



# PORT LANDS PLANNING FRAMEWORK



WATERFRONToronto

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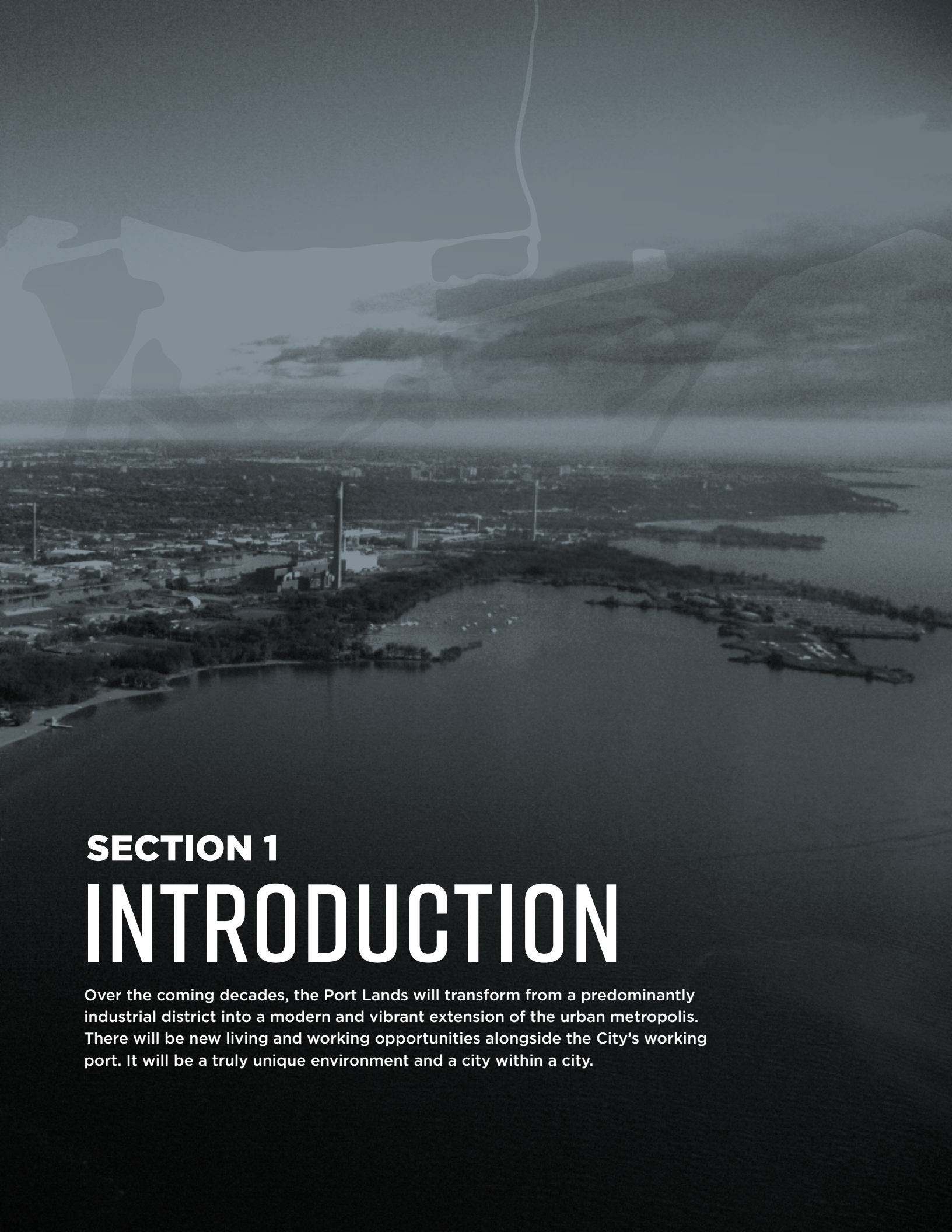
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Bird's eye aerial of the Port Lands



## **SECTION 1**

# **INTRODUCTION**

Over the coming decades, the Port Lands will transform from a predominantly industrial district into a modern and vibrant extension of the urban metropolis. There will be new living and working opportunities alongside the City's working port. It will be a truly unique environment and a city within a city.

To guide this transformation, the City of Toronto and Waterfront Toronto, at the direction of City Council, initiated the development of this Plan, the Port Lands Planning Framework (the Framework). The Framework is a comprehensive 50-plus year vision for the area. It provides a context for positive change and establishes new and enhanced policy direction for the area.

