1) above, redevelopment is permitted in association with phased implementation of the remedial flood protection works outlined in the approved DMNP EA, subject to:
   
   i) The redevelopment phase meeting all flood plain management policies with respect to ecological management, naturalization, flood remediation (including but not limited to safe ingress/egress to the level of the Regulatory Flood, and no significant off-site impacts to flooding); and that redevelopment is appropriately phased without compromising the implementation of future phases of the DMNP; and

   ii) Assessment of the phasing plan against the implementation of the approved precinct plan(s) and transit, transportation, water, waste water and storm water and other servicing infrastructure plans of the Lower Don Lands Class Environmental Assessment Master Plan; and

   iii) The undertaking of adequate public consultation to obtain broad stakeholder and agency input respecting the proposed phased implementation of the remedial flood protection works; and

   iv) Updated flood line mapping prepared and approved by the TRCA for the phase in recognition that the proposed redevelopment phase is flood protected.

Subsection 2.6 Holding By-laws of Section Five Making It Happen: is amended by adding the following text:

2.6.2 Holding Provisions related to the Lower Don Lands

In addition to the matters specified in Section 2.6, for the lands north of the Keating Channel between Cherry Street and the Don Roadway, exclusive of 480 Lake Shore Boulevard East, Council may enact zoning by-laws pursuant to Sections 34 and 36 of the Planning Act with an "h" holding symbol to prevent development until:

i) Confirmation from TRCA that the West Don Lands flood protection landform is complete and functional and the Special Policy Area Designation has been removed;
ii) The completion of the Environmental Assessment for the reconfiguration of the Gardiner Lake Shore Corridor. After the necessary Environmental Assessment and related urban design studies specified in the zoning bylaw have been completed, the holding symbol may be removed after Council is satisfied that the resulting built form arrangement is compatible with any plans for any reconfiguration of the transportation corridor.

Schedule A to the Central Waterfront Secondary Plan, is amended by modifying Commissioners Street, as well as adding Villiers Street and Munition Street as follows:

**Proposed Rights-of-Way (ROW) For Major Roads**

<table>
<thead>
<tr>
<th>Roadway (1)</th>
<th>From</th>
<th>To</th>
<th>ROW</th>
<th>Streetcar in own ROW</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commissioners Street</td>
<td>Don Roadway</td>
<td>Leslie St</td>
<td>40 m</td>
<td>Yes</td>
</tr>
<tr>
<td>Commissioners Street/Villiers Street</td>
<td>Cherry Street</td>
<td>Don Roadway</td>
<td>43 m</td>
<td>Yes</td>
</tr>
<tr>
<td>Munition Street</td>
<td>GO Transit Railway Yard</td>
<td>Villiers Street</td>
<td>25 m</td>
<td>No</td>
</tr>
</tbody>
</table>

**Note regarding the Amending By-law:**

It is recommended that the following be included in the Amending By-law to enact the Official Plan Amendment:

The policies of this Official Plan Amendment will come into effect on the date that:

1) The Minister of the Environment approves the Environmental Assessment for the Don Mouth Naturalization and Flood Protection Project; and

2) The policies of this Official Plan Amendment will come into effect on the date that Official Plan Amendment 257 is approved for the Lower Don Lands by the Ontario Municipal Board; and

3) The Minister of Municipal affairs and Housing and the Minister of Natural Resources approve the removal of the Special Policy Area from the Lower Don Lands and approve the revised flood plain management policies for the Lower Don Lands.
Map C – Parks and Open Space Areas Plan
Map D – Pedestrian, Cycling and Water Routes Plan

Map E – Land Use Plan

Attachment 4

DRAFT OFFICIAL PLAN AMENDMENT FOR SPECIAL POLICY AREA

Authority: Toronto and East York Community Council Item ~ [or Report No. ~, Clause No. ~] as adopted by City of Toronto Council on ~, 20~

Enacted by Council: ~, 20~

CITY OF TORONTO

Bill No. ~

BY-LAW No. 20~

To adopt an amendment to the Former City of Toronto Official Plan respecting the lands known municipally in the year 2010, as the lands west of the Don River, north of the Keating Channel and Lake Ontario

WHEREAS authority is given to Council under the Planning Act, R.S.O. 1990, c.P. 13, as amended, to pass this By-law;

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. The attached Amendment No. 389 to the Official Plan is hereby adopted pursuant to the Planning Act, as amended.

