

Ookwemin Minising Implementation Update

Date: September 15, 2025

To: Executive Committee

From: Deputy City Manager, Development and Growth Services

Wards: Ward 14 - Toronto Danforth

SUMMARY

This report sets out a road map for the first phase of mixed-use development on Ookwemin Minising, Toronto's new island in the Port Lands. In January 2025, the City of Toronto, the Government of Canada, and the Province of Ontario announced \$975 million for Waterfront Toronto to advance the delivery of the revitalization plan on Ookwemin Minising. This tri-government investment includes foundational works to unlock new housing, public space, and supporting infrastructure.

Revitalizing Ookwemin Minising will be a complex, long-term undertaking. Over time, City Council will be required to approve matters related to affordable housing, major infrastructure, real estate transactions and land use planning.

City Council approvals are required at this time to advance Phase 1 of the island's development (the tri-government funded project), specifically for the City to:

- Authorize Waterfront Toronto, as revitalization lead, to initiate a developer proposal call process for a partner for the first development blocks on Ookwemin Minising (this report); and,
- Authorize Waterfront Toronto to act as an agent, for the purpose of planning applications, development approvals, and infrastructure design approvals, for the City and the City of Toronto Economic Development Corporation (operating as the Toronto Port Lands Company, TPLC), a City-owned corporation managed by CreateTO, for the purposes of advancing the development of Phase 1.

Current work includes an integrated planning and public realm study and business and implementation planning. A reporting roadmap is provided in Attachment 1. Key upcoming milestones include:

- Waterfront Toronto's launch of a developer proposal call for a development partner on Phase 1 lands;

- A staff report on the outcomes of the integrated planning and public realm study for the island; and
- A staff report on business and implementation planning matters, which will outline the public policy outcomes to be sought from the first development blocks to move forward in Phase 1 and on the transfer of Phase 1 lands to the City of Toronto from TPLC.

In May 2025, City Council adopted the Toronto Builds Policy Framework which outlines the City's priorities in developing its own land, including a strong focus on the retention of public land and creation of a range of new rental homes while contributing to complete communities. Council's adoption of this framework also provides for flexibility in recognition of challenging market conditions, the wide range of size and types of developments that may proceed on City land in the future, and the need for alignment with intergovernmental agreements and shared objectives.

City staff will report back as soon as possible, before the end of the second quarter of 2026, on the status of the market offering and to provide further details on business and implementation planning matters, including financing options and delivery models to pursue the City's affordable housing targets for Phase 1, and the contribution of this toward achieving Council's ambitious affordable housing goals for the island. This work is occurring in the context of significant market challenges, where the financial viability of residential developments is at all time high risk given increasing construction costs, coupled with foreign trade risks and US- initiated tariff disputes.

In addition to the market offering, work is ongoing related to early activation. The Early Activation Program for Ookwemin Minising will introduce "meanwhile uses" to support the emerging community, activate public spaces, enhance the visitor experience within the new Don River parkland system, and showcase the island's potential to future investors. These initiatives will help set the stage for phased development while testing new approaches to programming and placemaking. Waterfront Toronto is working closely with CreateTO (as manager of Toronto Port Lands Company lands), City divisions, and other landowners to plan and (in the City's capacity as owner of the City-owned lands in Ookwemin Minising Phase 1) coordinate early activation efforts, ensuring alignment with broader interim-use strategies across the Port Lands. Approval is recommended to authorize required agreements with Waterfront Toronto and TPLC for Ookwemin Minising.

Indigenous community engagement, relationship-building and reconciliation action are central to the implementation of Ookwemin Minising. Building on the City's Reconciliation Action Plan and the renewed waterfront vision adopted in 2022, the City, Waterfront Toronto, and partners are working with First Nations rightsholders and other First Nations, Inuit, Métis, and urban Indigenous communities to integrate their priorities into planning, design, and placekeeping. This commitment is reflected in the naming of the island and ongoing collaboration with Indigenous partners, architects, designers and consultants, including Trophic Design, an Indigenous-owned firm contributing knowledge and perspective to public realm and infrastructure design. These efforts build on Waterfront Toronto's Memorandum of Understanding with the Mississaugas of the Credit First Nation and their contributions to the Port Lands Flood Protection Project,

where Indigenous leadership has helped ensure respect for the histories of this area and shape the design of future neighbourhoods.

As waterfront revitalization progresses, the City and its partners remain committed to strengthening relationships, supporting Indigenous cultural revitalization, and ensuring the waterfront reflects Indigenous histories, rights, and enduring connections to land and water.

Concurrently, staff will continue discussions with their Provincial and Federal counterparts on further funding for waterfront revitalization, including Waterfront East transit and further phases of Ookwemin Minising, which are contingent on future approvals.

This next stage of work on the creation of a new mixed-income, mixed-use complete community on Ookwemin Minising marks a significant milestone for the Port Lands. The combined tri-government investment, the creation of Toronto's newest island, and the early delivery of housing and public spaces offer an opportunity to advance revitalization in the Port Lands.