The Port Lands is one of the most significant urban renewal opportunities in Toronto, but also a remarkable place today. At 325 hectares and within close proximity to Toronto's downtown, it has fantastic built, landscape, and water features not found elsewhere in the city. This Framework cherishes and deliberately reveals these features, and harnesses them for the enjoyment and benefit of all Torontonians. It also recognizes and sets in place a series of transformational moves that will captivate people for generations to come.

While this Framework is comprehensive in nature, two key elements are pushed to the forefront - creating a resilient urban structure that can stand the test of time, and providing clarity on land use expectations. The resilient urban structure is less about moving cars, and more about moving people, making a city work and creating the setting for

a vibrant mixed-use living and working environment. It provides clarity for lasting public and private investment. The more detailed land use direction clarifies expectations and balances competing interests. The land use direction will ensure that urban renewal in the Port Lands can deliver significant benefits for all Torontonians. It requires careful curation and choreographing to achieve both strategic city-building objectives and the continued viability of active industry. The Plan recognizes that land use is important, but also evolutionary. It lays a foundation to manage this evolution.

Given the Port Lands size and its broader city-building role, achieving the transformation will require phasing, patience and an appreciation that outcomes will not always be instantaneous. Initial efforts will be focused on the transformational moves that will deliver the greatest possible outcomes for all Torontonians.



# 1.1

# THE FRAMEWORK IN BRIEF

The Framework is a high-level visionary document that considers the wealth of possibilities for the Port Lands and sets its direction for the future. In brief, the Framework provides one vision to guide the transformation over the next 50+ years. The vision includes:

- **Six essential elements** to ground the vision and define the Port Lands character;
- **Seven transformation moves** to unlock the potential of the Port Lands; and
- **Twelve objectives** to define what is to be achieved and measure success.

Comprehensive directions and recommendations related to land use, parks and open spaces, cultural heritage, complete and inclusive communities, movement and access, built form, arts and culture, sustainability, biodiversity, servicing, and implementation are also presented. Collectively, these directions and recommendations form a blue print for achieving the vision.

## ONE VISION

TO GUIDE THE TRANSFORMATION  
OVER THE NEXT 50+ YEARS



## 1.2

# ROLE AND PURPOSE OF THE FRAMEWORK

The Port Lands Planning Framework has been prepared to guide the physical transformation of the Port Lands from a primarily industrial and employment area to a modern, vibrant mixed-use city district. The Framework is:

- A high-level, long-term planning framework to guide urban revitalization and redevelopment;
- An outline of the key city-building directions required to unlock and realize the Port Lands interim and full potential;
- A rationale to support amendments to the Central Waterfront Secondary Plan that reflect the results of extensive planning, technical studies, landowner and stakeholder consultation, and intent and purpose; and
- A guide for decision making for all levels of government, as well as landowners and users.