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

DAVID R. MILLER, ULLI S. WATKISS,
Mayor City Clerk

(Corporate Seal)
AMENDMENT NO. 389 TO THE OFFICIAL PLAN

LANDS MUNICIPALLY Known IN THE YEAR 2010 AS THE LANDS WEST OF THE DON RIVER AND NORTH OF THE KEATING CHANNEL AND LAKE ONTARIO

The former Official Plan of the City of Toronto is amended as follows:

Map 3, Floodplain Lands, and Appendix B, Lower Don Special Policy Area Maps 1, 2, 3 and 5 are amended to remove the Special Policy Area upon completion of the flood protection landform.

Policy 2.68 Development Policies in the Lower Don Special Policy Area of the former City of Toronto Official Plan is amended by adding the following:

(c) for lands shown on Maps 1, 2, 3, and 5 in Appendix B, City Council may enact amending zoning by-laws pursuant to Sections 34 and 36 of the Planning Act that shall be subject to a holding provision in which development shall not be permitted until the West Don Lands flood protection landform is complete and that written confirmation has been provided by the TRCA to the City of Toronto, the Ministry of Municipal Affairs and Housing and the Ministry of Natural Resources that the completed flood protection landform is fully functional.
Policy 2.72 Land Use in the Special Policy Area of the former City of Toronto Official Plan is amended by adding the following:

(d) for lands west of the Don River and north of the Lake and Keating Channel, as shown on Maps 1, 2, 3 and 5 in Appendix B City Council may enact amending zoning by-laws pursuant to Sections 34 and 36 of the Planning Act that shall be subject to a holding provision in which development shall not be permitted until the West Don Lands flood protection landform is complete and that written confirmation has been provided by the TRCA to the City of Toronto, the Ministry of Municipal Affairs and Housing and the Ministry of Natural Resources that the completed flood protection landform is fully functional.

Policy 2.73 Implementation of the Special Policy Area Criteria of the former City of Toronto Official Plan is amended by adding the following:

(g) Any zoning by-law amendment on any parcel of land wholly or partly shown as Special Policy Area on Maps 1, 2, 3 and 5 in Appendix B shall contain holding provisions in which development shall not be permitted until the West Don Lands flood protection landform is complete and that written confirmation has been provided by the TRCA to the City of Toronto, the Ministry of Municipal Affairs and Housing and the Ministry of Natural Resources that the completed flood protection landform is fully functional.

(h) Upon receipt of written confirmation from the TRCA that the West Don Lands flood protection landform is complete and fully functional; the City shall remove the SPA designation as shown in Appendix B, and delete all relevant policies from the lands affected by the landform by way of a Technical Amendment.
Attachment 5

Draft Zoning By-law – Keating Channel Precinct West

Authority: Toronto and East York Community Council Report No. ___, Clause No. ___, as adopted by City of Toronto Council on ____________, 2010
Enacted by Council: __________, 2010

CITY OF TORONTO

BY-LAW No. ______-2010

To amend the General Zoning By-law No. 438-86 of the former City of Toronto, as amended, with respect to the Keating Channel Precinct West.

WHEREAS Council at its meeting held on ______________, 2010, adopted as amended, Toronto and East York Community Council Report No. ___, Clause No. ___; and

WHEREAS this By-law is passed in implementation of the City of Toronto Secondary Plan for the Central Waterfront; and

WHEREAS authority is given to Council by Section 34 of the Planning Act, R.S.O. 1990, c.P. 13, as amended, to pass this By-law; and

WHEREAS pursuant to Section 37 of the Planning Act, Council may, in a by-law passed under Section 34 of the Planning Act, authorize increases in height or density of development beyond those otherwise permitted by the by-law in return for the provision of such facilities, services and matters as set out in the by-law; and