RECOMMENDATIONS

The Deputy City Manager, Development and Growth Services recommends that:

1. City Council authorize Waterfront Toronto's undertaking of a competitive process to select a development partner for the delivery of housing and supporting mixed use development for the first Ookwemin Minising development opportunity, and direct the Deputy City Manager, Development and Growth Services in consultation with the Executive Director, Housing Development Office, the Chief Executive Officer, CreateTO (on behalf of Toronto Port Lands Company ("TPLC) as landowner), and other relevant City Division and Agency officials, to work with Waterfront Toronto officials on the developer proposal call.
2. City Council direct the Deputy City Manager, Development and Growth Services and the Deputy City Manager, Community and Emergency Services, to work with Waterfront Toronto officials on their program of tri-government-funded Early Activation on Ookwemin Minising Phase 1 lands, in collaboration with relevant officials from City Divisions, CreateTO (through TPLC as landowner), and other landowners.
3. City Council direct the Deputy City Manager, Development and Growth Services to work with the Chief Executive Officer, Waterfront Toronto, the Chief Executive Officer, CreateTO, and relevant City officials including the Executive Director, Housing Development Office and Executive Director, Corporate Real Estate Management, and report back to the Executive Committee by the end of the second quarter of 2026 with recommendations addressing:
 - a. Waterfront Toronto-led business and implementation plans for Ookwemin Minising Phase 1, including government financing and funding options and incentives, delivery models to advance the City's island-wide

30% affordable rental housing target and alignment with the Toronto Builds Policy framework.

b. Required Council direction and/or other authorities to support the transfer of the Phase 1 Lands from TPLC to the City of Toronto at the appropriate time.

c. The funding resources that will be required to support the proposed real estate transactions.

4. City Council authorize the inclusion of City lands in Ookwemin Minising Phase 1, and City Council as shareholder, direct the TPLC Board of Directors to authorize the inclusion of TPLC lands in Ookwemin Minising Phase 1, subject to further direction from City Council regarding the specific terms for transactions, which will be defined in Ookwemin Minising Phase 1 business and implementation plans.

5. City Council authorize the Director, Real Estate Services to negotiate and execute on behalf of the City any leases, licenses or other interim agreements, including agreements with Waterfront Toronto and other parties approved by Waterfront Toronto for nominal consideration, to provide access to City-owned lands for site investigations, site preparation (including the construction of enabling infrastructure), environmental remediation, interim activation, and any other early works related to the Ookwemin Minising Phase 1, on such terms and conditions as the Director, Real Estate Services deems appropriate and in a form satisfactory to the City Solicitor.

6. City Council as shareholder direct the TPLC Board of Directors to direct the Chief Executive Officer, CreateTO and the Executive Vice President, Port Lands Management, CreateTO to negotiate and execute on behalf of TPLC any leases, licenses or other interim agreements including agreements with Waterfront Toronto and other parties approved by Waterfront Toronto for nominal consideration, to provide access to TPLC-owned lands for site investigations, site preparation (including the construction of enabling infrastructure), environmental remediation, interim activation, and any other early works related to the Ookwemin Minising Phase 1, on such terms and conditions as the Chief Executive Officer, CreateTO deems appropriate and in a form satisfactory to the Chief Legal Counsel, CreateTO.

7. City Council authorize the Director, Real Estate Services to execute and deliver on behalf of the City, in consultation with the Executive Director, Housing Development Office and the Director, Waterfront Secretariat, City Planning Division, documentation granting the City's consent to Waterfront Toronto to act as the City's agent (in the City's capacity as owner of the City-owned lands in Ookwemin Minising Phase 1) in connection with any planning and development, infrastructure, servicing or other applications or agreements required for the development applications and interim activation of the Ookwemin Minising Phase 1 lands, including agreements with Toronto Hydro, Enbridge Gas or any third party utility provider, provided that Waterfront Toronto has agreed to assume all

costs and liabilities under such applications and agreements or alternatively, that the City itself execute such documentation solely in its capacity as landowner and upon such other terms and conditions as the Director, Real Estate Services deems appropriate in consultation with the Executive Director, Housing Development Office and the Director, Waterfront Secretariat, City Planning Division, and in form satisfactory to the City Solicitor.

8. City Council as shareholder direct the TPLC Board of Directors to direct the Chief Executive Officer, CreateTO and the Executive Vice President, Port Lands Management, CreateTO to execute, in consultation with the Executive Director, Housing Development Office and the Director, Waterfront Secretariat, City Planning Division, documentation granting TPLC's consent to Waterfront Toronto to act as TPLC's agent (in TPLC's capacity as owner of the TPLC-owned lands in Ookwemin Minising Phase 1) in connection with any planning and development, infrastructure, servicing or other applications or agreements required for the development applications and interim activation of the Ookwemin Minising Phase 1 lands, including agreements with Toronto Hydro, Enbridge Gas or any third party utility provider, provided that Waterfront Toronto has agreed to assume all costs and liabilities under such applications and agreements or alternatively, that TPLC itself execute such documentation solely in its capacity as landowner and upon such other terms and conditions as the Chief Executive Officer, CreateTO deems appropriate in consultation with the Executive Director, Housing Development Office and the Director, Waterfront Secretariat, City Planning Division, and in form satisfactory to the Chief Legal Counsel, CreateTO.