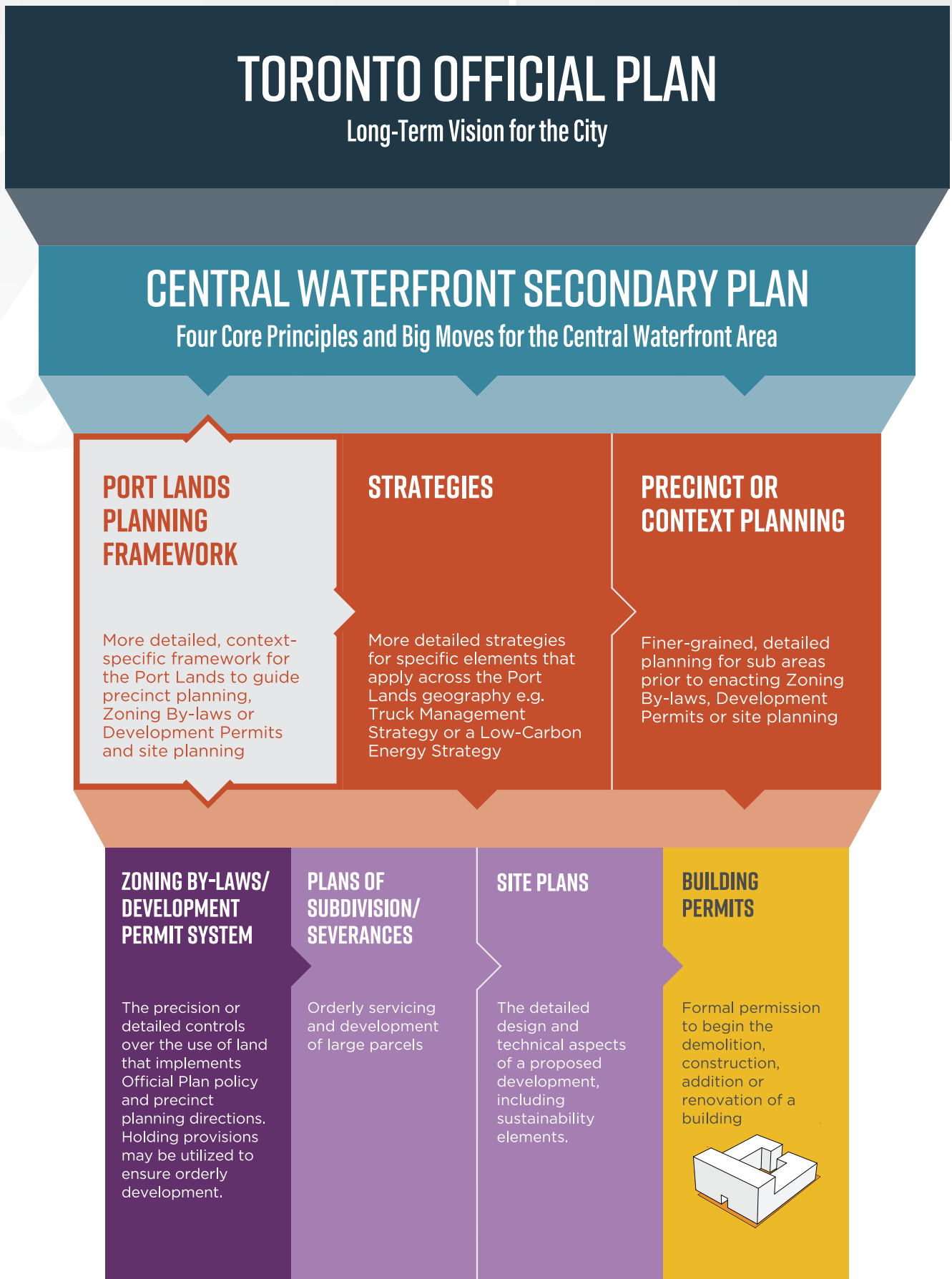
The Framework aims to encourage excellence and innovation to realize the vision for the Port Lands. Given the long-term nature of this framework and scale of the Port Lands, the Framework is flexible in some instances and prescriptive in others. It provides guidance for those elements of critical importance to ensure the vision and full potential of the Port Lands is realized. It also maintains flexibility to enable diverse

and innovative solutions as development unfolds over the coming decades.

Precinct planning will continue to be used as a key implementation tool for areas anticipated to comprehensively redevelop with mixed-use residential uses. Precinct plans will build on and enhance the recommendations and directions in this plan. They will provide more detailed study to the level of detail and precision needed to move from Official Plan policies to Zoning By-laws or Development Permit Systems and Plans of Subdivision. In some instances, development may proceed in the absence of precinct planning as outlined in this Framework. In these instances, looking beyond individual site boundaries will be required to ensure development appropriately responds to surrounding buildings, streets, open spaces, natural heritage features, and heritage resources, while also demonstrating that the proposal positively contributes to realizing the overarching vision for the Port Lands.

As development unfolds, both the public and private sectors will be encouraged to go beyond the recommendations and directions of this Framework to contribute to a progressive agenda for change and to create places, whether new mixed-use communities or intensified industrial districts, that the people of Toronto can be truly proud of.