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act; and

NOW THEREFORE the Council of the City of Toronto ENACTS as follows:

1. Section 2(1) of By-law No. 438-86, being “a By-law to regulate the use of land and the erection, use, bulk, height, spacing of and other matters relating to buildings and structures and to prohibit certain uses of lands and the erection and use of certain buildings and structures in various areas of the City of Toronto”, as amended, is further amended by inserting after the definition of “Junction Triangle”, the following:

   “Keating Channel Precinct” means that part of the City of Toronto delineated by heavy lines and shown on the following map.
2. District Maps 51G-313, 51G-323, 52G-311, and 52G-321 contained in Appendix “A” of By-law No. 438-86, as amended, are hereby further amended by redesignating the lands delineated by heavy lines to “CR (h)” and “G” as shown on Map A attached hereto.

3. Height and Minimum Lot Frontage Maps 51G-313, 51G-323, 52G-311, and 52G-321 contained in Appendix ‘B’ of By-law No. 438-86, as amended, are hereby further amended by redesignating the lands delineated by heavy lines as shown on Map B attached hereto.

4. Section 12(1) of By-law No. 438-86, as amended, is hereby further amended by adding the following exception:

“(482) to prevent the erection of buildings or structures or the use of land in the Keating Channel Precinct West in accordance with the following provisions:

**Permitted Uses**

(a) the following uses shall be permitted within a CR district:

(i) those residential uses permitted within a CR district in section 8(1)(f)(a), and subject to the qualifications in section 8(2), provided that:

(A) only the qualifications in Section 8(2)1 and 8(2)3 shall apply;

(B) the owner of the lot elects to provide the facilities, services or matters referred to in paragraph (12)(1)(482)(p) and enters into the agreement(s) referred to in paragraph (12)(1)(482) (p)(iii).

(ii) those non-residential uses permitted within a CR district in section 8(1)(f)(b), and subject to the qualifications in section 8(2) where applicable, except for an automobile service and repair shop, cold storage locker plant, commercial parking lot, car washing establishment or motor vehicle repair shop, class A

(iii) a district energy, heating and cooling plant located below finished ground level on the lot or wholly contained within a building in which other uses are the primary use, and a vacuum waste collection facility.

(b) the following uses shall be permitted within a G district:
(i) those uses permitted within a G and Gm district in section 5(1)(f);

(ii) community related uses, playing fields; and

(iii) patios and open air markets within those areas identified on Map 3 provided they are located within 5 metres of the property line and are accessory to the ground floor uses of abutting buildings.

(c) where the zoning for a CR district is followed by an “h” holding symbol, permitted uses prior to the removal of the “h” shall be limited to those uses and buildings existing on _____, 2010, or an addition thereto not exceeding 100 square metres in non-residential gross floor area or 10% of the non-residential gross floor area existing on _____, 2010, whichever is the greater.

**Density**

(d) (i) the non-residential gross floor area, residential gross floor area, or any combination thereof to be erected and used within Area A1, Area A2, Area B, and Area C, illustrated on Map 1 shall not exceed the amounts for each Area shown on the following table:

<table>
<thead>
<tr>
<th>Area</th>
<th>Maximum Combined Non-Residential Gross Floor Area and Residential Gross Floor Area (square metres)</th>
<th>Maximum Residential Gross Floor Area (square metres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>A1</td>
<td>25,280</td>
<td>18,890</td>
</tr>
<tr>
<td>A2</td>
<td>88,870</td>
<td>66,650</td>
</tr>
<tr>
<td>B</td>
<td>82,940</td>
<td>62,210</td>
</tr>
<tr>
<td>C</td>
<td>222,140</td>
<td>166,600</td>
</tr>
</tbody>
</table>

(ii) in the case of Area A1, the lot shall consist of at least the lands identified as Area A1 on Map 1, otherwise density shall be limited to those uses and buildings existing on _____, 2010, or an addition thereto not exceeding 100 square metres in non-residential gross floor area or 10% of
the *non-residential gross floor area* existing on _____, 2010, whichever is the greater.