9. City Council direct the Chief Planner and Executive Director, City Planning and the Executive Director, Development Review to work with the Chief Executive Officer, CreateTO and Chief Executive Officer, Waterfront Toronto to establish an Ookwemin Minising Implementation Table with the Member of Council for Ward 14 - Toronto Danforth and the Mayor's Office.

10. City Council direct the City Manager to work with Waterfront Toronto officials and to continue to pursue discussions with their Provincial and Federal counterparts on further funding for waterfront revitalization, including Waterfront East transit and further phases of Ookwemin Minising.

FINANCIAL IMPACT

There is no additional financial impact resulting from the adoption of this report.

City Council has approved initial capital funding to support the first phase of implementation under the Next Phase of Waterfront Revitalization, a tri-government initiative jointly funded by the City of Toronto, the Government of Canada, and the Province of Ontario. Each order of government has committed \$325 million for a total investment of \$975 million.

At its meeting in May 2025, through [EX23.9 – Adjustments to Capital Budget, Carry Forward Funding and Future Year Commitments](#), City Council approved an increase of

\$39 million to the Waterfront Revitalization Initiative, with \$19 million in 2025 and \$20 million in 2026, fully funded by debt. These funds support initial design work and early implementation efforts for projects including Ooqwemin Minising. Remaining funding allocations will be brought forward through the 2026 Budget process for the Mayor's consideration.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

EQUITY STATEMENT

The City of Toronto recognizes that housing is essential to the dignity and well-being of residents and to building healthy, inclusive, and sustainable communities.

Creating new affordable homes expands opportunities for lower-income and vulnerable individuals, as well as those from equity-deserving groups, to access safe, secure, and adequate housing. Affordable homes are a cornerstone of vibrant, healthy neighbourhoods and contribute to the social, environmental, and economic health of the city, region, and country.

Indigenous community engagement, relationship-building and reconciliation action are also central to the implementation of Ooqwemin Minising and the next phase of waterfront revitalization. Building on the City's Reconciliation Action Plan and the renewed waterfront vision adopted in 2022, the City, Waterfront Toronto, and partners are working with First Nations, Inuit, Métis, and urban Indigenous communities to integrate their priorities into planning, design, and placekeeping. The City and its partners remain committed to strengthening relationships, supporting Indigenous cultural revitalization, and ensuring the waterfront reflects Indigenous histories, rights, and enduring connections to land and water.

Advancing the implementation of Ooqwemin Minising through partnerships provides an opportunity to align affordable housing delivery with the City's reconciliation commitments. By integrating good-quality, affordable homes with Indigenous placekeeping, public realm investments, and critical infrastructure, the City aims to create vibrant, inclusive, and healthy neighbourhoods that support equitable outcomes for current and future generations.

DECISION HISTORY

In May 2025, City Council adopted *"EX23.9 - Adjustments to Capital Budget, Carry Forward Funding and Future Year Commitments"* recognizing the federal, provincial, and municipal governments commitment of approximately \$975 million to advance key priority projects including Ooqwemin Minising and approving the City's funding contribution for the early stages of the construction project. The remaining annual cash flow funding requirements will be included through the 2026 Budget process for the Mayor's consideration.

<https://secure.toronto.ca/council/agenda-item.do?item=2025.EX23.9>

In May 2025, City Council adopted item PH21.4 - Toronto Builds: A Policy Framework to Build More Affordable Rental Homes on Public Land, which consolidated a range of City housing programs and established a set of City policies and priorities for the development of City-owned land for new housing, in accordance with intergovernmental agreements and shared objectives. City-owned lands in Ookwemin Minising are identified as part of the portfolio of lands subject to the policies of Toronto Builds.

<https://secure.toronto.ca/council/agenda-item.do?item=2025.PH21.4>

In December 2024, City Council adopted item EX19.2 - Next Phase of Waterfront Revitalization - Update endorsing the Ookwemin Minising enabling infrastructure project to enable the future development of approximately 4,500 new total housing units on Blocks 3, 7, 8, 12 and 16, and the completion of Biidaasige Park (the northwest portion, which was previously referred to as Promontory Park North) and a program of early activation ('meanwhile uses') on adjacent future development lands. City Council also directed staff to explore opportunities to add additional density on public lands in Ookwemin Minising and adjacent precincts.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.EX19.2>

In November 2024, City Council adopted item EX18.3 designating the new island in the Port Lands as "Ookwemin Minising" and adopted the name "Biidaasige Park" for the new park in the Port Lands which were previously referred to as River Park, Promontory Park (North and South) and Don Greenway. <https://secure.toronto.ca/council/agenda-item.do?item=2024.EX18.3>

In June 2024, City Council adopted item PH13.2 - Ookwemin Minising (Villiers Island) Precinct Plan - City-Initiated Official Plan and Zoning By-law Amendment - Decision Report - Approval.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.PH13.2>

In April 2024, City Council adopted item EX13.5 - New Island, New Beginnings: Furthering Reconciliation and an Indigenous Cultural Framework for the Port Lands.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.EX13.5>

In December 2017, City Council adopted the Port Lands Planning Framework (PLPF), Port Lands Official Plan Modification (OPM) and Ookwemin Minising (Villiers Island) Precinct Plan which outlined a comprehensive 50-plus year vision for the area.

