

Ookwemin Minising – City-Initiated Official Plan and Zoning By-law Amendment, and Precinct Plan Update – Decision Report – Approval

Date: April 24, 2026

To: Planning and Housing Committee

From: Interim Executive Director, Development Review and Chief Planner and Executive Director, City Planning

Ward: Ward 14 - Toronto - Danforth

Planning Application Number: 26 132130 STE 14 OZ

SUMMARY

The first Precinct Plan for Ookwemin Minising was approved by City Council in 2017 and envisioned a largely mid-rise island community. In June 2024, in response to Toronto's Housing Action Plan, City Council approved an updated Precinct Plan together with Official Plan and Zoning By-law Amendments to provide for greater densities, in an inclusive, sustainable, and walkable urban community.

In December 2024, City Council directed staff, working with Waterfront Toronto and CreateTO, to explore opportunities to add additional density on the public lands on Ookwemin Minising in order to provide for opportunities for additional housing, including affordable housing. In response to that direction, City staff and Waterfront Toronto engaged a consulting team to undertake a public realm and massing study (the Development Concept Plan) to iteratively advance the design of the Ookwemin Minising's public realm alongside a review of the density and massing of development.

Based on that work, this report brings forward an updated Precinct Plan and public realm vision for Ookwemin Minising together with implementing amendments to the Official Plan and Zoning By-law. The renewed vision builds on the planning and design foundation established through the approved Precinct Plan, carrying it into a greater level of detail, and informed by further Indigenous and public engagement. This work moves in step with the enabling infrastructure investments now underway, so that planning approvals and design direction are in place as implementation advances.

Ookwemin Minising is now anticipated to deliver homes for approximately 21,000 people (12,000 units) and jobs for approximately 2,900 workers over the next 25 years, through both the updated Precinct Plan as well as private development sites. This includes approximately 10,000 units on public lands, with a target of 30 percent of units on public lands as new affordable rental housing. It represents an approximate 27 percent increase in gross floor area (GFA) on public lands compared to the 2024 approvals. It also delivers an estimated additional 300-800 affordable housing units

compared to what was presented to Council in the 2024 plan, with the prior range of approximately 2,200 to 2,700 units replaced by up to 3,000 units.

The updated Precinct Plan delivers a unique approach to built form that emphasizes the quality of the public realm, active mobility, and urban biodiversity, and reflects engagement with Indigenous peoples. The Biidaasige Naturefront (a gentle, porous edge to the park), the Keating Channel (a tall, mixed “urban room”), and the new Centre Commons (a smaller, intimate pedestrian area) anchor a richer network of public spaces that create a sense of place.

Ookwemin Minising is the first mixed-use residential community to emerge from the Port Lands Flood Protection Project. With flood protection infrastructure now complete, a renewed \$975 million tri-government funding commitment for enabling infrastructure in January 2025, and funding for Waterfront East Transit announced in March 2026, the project is moving from vision to implementation.

Waterfront Toronto is currently leading the first phase of development on Ookwemin Minising, delivering the enabling infrastructure and public realm needed to enable new residential development, including new streets, utilities, servicing, and parks. The Official Plan and Zoning By-law Amendments recommended in this report would enable development of Phase 1 of Ookwemin Minising in accordance with tri-government funding to accelerate the delivery of Waterfront Toronto's revitalization plan. Together, the recommendations in this report are a significant step towards redevelopment of the Port Lands and implementing the vision for Ookwemin Minising.

RECOMMENDATIONS

The Executive Director, Development Review and the Chief Planner and Executive Director, City Planning recommend that:

1. City Council amend the former City of Toronto Official Plan for Ookwemin Minising substantially in accordance with the draft Official Plan Amendment included as Attachment 9 to this report.
2. City Council amend City of Toronto Zoning By-law 702-2024 for Ookwemin Minising, substantially in accordance with draft Zoning By-law Amendment included as Attachment 10 to this report.
3. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment and draft Zoning By-law Amendment as may be required.
4. City Council adopt the updates to the Ookwemin Minising Precinct Plan included as Attachment 7 to this report.
5. City Council direct the City Solicitor to withhold the necessary Bills for enactment of the Zoning By-law Amendment until such time as By-law 702-2024 is brought into full force and effect.