(iii) Any amount of floor area existing on the date of the passing of the by-law and located within the structure known as the “Victory Soya Silo” located on the site known municipally in 2010 as 351 Lake Shore Boulevard East shall not be counted towards the maximum non-residential gross floor area or residential gross floor area as set out in subparagraph (1);

**Height**

(e) maximum *height* shall be in accordance with section 4(2) except that:

(i) one tower may be located within each permitted tower area as shown on Map 2 up to a maximum height of 125 metres, provided the *residential gross floor area, non-residential floor area*, or any combination thereof, of any floor located above the maximum *heights* shown on Map B does not exceed 750 square metres.

(ii) notwithstanding paragraph (12)(1)(482)(e)(i), buildings containing exclusively *non-residential gross floor area* will be permitted within each permitted tower area located north of Queens Quay East as shown on Map 2 up to a maximum height of 62 metres, provided the non-residential floor area of any floor located above the maximum heights shown on Map B does not exceed 1600 square metres.

(f) Paragraph (12)(1)(482)(e) does not prevent the erection or use of the following for buildings located within each permitted tower area as shown on Map 2:

(i) A stair tower, elevator shaft, or other heating, cooling or ventilating equipment or window washing equipment or electrical energy generating equipment on the roof of the building or a fence, wall or structure enclosing such elements, provided:

(A) the maximum vertical extent of such elements or enclosure above the permitted height is no greater than 6 metres;
(B) the aggregate horizontal area of such elements, including the area contained within an enclosure, does not exceed 40% of the area of the roof of the building; and

(C) the width of any such elements, including the width of an enclosure, located within six metres of a lot line that is a street line, does not exceed 30% of the width of the main wall of the building facing the lot line provided the width is to be measured parallel to the lot line boundary;

(ii) structures identified in Section 4(2)(a)(ii), subject to the limitations contained therein;

(iii) parapets to a maximum vertical projection of 1.0 metre; and

(iv) a chimney stack for a district energy, heating and cooling plant, where permitted in accordance with paragraph (12)(1)(482)(a)(iii) and which has been approved by the Ministry of Environment.

**Angular Planes**

(g) no person shall, on a lot abutting the shaded area on Map 3 attached, erect or use a building or structure other than a tower as permitted in paragraph (12)(1)(482)(e)(i) and (f)(ii) that:

(i) exceeds the height at the line as set out in Column A below; and

(ii) penetrates the corresponding angular plane indicated in Angle column below, measured horizontally over the lot at the height determined in subparagraph (i) as shown in the diagram following the Chart;
COLUMN A

BASE HEIGHT AT LINE
AND POINT AT WHICH
ANGULAR PLANE IS
MEASURED (in metres)

<table>
<thead>
<tr>
<th>COLUMN A</th>
<th>ANGLE</th>
</tr>
</thead>
<tbody>
<tr>
<td>12</td>
<td>55</td>
</tr>
</tbody>
</table>

**Parking and Loading**

(h) parking facilities shall be provided in accordance with section 4(5) except that:
(i) the total number of parking spaces required to meet the requirements for residential use (excluding visitors) may be reduced by 4 parking spaces for each car share parking space provided and maintained on the lot. The limit on this parking reduction is calculated as the greater of: 4 x (total number of units/60), rounded down to the nearest whole number; or 1 space;

(i) loading facilities shall be provided in accordance with section 4(8) except that:

(i) for a block of land surrounded by public streets on all sides that includes more than one building, not more than one loading space – Type G shall be required to service all buildings on that block of land and other loading facilities for that block shall be provided in accordance with section 4(8).

**Residential Amenity Space**

(j) residential amenity space shall be provided in accordance with section 4(12), except that:

(i) the maximum amount of indoor residential amenity space which shall be required for any building is 300 square metres;

(ii) the maximum amount of outdoor residential amenity space which shall be required for any building is 300 square metres;

(iii) residential amenity space provided indoors may be provided in rooms which are not contiguous; and

(iv) residential amenity space shall only be required for buildings containing 20 or more dwelling units which are not grade related and where access to all such dwelling units is by means of a common internal corridor.