<https://secure.toronto.ca/council/agenda-item.do?item=2017.PG24.6>

COMMENTS

More than twenty years ago, the City of Toronto, the Province of Ontario, and the Government of Canada came together around a shared vision: to transform Toronto's waterfront into a place of local, provincial, and national pride. That vision led to an action plan and the creation of Waterfront Toronto and two major phases of tri-government investment that have reshaped neighbourhoods, reconnecting the city to the lake, and establishing Toronto as a leader in innovative city building. Guided by extensive public consultation and collaborative partnerships, the waterfront has been,

and continues to be, transformed through new parks and public spaces, modern infrastructure, and thriving mixed-use communities.

Toronto's newest island, Ookwemin Minising, began opening to the public in stages this summer. Created through the Port Lands Flood Protection Project, the island transforms 39.6 hectares of former industrial land into a climate-resilient, mixed-use waterfront community anchored by restored natural systems. A first phase of Biidaasige Park opened in July 2025 and subsequent areas will open in 2026.

Now, with the approval of a further phase of tri-government investment totaling \$975 million, Toronto is entering the next chapter of this ambitious transformation. Building on this major milestone, City staff and partners are advancing the planning, approvals, and agreements needed to start the first phase of mixed-use development, targeted for occupancy in 2031-2032.

Toronto Waterfront Enabling Infrastructure Project Overview

In January 2025, the City of Toronto, the Government of Canada, and the Province of Ontario announced the Toronto Waterfront Enabling Infrastructure Project to advance the delivery of Waterfront Toronto's revitalization plan. This investment includes foundational works to unlock Ookwemin Minising for new housing, public space, and supporting infrastructure.

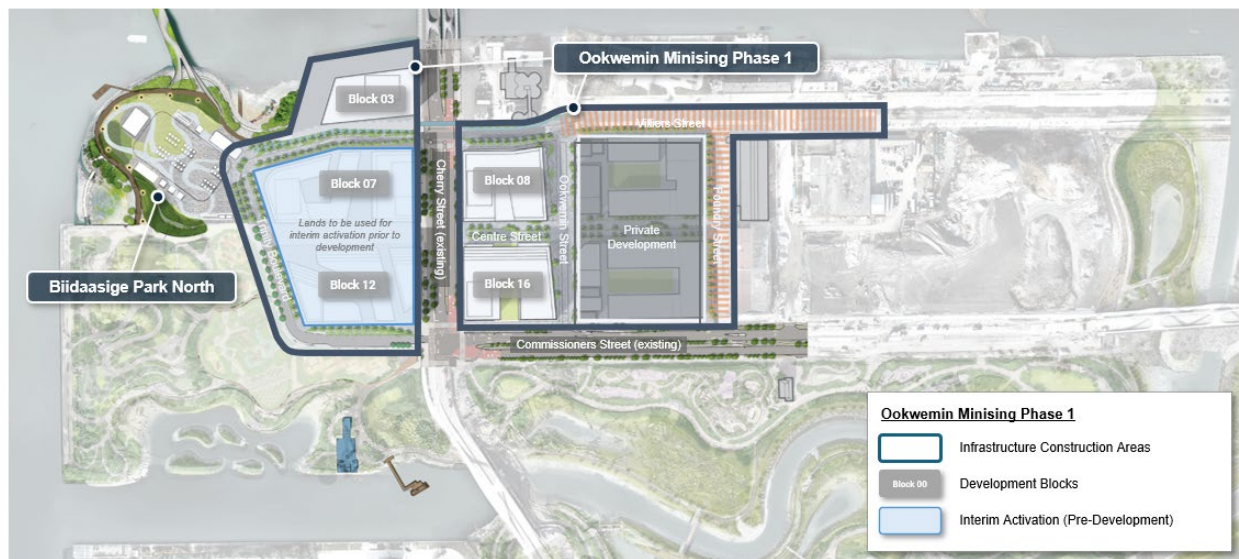
On Ookwemin Minising, this tri-government investment will enable the following:

- Approximately 4,500 residential units across Phase 1 lands (Blocks 03, 07, 08, 12, and 16), with a Council-approved target of 30 percent affordable rental housing across the island. Development will occur over time on a phased basis. See Figure 1 below;
- Design and completion of Biidaasige Park, and an Early Activation strategy to attract activity and investment ahead of full build-out;
- Local roads and servicing east and west of Cherry Street and north of Commissioners Street to service Phase 1;
- Upgrades to sanitary sewer and storm water management systems; and
- Design of infrastructure, streetscape and public realm planned for future phases on the eastern part of the island (up to 30% schematic design).