6. City Council request the Chief Planner and Executive Director, City Planning in partnership with Waterfront Toronto, to advance opportunities for Indigenous-led design and the identification of opportunities for Indigenous-led cultural, community, and economic uses, and land and water stewardship, on publicly owned lands in Ookwemin Minising, including the Essroc Silos site (Block 02).

FINANCIAL IMPACT

There are no additional financial impacts resulting from the recommendations included in this report.

City Council has approved capital funding to support the first phase of implementation under the Toronto Waterfront Enabling Infrastructure Project, a tri-government initiative jointly funded by the City of Toronto, the Government of Canada, and the Province of Ontario. Each level of government has committed \$325 million for a total investment of \$975 million, which includes enabling infrastructure for Ookwemin Minising Phase 1. The City's one-third share is included in the 2026-2035 Capital Budget and Plan for the Waterfront Revitalization Initiative.

Any future expenditures associated with new community infrastructure and municipal services, including costs related to subsequent phases of development, will be considered through the future budget processes subject to further tri-government funding discussions.

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

DECISION HISTORY

Ookwemin Minising Implementation Update

In October 2025, City Council adopted item EX26.11 Ookwemin Minising Implementation Update, directing staff, among other things, to work with Waterfront Toronto and CreateTO to advance implementation of Ookwemin Minising Phase 1.

<https://secure.toronto.ca/council/agenda-item.do?item=2025.EX26.11>

Ookwemin Minising 2024 Planning Amendments

On June 26 and 27, 2024, City Council adopted City-initiated Official Plan (OPA 409) and Zoning By-law (By-law 702-2024) amendments for Ookwemin Minising (then known as Villiers Island) to update the planning framework for the island in response to Toronto's Housing Action Plan, to permit a dense, inclusive, sustainable, and walkable urban community. The City Council decision is available here:

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

OPA 409 and By-law 702-2024 were appealed to the Ontario Land Tribunal and they remain subject to appeal as of the writing of this report. At the following meetings, City Council provided direction with respect to the Ontario Land Tribunal proceedings:

- February 5, 2025: <https://secure.toronto.ca/council/agenda-item.do?item=2025.CC26.4>
- July 23 and 24, 2025: <https://secure.toronto.ca/council/agenda-item.do?item=2025.CC32.18>
- December 16 and 17, 2025: <https://secure.toronto.ca/council/agenda-item.do?item=2025.CC35.12>
- March 25 and 26, 2026: <https://secure.toronto.ca/council/agenda-item.do?item=2026.CC39.12>

Next Phase of Waterfront Revitalization

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 development of 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. The Council decision can be found here: <https://secure.toronto.ca/council/agenda-item.do?item=2024.EX19.2>

Toronto Builds

On May 21 and 22, 2025, City Council adopted item PH21.4 “Toronto Builds – A Policy Framework to Build More Affordable Rental Homes on Public Land” to include a new policy framework to harmonize the development of a range of rental homes and mixed income communities on public land. Through that report, Ookwemin Minising was identified as a Toronto Builds site. The Council decision can be found here: <https://secure.toronto.ca/council/agenda-item.do?item=2025.PH21.4>

Attachment 1 contains additional decisions that inform this report.

EQUITY IMPACT STATEMENT

The City of Toronto recognizes that housing is essential to the dignity and well-being of all residents, and to building healthy, inclusive, and sustainable communities. Access to safe, secure, and affordable housing is foundational to social, economic, and environmental health for individuals, for neighbourhoods, and for the city as a whole.

Ookwemin Minising presents a significant opportunity to advance equitable outcomes at scale. The island-wide target of 30 percent affordable rental housing on public lands — representing approximately 3,000 homes — will expand access to housing for lower-income households and equity-deserving groups in a well-connected waterfront community. Family-sized units are prioritized, with a minimum of 40 percent of residential units planned as two-bedroom or larger, supporting households that are most underserved by Toronto's current housing market. The planned community infrastructure, including a community recreation centre, child care facilities, a

neighbourhood library, school and accessible public spaces, will further support residents across the full range of incomes and abilities.

Indigenous community engagement, relationship-building, and reconciliation 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, Inuit, Métis, and urban Indigenous communities to integrate their priorities into planning, design, and placekeeping. The naming of the island, the collaboration with the Mississaugas of the Credit First Nation, and the involvement of Indigenous-led firms such as Trophic Design in public realm and infrastructure design reflect this ongoing commitment.