**Stepbacks**

(k) no building or structure within a designated tower area as shown on Map 2 may exceed 38 metres in height unless the portion of the building above such height is setback from the exterior wall of the storey immediately below;
A. 5 meters adjacent to Queens Quay East;

B. 3 meters where such wall faces a street other than Queens Quay East

(l) All buildings located west of Cherry Street along the lot line adjacent to Lake Shore Boulevard East shall be set back a minimum of 7 metres from the Lake Shore Boulevard East road allowance;

(m) Window separation requirements in section 8(3) Part II 1(a) and (c) shall apply except that the minimum distance referred to in section1(a)(i) shall be 15 metres and the minimum distance referred to in section 1(a) (ii) shall be 7.5 metres.

Ground Floor Animation Areas

(n) no building or structure on a lot subject to a Ground Floor Animation Area requirement as shown on Map 4 may be erected or used unless:

(i) at least 60 percent of the ground floor of the building facades identified as Ground Floor Animation Areas on Map 4 are used for no purposes other than ground floor animation uses;

(ii) no dwelling units are located on the ground floor unless other permitted uses are provided, in an enclosed structure, between any part of the building containing dwelling units and a frontage identified as a Ground Floor Animation Area;

Build to Lines

(o) no building may be erected or used on a lot subject to a Build to Line as shown on Map 5 unless:

(i) an exterior face of the building is located no more than 0.15 metres back from the Build to Line between grade and a height of 12 metres, for a minimum of 60% of the length of the frontage of the lot identified as the Build to Line; and
Section 37 Agreements

(p) pursuant to Section 37 of the Planning Act, the heights and density of residential development contemplated herein are permitted subject to compliance with all of the requirements set out in section 12(1)(482) and in return for the provision by the owner of the lot of the following facilities, services and/or matters on terms satisfactory to the City at the owner’s sole expense and in accordance with and subject to the agreement(s) referred to in subparagraph (iv) below:

(i) on the lands in A2 on Map 1 to secure new affordable rental housing, which shall comprise either:

(A) the provision and maintenance on the lot, or on other lands in the same Area as shown on Map 1, of not less than 20% of the total number of dwelling units as new affordable rental housing, as defined by the City of Toronto Official Plan for a term of not less than 25 years; or

(B) the provision of sufficient land in the Keating Channel Precinct or in combination on the lands municipally known in 2010 as 480 and 480A Lake Shore Boulevard East to construct dwelling units equal in number to 20% of the total dwelling units on the lot:

(ii) on the lands in each of Area A1, Area B and Area C shown on Map 1 to secure new affordable rental housing which shall comprise either:

(A) the provision and maintenance on the lot, or on other lands in the same Area as shown on Map 1, of not less than 20% of the total number of dwelling units as new affordable rental housing, as defined by the City of Toronto Official Plan for a term of not less than 25 years; or

(B) one of the following to be determined at the sole discretion of the City:

1. a dedication to the City of sufficient land to construct 20% of the total number of dwelling units on the lot; or
2. A cash-in-lieu contribution to the City in the amount of the value of the dedication referred to in 1, to be paid prior to the issuance of the first above-grade building permit for the lot.

(iii) any development containing ownership dwelling units shall provide not less than 5% of all ownership dwelling units on the lot with the following size restrictions:

(A) A maximum residential gross floor area of 46.5 square metres for a bachelor dwelling unit;

(B) A maximum residential gross floor area of 60.4 square metres for a one-bedroom dwelling unit;

(C) A maximum residential gross floor area of 79 square metres for a two bedroom dwelling unit;

(D) A maximum residential gross floor area of 93 square metres for a three bedroom dwelling unit;

(E) A maximum residential gross floor area of 120 square metres for a two bedroom rowhouse/rowplex; and

(F) A maximum residential gross floor area of 135 square metres for a three bedroom rowhouse/rowplex;

(iv) the owner of lands within the Keating Channel Precinct proposed for residential uses shall enter into one or more agreements with the City pursuant to section 37 of the Planning Act to secure the facilities, services and matters required by this paragraph, with conditions providing for indexing of the financial contributions, indemnity, insurance, GST, termination and unwinding, and registration and priority of the agreement, and such agreements are to be registered on title, to the satisfaction of the City.