In December 2024, City Council affirmed Waterfront Toronto as the revitalization lead for Ookwemin Minising, subject to tri-government funding which has now been secured for the western part of the island. Accordingly, Waterfront Toronto will be responsible for preparing business and implementation plans, undertaking site preparation work (including site investigations, environmental remediation, and risk management), planning approvals, design and delivery of enabling infrastructure (hard services and public realm improvements), early activation, community services, public engagement, Indigenous engagement, promotion and marketing, developer proposal calls, and

facilitating future land transactions, subject to necessary approvals from landowners. This will be done in collaboration with the City and CreateTO.

Figure 1 - Ookwemin Minising Phase 1



Staff from the City, Waterfront Toronto, and CreateTO, have been focused on advancing the roadmap that would enable implementation of the tri-government funded priorities. The roadmap considers the approvals required from the City and TPLC, managed by CreateTO, which together hold title of lands within the Phase 1 program, including future development blocks, rights-of-way, and public realm. A 2025-2026 reporting roadmap is provided in Attachment 1 which summarizes anticipated next steps. A land ownership map is provided as Attachment 2.

Ookwemin Minising Implementation Updates

Integrated Planning and Public Realm Study

In response to direction from City Council in December 2024, Waterfront Toronto, the City, and CreateTO have initiated further work to explore opportunities to increase the number of homes on Ookwemin Minising. This work builds on the 2024 study jointly undertaken by the three parties and is intended to identify strategies for delivering additional housing while delivering high standards for design, public realm, and infrastructure coordination.

The current phase of work includes a coordinated review of built form, development block layouts, and right-of-way design, with the goal of supporting a high-density, complete community. The study will be informed by the Council-approved Precinct Plan Amendment, Official Plan Amendment, and Zoning By-law Amendment (June 2024), and will provide a conceptual update to the entire Ookwemin Minising Precinct, including the Phase 1 lands.

The work is being undertaken by a multidisciplinary team led by GHD and SLA, with contributions from several specialist firms including Trophic Design, an Indigenous-led landscape architecture practice. The team's mandate includes integrating Indigenous perspectives and values into the design of the public realm and streetscape, and ensuring that these elements are considered alongside density, climate resilience, and accessibility objectives.

The integrated process will evaluate potential adjustments to base building heights, tall building strategy, set-backs, step-backs, and block dimensions. It will also assess whether select areas of increased height are appropriate, subject to design performance, infrastructure capacity, and airport operations.

This design and planning work will support the first phase of development, by advancing detailed designs for the infrastructure and public realm projects required to enable the development. Staff anticipate reporting to Council on the concept plan in Q4 2025, followed by schematic design in 2026, and construction on the enabling infrastructure commencing in 2027.

Indigenous Engagement

The next phase of waterfront revitalization places Indigenous community engagement, relationship-building and reconciliation action as key priorities, particularly within the context of the naturalized river and the broader Port Lands. Following the adoption of the City of Toronto's Reconciliation Action Plan and the renewed vision for the waterfront in 2022, the City, Waterfront Toronto, and partners have worked to build stronger relationships with First Nations, Inuit, Métis, and urban Indigenous communities and to integrate their priorities into planning and design. Recognizing that the original waterfront vision from the early 2000s did not meaningfully involve Indigenous rights and perspectives, the renewed vision embeds truth, justice, and reconciliation as a guiding principle.

On Ookwemin Minising, one of the most significant elements of the community's public realm and infrastructure design is honouring Indigenous placekeeping. This is an ongoing process that began with Indigenous community engagement and direction through the Port Lands Flood Protection Project, including on native plantings and landscape design. The process was anchored in the naming of the new island in 2024 and continues through deep collaboration with Indigenous partners and communities.

This work builds on a growing foundation of collaboration, including the 2022 Memorandum of Understanding between Waterfront Toronto and the Mississaugas of the Credit First Nation (MCFN), which recognizes MCFN's rights, seeks economic opportunities, and ensures Indigenous histories and cultures are reflected across the waterfront. MCFN's leadership has been central to the Port Lands Flood Protection Project and the renaturalization of the Don River's mouth, including contributions to park design, interpretive signage, and public art that will open in phases in 2025 and 2026. First Nations, Inuit and Métis communities have played important roles throughout the development of this place, including Elders, Knowledge Keepers, cultural leaders, youth and artists.

City Council has also directed staff, through EX13.5 — New Island, New Beginnings, to develop a framework supporting Indigenous cultural revitalization across Ookwemin Minising and the surrounding river mouth area. While strong relationships have been forged through naming processes, flood protection, and park design, much work remains to restore, strengthen, and expand connections with Indigenous partners as the waterfront and broader City continues to evolve.