The recommendations in this report advance these commitments by enabling a complete, mixed-income community where affordable housing, Indigenous placekeeping, climate resilience, and high-quality public space are designed together.

CLIMATE IMPACT STATEMENT

On October 2, 2019, City Council voted unanimously to declare a climate emergency . In December 2021, City Council adopted the TransformTO Net Zero Strategy with a goal of achieving net zero emissions by 2040, a commitment reaffirmed and strengthened in December 2024.

The development of Ookwemin Minising is aligned with these goals as a transit-first, mixed-use community that maximizes the use of remediated land in a central waterfront location.

Development on publicly owned lands on Ookwemin Minising will be required to meet the applicable tier of the Toronto Green Standard, consistent with Toronto Builds requirements. The Precinct Plan sets greenhouse gas intensity targets for buildings and establishes enhanced sustainability benchmarks to guide low-carbon outcomes across the Ookwemin Minising's multi-decade build-out.

The public realm and infrastructure design embeds several climate resilience strategies. The wetlands, renaturalized river valley, and ecological corridors that define the island's edges provide flood protection, urban cooling, and stormwater management. Streets are designed to function as green infrastructure, supporting biodiversity and carbon absorption alongside active transportation.

THE SITE AND SURROUNDING LANDS

Description

Ookwemin Minising is a new island community, located in the Port Lands within Ward 14 – Toronto–Danforth. The island was created through the Port Lands Flood Protection

Project, which involved the rerouting of the Don River through a previously industrial area of the waterfront (refer to Figure 1). Ookwemin Minising currently contains a mix of industrial, commercial, vacant land, and parks and open spaces. Current employment and commercial uses include sound and film studios and small-scale restaurants and retail uses.

Ookwemin Minising has a total area of 39.6 hectares, including 20.1 hectares (50 acres) of parkland - anchored by Biidaasige Park, the largest park to open in Toronto in a generation and a major regional destination - and 19.6 hectares (48 acres) of developable area. Biidaasige Park offers access to the new Don River wetlands, connections to trail systems for walking and cycling, and a 3,000-person event lawn with iconic views of Toronto's skyline across Toronto's Inner Harbour. The first phase of Biidaasige Park opened in July 2025, with subsequent areas anticipated to open in 2026 and 2029. The broader park system for Ookwemin Minising also includes the planned Keating Channel Promenade and Villiers Park, located on the north and west ends of the Island respectively.

The developable area consists of: 10.9 hectares (27 acres) for mixed-use development divided into 17 blocks; 1.3 hectares (3 acres) for the pedestrianized Centre Commons; 3.8 hectares (10 acres) of planned street rights-of-way, including space for cycle-tracks, sidewalks, and green infrastructure; and 3.6 hectares (9 acres) for the recently constructed primary streets and Waterfront East Transit right-of-way.

Waterfront East Transit will provide higher-order rapid transit to the island via new bridges and streets built through the Port Lands Flood Protection project. Ookwemin Minising is currently served by three existing multi-modal bridge crossings with a fourth planned - the Keating Channel Pedestrian Bridge - providing pedestrian, cycling, and vehicular connections to the surrounding Port Lands and central waterfront.



Figure 1. Ookwemin Minising was created between 2017 and 2024 as part of the Port Lands Flood Protection Project

Development Blocks and Land Ownership

The 17 development blocks on Ookwemin Minising are organized across four rows of blocks running generally east to west between the Keating Channel Promenade to the north and Commissioners Street to the south (refer to Figure 2). Cherry Street and New Munition Street form key north-south spines through the precinct. Approximately 80 percent of the developable area is in public ownership.