Holding Symbol

(q) lands zoned with the “h” symbol shall not be used for any purpose other than as provided for in paragraph (c) above until the “h” symbol has been removed. An amending by-law to remove the “h”
symbol in whole or in part, and in respect of specific uses, shall be enacted by Council when the implementation of the following conditions at the owner’s sole expense has been secured to the satisfaction of Council through the execution and registration on title of an agreement or agreements pursuant to Section 37, 51 and/or 53 of the Planning Act or Section 114 of the City of Toronto Act, 2006, as appropriate:

(i) the provision of an infrastructure and storm water management plan dealing with, among other matters, the provision of roads, sewers and water services, public parks and community services and facilities;

(ii) Council is satisfied as to the availability of all infrastructure and servicing requirements necessary to accommodate development on the lot, and all necessary transportation, servicing and other infrastructure improvements have been secured at the Owner’s expense to the satisfaction of the City of Toronto;

(iii) the provision of a satisfactory streets and blocks plan is prepared demonstrating how the development provides for new streets and blocks in relation to the existing and proposed system of streets;

(iv) where applicable, inclusion of a provision in the agreement that the Owner will convey land to the City, for nominal consideration, for the extension of Queens Quay East, the realignment of Cherry Street and Parliament Street, any widening of Lake Shore Blvd. East, the Promenade along the north side of the Keating Channel, and other roads necessary to serve the development of the lot;

(v) the provision of a phasing plan dealing with the sequencing of development and the timing of the provision of the infrastructure and services addressed in subparagraphs (12)(1)(482)(q)(i) to (iv);

(vi) a public art contribution at the owner’s expense in accordance with the City’s public art program of a value not less than 1% of the gross construction costs of all buildings and structures to be erected on the lot;

(vii) the owner shall construct and maintain the development in accordance with Tier 1 performance measures of the Toronto Green Standard as adopted by Toronto City Council;
provision of a higher level of sustainable performance measures is encouraged. To this end the owner shall be encouraged to undertake the following:

A. provide post construction Energy Modelling Reports and As Built Drawings to the Chief Planner and Executive Director, City Planning, from a qualified Professional Engineer or Architect involved in the design and construction, confirming that the new building(s) has been constructed and incorporates Tier 2 TGS performance measures satisfactory to the chief Planner; and


the connection of all buildings to a district energy system and/or on-site renewable energy sources, if available at costs comparable to other energy sources;

the provision of a three dimensional computer model, prepared by a qualified consultant, which demonstrates to the satisfaction of the City that built form continuity has been addressed;

the submission of Site Plan Application(s) for review and comment by the Waterfront Design Review Panel;

the provision of a noise and vibration study, prepared by a qualified noise consultant, and detailed design plans, all to be peer reviewed by the City at the owner’s expense, which demonstrate to the satisfaction of the City that appropriate noise mitigation measures will be implemented;

the provision of a wind study, prepared by a qualified wind consultant, and detailed design plans, which demonstrate to the satisfaction of the City that appropriate built form and other wind mitigation measures will be implemented, with such study to be submitted to the City prior to the submission of Site Plan Application(s) to the Waterfront Design Review Panel;

the submission of a soil and groundwater management strategy prepared by a qualified consultant which demonstrates to the satisfaction of the City that
contaminated soil and groundwater can be managed in a manner that is consistent with Provincial regulations;

(xv) written confirmation form the Toronto and Region Conservation Authority that the flood protection landform in West Don Lands is complete and functional;

(xvi) in the case of lands within the Keating Channel Precinct proposed for residential uses, in addition to those matters set out above, the owner has elected to provide the facilities, services or matters referred to in paragraph (12)(1)(482) (p) above and entered into the agreement(s) referred to in subparagraph (12)(1)(482)(p)(iv);