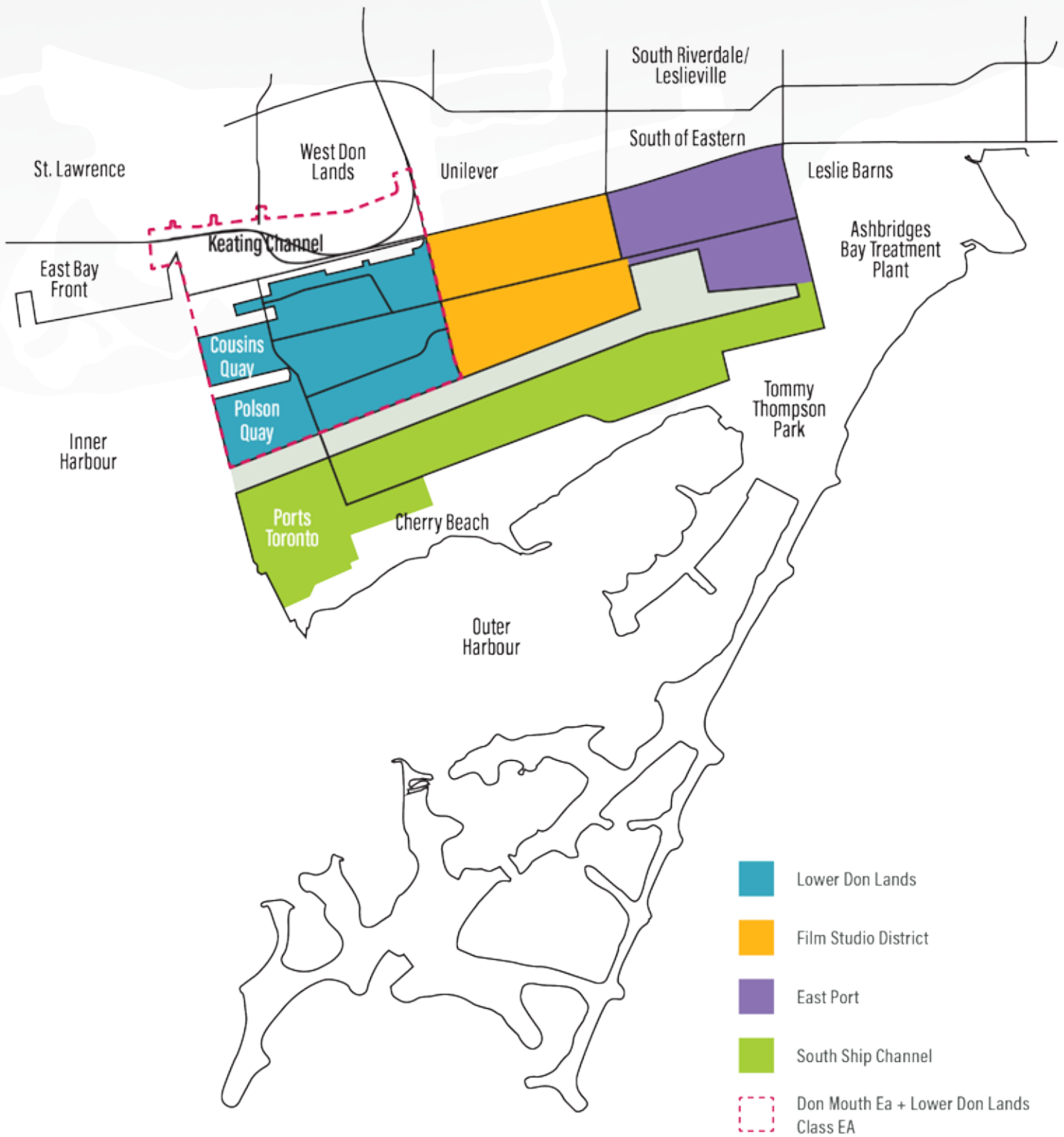
Figure 1: Planning System



# 1.3 THE GEOGRAPHY OF THE FRAMEWORK

The Framework is focused specifically on the 325 hectares of land bounded by the Inner Harbour to the west, the Keating Channel and Lake Shore Boulevard East to the north, Leslie Street to the east and Unwin Avenue to the south. It applies to four interdependent areas: the Lower Don Lands, Film Studio District, East Port and South Ship Channel. The Keating Channel Precinct, the Gardiner East EA and other adjacent lands, while not part of the geography of this Framework, provide important context.

Figure 2: The Port Lands Geography and Context



## 1.4

# DEVELOPING THE FRAMEWORK

The development of the Port Lands Planning Framework arose during the conclusion of the Port Lands Acceleration Initiative (PLAI) in 2012. City Council directed City and Waterfront Toronto staff to develop a Port Lands-wide planning framework using the outcomes of the PLAI as a starting point.

Precinct planning in Villiers Island advanced concurrently with the Framework process. Key directions from the outcomes of the precinct

planning for the Island have been integrated into this Framework.