Non-Residential Uses

The Precinct Plan, as amended, identifies the majority of Ookwemin Minising as a Mixed-use Residential district, with a broad range of uses such as residential, office, retail and services, institutional, recreational and cultural activities. To help ensure the island develops as a complete community, a minimum of 10 percent of the island's total gross floor area are planned to be non-residential uses, which include employment/commercial uses, light industrial, destination/catalytic uses, community facilities and retail uses. Waterfront Toronto is exploring potential non-residential components as part of the Phase 1 development that have the potential to play a catalytic role.

Early Activation

As approved by City Council and tri-government partners, Waterfront Toronto is pursuing a program of Early Activation on Ookwemin Minising. The introduction of 'meanwhile uses' as contemplated through the Precinct Plan is to support the emerging community, experiment with new ways of activating spaces, support the programming and visitor experience of the new Don River parkland system, and to allow for the evolution of the Precinct as phased development proceeds. Early activation will also showcase the potential of the island for investors, supporting the market calls for future development.

Waterfront Toronto continues planning for the early activation program with CreateTO, which manages TPLC-owned lands, as well as City divisions and other landowners. Successful implementation will require ongoing collaboration with CreateTO to coordinate and advance strategic interim uses throughout the Port Lands. Accordingly, it is recommended that City Council provide the necessary approvals for Waterfront Toronto to undertake this work for Ookwemin Minising and authorize City staff and CreateTO, through TPLC, to enter into the required agreements for Ookwemin Minising.

Toronto Builds Policy Framework

In May 2025, City Council adopted the Toronto Builds Policy Framework which outlines the City's priorities in developing its own land for affordable housing. Toronto Builds formalizes Council's direction in EX9.3 to advance a generational transformation of Toronto's housing system that prioritizes the retention of public land and recognizes a need for government to take a more intentional role in how its lands are utilized to realize public benefits for current and future generations. The Policy Framework sets out Council's objectives when building new homes on City land related to land ownership, housing tenure, affordability, sustainability, and delivering complete communities among others. Simultaneously, the Framework reflects Council's strong focus on rapidly taking action to build more affordable homes, and provides the flexibility

needed to respond to challenging market conditions that threaten the viability of housing developments in different contexts. City Council also noted that there is a need to align land, funding, financing, approvals, and partnerships across all three orders of government to build more affordable and purpose-built rental housing in new development and revitalization projects.

The Toronto Builds Policy Framework applies to an initial portfolio of lands owned by the City and its Agencies, Boards, and Corporations, including in Ookwemin Minising. Waterfront Toronto, CreateTO, and City staff are working together to realize Council's priorities in Toronto Builds through the development of City land in Ookwemin Minising, while also recognizing the importance of alignment with intergovernmental agreements and shared objectives, which are significant given the scale of tri-government investment in the creation of new communities at Ookwemin Minising.

Current Market Conditions and the Developer Proposal Call

City staff note that the financial viability of residential developments is at all time high risk given increasing construction costs, coupled with foreign trade risks and US-initiated tariff disputes. In the context of these market conditions, staff from all parties have discussed the importance of due diligence on matters such as how the market could achieve public policy goals (including affordable housing), the potential non-residential uses that could play a catalytic role, and retail activation.

Tri-governments have been focussed on delivering housing starts on Ookwemin Minising by 2031. To ensure timelines can be met, Waterfront Toronto will begin preparing a two-stage proposal call process, including a Request for Qualifications (RFQ) and a Request for Proposals (RFP) for the first development offering. It is recommended that City Council endorse Waterfront Toronto's undertaking of a competitive process so that timelines can be preserved and so staff can continue to work through the issues noted above.

Subject to adoption of this report, Waterfront Toronto will work closely with City divisions, and agencies to determine appropriate requirements and considerations for the developer proposal call and for subsequent transaction documents. An update on this matter and next steps will be included in the recommended staff report by the end of the second quarter of 2026.

Business and Implementation Planning

Waterfront Toronto is required to prepare detailed business and implementation plans for Ookwemin Minising, addressing the strategy and work plan for implementing revitalization of the precinct, including matters such as project phasing and timing, expense and revenue projections and reinvestment approaches, required land transfers, priority projects, and employment and tourism strategies, among other things. A precinct such as Ookwemin Minising may require one or more business and implementation plans.

City staff will report on business and implementation matters as Waterfront Toronto advances analysis, in coordination with applicable City Divisions, agencies and tri-

government partners. This analysis will take into account current market conditions, including uncertainty in Toronto's real estate sector. Toronto's housing market has seen a significant downturn, particularly impacting the condominium market, with a growing inventory of unsold condominium units and softening rents contributing to a cautious development environment. While some proponents remain active, others are delaying investment decisions in anticipation of greater clarity around long-term economic trends. The financial feasibility of purpose-built rental projects remains challenging, and many of the projects that proceed are doing so on the basis of financial incentives and/or low-cost financing programs.

With government funding in place and infrastructure work to begin soon, City Council approval of Waterfront Toronto-led business and implementation plans will be the next milestone for the project. City staff will work with Waterfront Toronto and consult with CreateTO over the coming months to refine delivery assumptions, financial models, funding availability, particularly with respect to affordable housing. This will also include engagement with government partners.