(xvii) in the case of lands containing the structure known as the “Victory Soya Silo” and known municipally in 2010 as 351 Lake Shore Blvd. East, in addition to the matters set out in subparagraphs (12)(1)(482) (p) (i) to (xi) above, the owner shall agree to submit a Heritage Plan satisfactory to the Chief Planner to include amongst other matters retention of the Silos and reuse opportunities;

(xviii) in the case of the lands within Area A2 as illustrated on Map 1, in addition to the matters set out in subparagraphs (12)(1)(482)(p)(i) to (xi), the owner shall prepare a conceptual design for a school, a community centre, associated open spaces and other potential uses to the satisfaction of the City and the relevant school board(s).

(xix) In the case of lands in each of Areas A1, A2, B or C within the Keating Channel Precinct proposed for residential uses, in addition to those matters set out above,

(A) the owner has provided an affordable housing strategy which establishes targets for meeting the affordable housing requirements in the Area to the satisfaction of the Chief Planner by:

1. unit type, ensuring that they are generally in the same proportion and mix by bedroom type as the residential units that are not affordable housing units;
2. development parcel, identifying the order of development to ensure that the requirements are achieved prior to or at the same rate as
development of the residential units that are not affordable housing units;

3. identifying proposals to meet the requirements through the conveyance of land or, for lands other than Area A2, the provision of cash-in-lieu; and

4. by including a report on the affordable housing achievements to date in the Area for the second and subsequent lots in each Area applying for the removal of the “h” symbol where it is to be removed in phases within the same Area

**Definitions**

For the purposes of this exception:

“affordable rental housing” means rental housing where the total monthly shelter cost (gross monthly rent including utilities—heat, hydro and water—but excluding parking and cable television charges) is at or below the average Toronto rent by unit type (number of bedrooms) as reported annually by the Canada Mortgage and Housing Corporation;

“car share motor vehicle” means a motor vehicle available for short term rental, including an option for hourly rental, for the use of at least the occupants of a building erected within the lot.

“car share parking space” means a parking space that is provided exclusively for the use of vehicles that are used exclusively for the parking of a car share motor vehicle.

“district energy, heating and cooling plant” means a building or structure that is used for the production of electrical power, heating and/or cooling which is generated/converted at one or more linked locations and then is distributed to the users;

“ground floor” means the first floor of a building or structure above grade;

“ground floor animation uses” shall have the same meaning as the expression street-related retail and service uses, except that, in addition to those uses listed in sections 8(1)(f)(b)(i), (ii), and (iv), an artist’s or photographer’s studio, or a custom workshop and an entrance to a residential building shall also be permitted;
All other italicized terms shall have the same meaning as in Bylaw 438-86.

ENACTED AND PASSED this _____day of __________, A.D. 2010.

DAVID R. MILLER, 
WATKISS 
Mayor 

ULLI S. WATKISS, 
City Clerk 

(Corporate Seal)

Proposed Maps

Area Referred to as: “Keating Channel Precinct”
Map A: District Use Map
Map B: Maximum Heights
Map 1: Density
Map 2: Permitted Tower Areas
Map 3: Angular Plane
Map 4: Ground Floor Animation Areas
Map 5: Build To Lines

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

DAVID R. MILLER, 
Mayor 

ULLI S. WATKISS, 
City Clerk 

(Corporate Seal)

Map A (District Use Map)

* Note: Streets A, B, C and D are for illustrative purposes only

Keating Channel Precinct West

File # 10_117319

Not to Scale
06/02/2010
Map B (Maximum Heights)
Map 1 (Density)
Map 2 (Permitted Tower Areas)

Staff report for action – Directions Report – Lower Don Lands Official Plan Amendment and Keating Channel Precinct West Zoning By-Law 52
Map 3 (Angular Plane)
Map 4 (Ground Floor Animation Areas)

Map 5 (Build to Lines)

* Note: Streets A, B, C and D are for illustrative purposes only

Keating Channel Precinct West

Map 5 Build To Lines

File # 10_117319
Attachment 7

Existing Zoning