An integrated transportation and servicing Environmental Assessment (EA) — known as the Port Lands and South of Eastern Transportation and Servicing Master Plan (TSMP) — was also advanced concurrently with the Framework. The EA comprehensively identified preferred solutions for the street, surface transit, and municipal servicing networks for the Port Lands and South of Eastern area.

## A Five Stage Process

The Framework has been prepared in five stages (see Figure 4). The process was officially launched in late 2013. The first stage included the completion of the Port Lands Profile and the identification of Revitalization Objectives to inform the development of the Framework and related studies. An introductory community meeting was held which introduced the study and the related initiatives.

The second stage involved developing and consulting on land use, transportation and municipal servicing options, and completing the Port Lands Planning Framework: Land Use Direction. The Land Use Direction was

adopted by City Council in June 2014 to be used as the basis for continued planning in the Port Lands. The vision was developed through extensive consultation with the public and stakeholders to provide greater clarity and certainty about activities and uses in the Port Lands, as well as direction to eliminate or minimize potential conflicts between different land uses.

The third stage involved holding a vision workshop. The Port Lands Design Charrette took place on July 23-24, 2014. Hosted by the City of Toronto City Planning Division, with Waterfront Toronto and the TRCA, this two-day participatory, urban design

Figure 3: Current Planning Initiatives

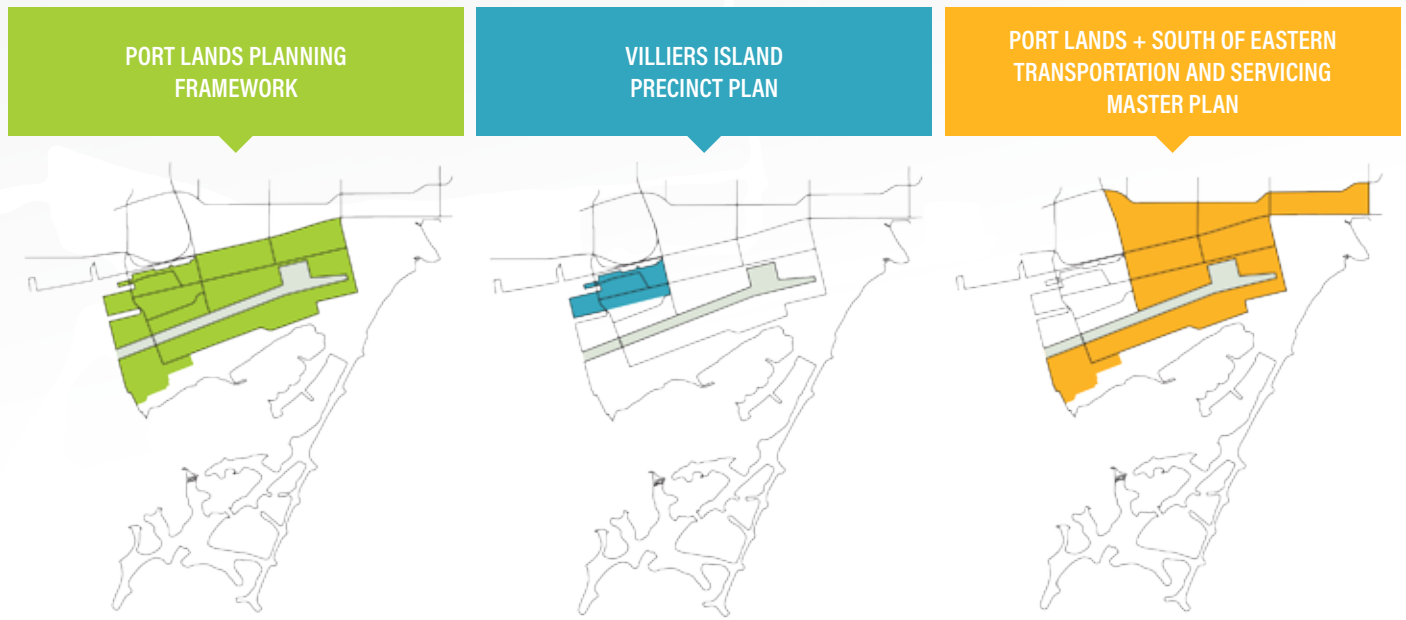
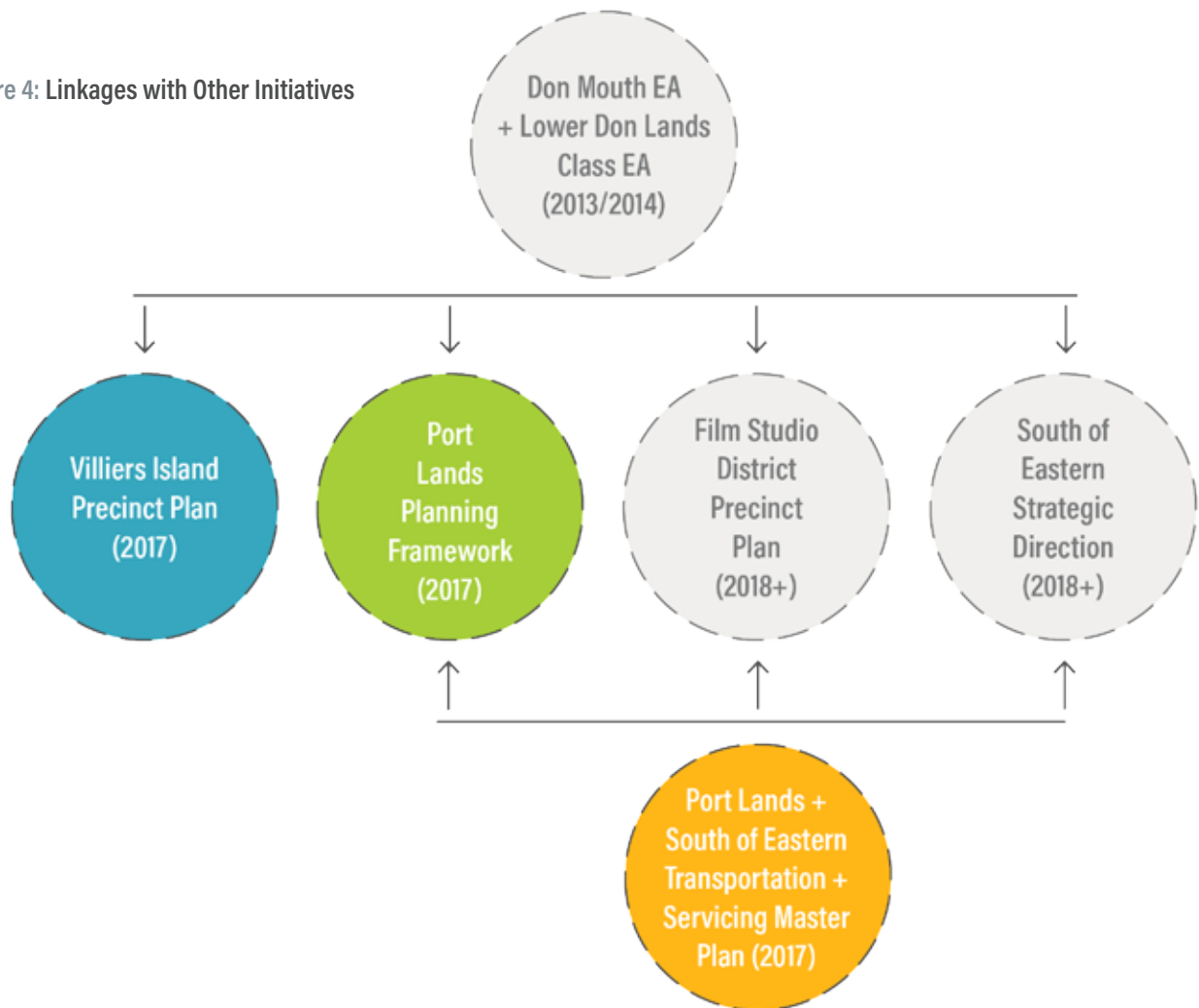


Figure 4: Linkages with Other Initiatives



driven workshop focused on defining a cohesive vision and priorities for the Port Lands. A photographic archive of photos taken by Charrette participants are provided in Appendix 1.

The objectives of the Charrette were to elevate awareness of the Ship Channel as a defining element of the Port Lands and build a common vision for this feature. Additionally, the Charrette was used to identify and define opportunities for improving public access south of the Ship Channel (excluding the Lake Ontario Park Master Plan). Approximately 60 overarching ideas were generated at the Charrette that informed the development of the overall vision and urban structure for the Port Lands to feed into the next stage.