As Ookwemin Minising is a Toronto Builds site, this work will be done in the context of the Toronto Builds policy framework. Large complex developments may require a flexible approach creating a range of housing options that build new mixed-tenure, mixed-income communities. As directed by City Council, staff is to ensure that the Toronto Builds Policy Framework is applied in accordance with applicable intergovernmental agreements, funding arrangements and other shared objectives.

Existing market dynamics will directly inform the development of a financially feasible and achievable delivery model for Phase 1, which must commence by 2031. It is recommended that additional details be reported to City Council by the end of the second quarter of 2026 to inform recommendations regarding the transfer of TPLC-owned lands, managed by CreateTO, to the City and regarding subsequent transactions with developers and other parties.

Roles and Responsibilities

The City, CreateTO, and Waterfront Toronto are working closely together in advancing revitalization on Ookwemin Minising, with Waterfront Toronto as revitalization lead. This includes completing the 2024 Ookwemin Minising Precinct Plan update, the detailed design work for infrastructure and public realm, and the review, currently underway, on massing and density on the island. Work ahead will include preparing developer proposal calls and determining how to best organize to enable interim uses on lands awaiting redevelopment.

This section addresses the consensus position of City, CreateTO and Waterfront Toronto staff on roles and responsibilities to support implementation on Ookwemin Minising.

Ookwemin Minising Phase 1

Full build-out of Ookwemin Minising will occur over multiple phases. The first phase, which is the subject of the current tri-government funding package, comprises the

western part of the island. This area will be delivered in sub-phases as infrastructure is completed and housing is delivered on one or more multiple parcels of development at a time.

Waterfront Toronto is accountable to Canada, Ontario and Toronto for Phase 1. Waterfront Toronto will continue to collaborate with the City and CreateTO on these matters, including to ensure that marketing of the Phase 1 Early Activation program is coordinated with other interim uses on Ookwemin Minising and elsewhere in the Port Lands.

Real Estate Matters

Lands on Ookwemin Minising are owned by a combination of the City, TPLC (managed by CreateTO), Waterfront Toronto, the Toronto Port Authority (operating as PortsToronto), and private landowners. Within the Ookwemin Minising Phase 1 area, most properties are owned by TPLC and PortsToronto, while the rights-of-way and public realm are City-owned. A land ownership map is provided as Attachment 2. The final block and parcel configuration, including potential adjustments to rights-of-way, will be confirmed through the integrated planning and public realm study. Waterfront Toronto is in discussions with PortsToronto and CreateTO, in its role as manager of TPLC lands, to coordinate next steps for these parcels.

For lands owned by TPLC, the City, CreateTO and Waterfront Toronto are building on the successful delivery model established through the Port Lands Flood Protection (PLFP) project. Under PLFP, CreateTO licensed TPLC lands to Waterfront Toronto and, in the case of roads and public realm lands, conveyed properties to the City on a nominal basis. This proven approach will guide agreements for the next phase of waterfront revitalization.

To deliver Ookwemin Minising Phase 1, including early activation, new legal agreements will be required between the City, CreateTO, and Waterfront Toronto. These legal agreements will provide Waterfront Toronto with exclusive licensed access to the necessary City and TPLC lands on a nominal basis to enable planning, site preparation, enabling infrastructure, and interim activation activities. Accordingly, it is recommended that City Council authorize City staff to enter in to required agreements and direct the TPLC Board of Directors to approve equivalent agreements for TPLC lands.

The parties acknowledge that a project of this scale involves significant legal/transactional effort and ongoing due diligence by everyone involved. As such, further discussion is ongoing regarding appropriate next steps including resourcing to maximize efficiency, avoid duplication and to ensure appropriate governance and accountability. This includes not only the temporary use of lands but also future land transfers that may be required.

To support the delivery of Phase 1, the parties agree that land transactions of properties on an "as is-where is" basis will be necessary to streamline delivery. These lands will include future rights-of-way, and parks and open spaces, which should be transferred to the City for long-term operations; and future development blocks which would be City

administered over the long-term in the case of affordable housing developments. As outlined in the Toronto Builds policy framework it is a City priority that City-owned or, in the case of TPLC properties, City-controlled lands will be maintained in public ownership. Due diligence is ongoing by staff to determine the appropriate timing of transfers from TPLC to the City, and to further assess the implications.

As due diligence is ongoing, staff recommend reporting back on real estate matters by the end of the second quarter of 2026. This is interdependent with the work underway on business and implementation planning.

Implementation Governance

As noted above, regular coordination will occur between the City, CreateTO and Waterfront Toronto for Phase 1 implementation. A staff group will discuss matters described in this report ranging from the access agreements that may be required to the coordination of early activation and interim use opportunities.

In addition, it is recommended that the Chief Planner and Executive Director, City Planning work with the Chief Executive Officers of CreateTO and Waterfront Toronto to create an Ookwemin Minising Implementation Table with the local Councillor and the Mayor's Office. This body will meet regularly on matters such as public and stakeholder engagement, programmatic considerations related to interim uses, and on issues related to construction of Phase 1.

Future Phases of Ookwemin Minising

While this report focuses on the delivery of Ookwemin Minising Phase 1, revitalization and development of the eastern part of the island is anticipated to proceed after the first phase. In the meantime, Waterfront Toronto will be advancing design of infrastructure for the eastern part of the island (30% schematic design) for the entirety of the island. The properties on the eastern part of the island may be used for interim uses or construction management/staging subject to further discussions with appropriate landowners and could be revitalized subject to funding for projects such as the Waterfront East transit. As per City Council direction in December 2024, Waterfront Toronto will be the revitalization lead on Ookwemin Minising subject to intergovernmental funding.

Work is ongoing to coordinate these matters. This includes ongoing conversations related to potential funding, which is contingent on future approvals, for projects such as Waterfront East transit which remains a high priority and fundamental to deliver complete communities on the eastern waterfront. Staff will want to ensure that delivery of Phase 1 is uninterrupted and allows for the parties to move quickly on necessary arrangements for Phase 2 lands if future approvals provide funding for currently unfunded projects (such as transit). Discussions between Waterfront Toronto, the City and government partners is ongoing.

As noted earlier, coordination between the parties will be critical to the work program and driving economic development opportunities in the Port Lands. This includes coordinating the marketing of early activation and other interim uses in a manner that

delivers high value interim opportunities while building Phase 1 and planning for Phase 2. An update on these matters will be provided as a part of the next report to City Council by the end of the second quarter of 2026.

Advancing Ookwemin Minising Phase 1 is an important and exciting step forward in the implementation of the 50+ year vision of the Port Lands Planning Framework that was adopted in 2017. The framework contemplates vibrant mixed-use communities alongside employment-focused districts that will continue to support public services and utilities, industry and Port operations.

Next Steps

A reporting roadmap is provided in Attachment 1. In the fourth quarter of 2025, City staff will report to Council on the integrated planning and public realm study for Ookwemin Minising. This report will update the conceptual plan for the island and identify any refinements required to the Zoning By-law and Official Plan, as well as inform the developer proposal call, and 30% schematic plan for Ookwemin Minising.

Waterfront Toronto will work with City staff and agencies on the Request for Qualifications to prequalify development teams consistent with Council directions and the policy framework for mixed-income communities.

By the end of the second quarter of 2026, staff will report on Ookwemin Minising Phase 1 business and implementation planning matters, for Council approval. This report will address a number of issues that are fundamental to Waterfront Toronto's ability to advance the project related to affordable housing implementation, infrastructure and parkland funding, and real estate transactions and in alignment with tri-government objectives. This report will allow Waterfront Toronto to proceed with the necessary Phase 1 transactions, and to advance the project towards implementation.

Subject to City Council approvals related to business and implementation planning matters and associated land transfers through the anticipated report by the end of the second quarter of 2026, Waterfront Toronto will continue its procurement process through 2026.

During this period, staff will finalize the integrated planning and public realm study, and execute necessary legal agreements among the City, CreateTO (for TPLC lands), and Waterfront Toronto; staff will also confirm funding flows for enabling infrastructure and affordable housing tools, and initiate early works to keep the project on track for 2031 housing starts.

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SIGNATURE

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ATTACHMENTS

Attachment 1: Ookwemin Minising 2025-2026 Reporting Roadmap

Attachment 2: Toronto Port Lands Ownership Map

Attachment 1 - Ookwemin Minising 2025-2026 Reporting Roadmap

	Content	Will Enable
This report, Ookwemin Minising Implementation Update, to September 29 Executive Committee	• Process roadmap • Further clarity on who does what (City, CreateTO, Waterfront Toronto) • Implementation updates	• Waterfront Toronto will be able to proceed with developer call and implementation matters • Further due diligence by staff on various matters to support future reporting on business and implementation planning and land transfers
Report on Housing on Private Lands, to October 30 Planning and Housing Committee	• Update on discussions on planning and affordable housing between WT, the City and private landowners	• Next steps for engaging private landowners
Report on Ookwemin Minising Integrated planning and public realm study, to December 3 Planning and Housing Committee	• New opportunities for density identified collaboratively by City, Waterfront Toronto and CreateTO, based on existing principles of the precinct plan • Update on public realm design work	• New opportunities to add density on public lands
Report on business and implementation planning matters, to Executive Committee prior to end of Q2 2026	• Status of Waterfront Toronto market offering • Overview of business and implementation issues, including ARH delivery model • Land transfer approach, including financial implications • Update on future phases of OM, including transit • Authorities to staff for implementation; land transfers and agreements	• Waterfront Toronto implementation of Oookwemin Minising Phase 1 (tri-government funded package) • City policy objectives, including approach to ARH/Toronto Builds and land transfers from TPLC to City

Attachment 2 - Port Lands Land Ownership