The fourth stage involved establishing comprehensive emerging directions for all aspects of the Framework. The Shaping the Future consultation in November 2015 comprehensively presented these emerging directions for the Framework and preferred solutions for the Port Lands and

South of Eastern Transportation and Servicing Master Plan. Directions were organized into three areas:

1. Vision and Structure;
2. Character and Place; and
3. Transportation and Servicing.

The Vision and Structure elements established a resilient framework for creating diverse places in the Port Lands. The Character and Place elements defined the function and character of the diverse places, refined land use direction and provided additional emerging directions for built form, sustainability, and biodiversity. The Character and Place elements create complete, inclusive communities and culture and art. The Transportation and Servicing elements focused on how the project team arrived at the preferred street network, the complete street principles established for the area and character of streets, as well as the integration of future municipal servicing.

The final stage of the process involved incorporating feedback from the consultation and refining directions.

Figure 5: Port Lands Planning Framework Process





# Public Engagement

A robust and extensive consultation process was undertaken as part of the Framework process. People came together throughout the process to identify their key ideas, interests and opportunities for the Port Lands that helped to shape the directions in this Framework. Public engagement activities included:

- Six Port Lands Stakeholder Advisory Committee (SAC) meetings;
- Five Landowner and User Advisory Committee (LUAC) meetings;
- Individual meetings at key stages with a wide variety of stakeholders and agencies, including individual landowners and users such as Ports Toronto, Hydro One, Ontario Power Generation, Toronto Port Lands Company, Pinewood Toronto Studios, Port Lands Energy Centre and other private landowners;
- Industry specific meetings, with key industries anticipated to remain in the Port Lands and with the Toronto Industry Network;
- Engaging the film sector, including one-on-one interviews with film studio owners and operators, consulting with location managers, production managers and producers, presenting to representatives from Film Ontario and presenting to the City of Toronto’s Film Board on two occasions;



Port Lands Charrette

## CONSULTATION HIGHLIGHTS



- Establishing a Biodiversity Working Group comprised of community and industry stakeholders, nature enthusiasts and experts;
- Outreach to Aboriginal and First Nations. The project team met with the Mississaugas of Scugog Island and New Credit First Nations at various points in the process, providing an overview of the work and listening to feedback;
- Holding the two day Port Lands Vision Workshop with representatives from the Port Lands SAC and LUAC;
- A number of broad community consultation meetings at key stages of the project, including an all-day open house and two evening workshops to present and receive feedback on the emerging direction for the Framework. Presenting the emerging and final directions to Waterfront Toronto's Design Review Panel and to a panel of experts to elicit feedback on the overall vision and other key elements; and
- Specific consultation with the Stakeholder Advisory Committee, relevant landowners and users and broader community consultation meetings for the Villiers Island Precinct Plan; and
- A project specific website - [www.portlandsconsultation.ca](http://www.portlandsconsultation.ca) - to post information related to the planning and to obtain feedback from the public using online feedback forms.



February 2014 Consultation



Port Lands Charrette



Port Lands Charrette



November 2015 Shaping the Future Consultation



November 2015 Shaping the Future Consultation



Overview presentation at the November 2015 Shaping the Future Consultation

# 1.5

# DOCUMENT STRUCTURE

The Framework is organized as follows:

**Section 1** of the Framework sets out the background and context of the Port Lands and key aspects that have informed the development of the Framework.

**Section 2** presents the Vision for the Port Lands, including the six essential elements that ground the Vision, the seven transformational moves to unlock the Port Lands potential, and the 12 objectives to define what is to be achieved and measure success for urban renewal and redevelopment in the Port Lands.

**Section 3** comprehensively outlines the findings and identifies the Directions and Recommendations for the Port Lands. Official Plan policy for each area and any additional recommendations are also identified.

**Section 4** presents implementation direction, including the timing and delivery of key infrastructure, public and private contributions needed to support the Framework, and a more detailed summary of the planning tools needed to realize the vision and directions.

## Putting the Framework in Action:

The Framework will be implemented through a range of actions organized in three different categories. Recommendations using the three categories are identified at the end of each Section:



**Recommended Official Plan policy direction**



**Development of Port Lands wide strategies or additional follow-on research/analysis**



**Additional consultation in more detailed planning or at detailed design related to key aspects of the plan**