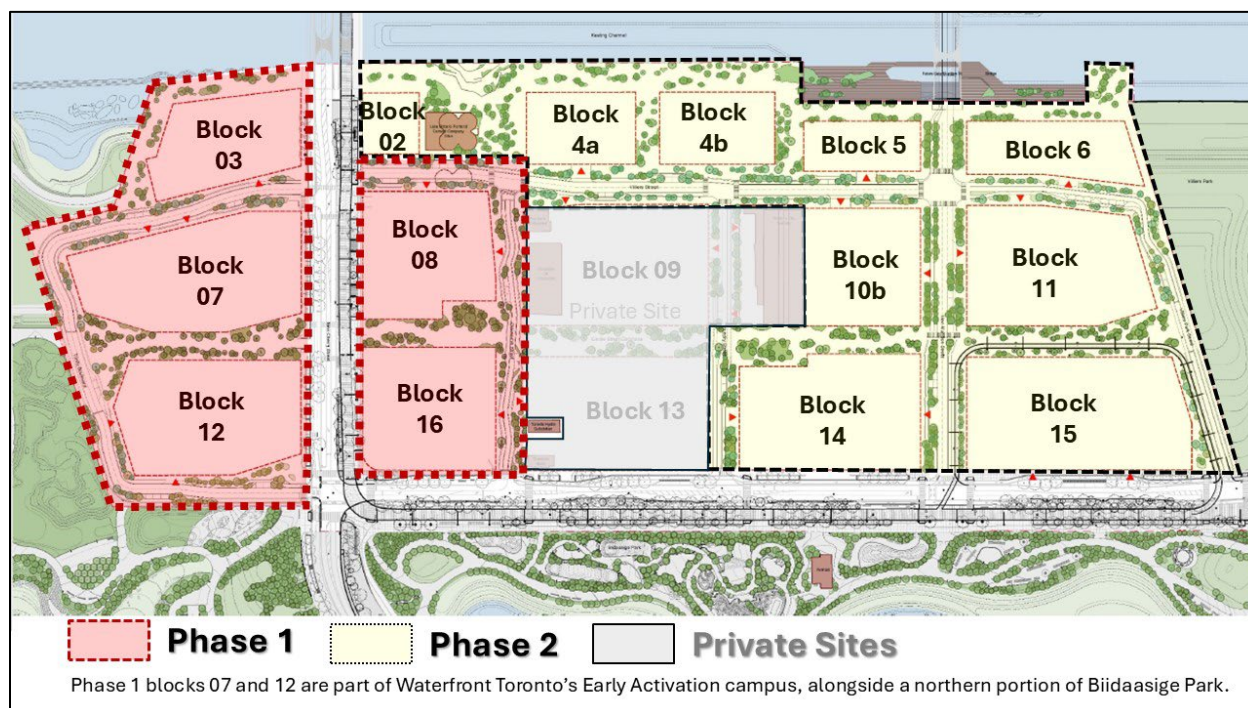


Figure 2. Ookwemin Minising Development Blocks and Simplified Phasing Plan

The Phase 1 lands - Blocks 03, 07, 08, 12, and 16 - are currently owned by the City of Toronto, the Toronto Port Lands Company (TPLC), managed by CreateTO, and the Toronto Port Authority. Blocks 09 and 13 are privately-owned lands known as 65 Ookwemin Street (formerly 309 Cherry Street), 5 Ookwemin Street (formerly 275 Cherry Street), and 16 Munition Street. The following table summarizes development block ownership across the island:

Ownership Type	Approximate Area of Development Blocks	Percentage
Municipal (City of Toronto / Toronto Port Lands Company)	7.2 Ha (17.7 acres)	66%
Federal (Toronto Port Authority)	1.2 Ha (2.9 acres)	11%
Waterfront Toronto	0.5 Ha (1.2 acres)	5%
Private	2.0 Ha (5.0 acres)	18%
Total Development Blocks	10.9 Ha (26.9 acres)	100%

Surrounding Uses

North: Quayside and the Keating Channel Precinct, separated from the island by the Keating Channel Promenade. The existing Corktown and West Don Lands neighbourhoods are located further north beyond the Gardiner Expressway.

East: McCleary District (future mixed-use residential precinct), with the naturalized Don River mouth and Biidaasige Park forming the transition between the island and these eastern parts of the Port Lands.

South: Polson Quay and South River precincts (future), and the Ship Channel.

West: Toronto's inner harbour, the existing Central Waterfront, and Billy Bishop Toronto City Airport on the Toronto Islands.

To the south and east of the island, the broader Port Lands continue to accommodate employment-focused districts (Turning Basin and Media City), as well as the port, industrial and city-serving uses that are instrumental to meeting city building objectives in the area (South Port and East Port). Refer to Attachment 2 for the Port Land Districts Map.

PRECINCT PLAN UPDATE

Official Plan Amendment

City staff are recommending changes to the Port Lands Area Specific Policy of the Central Waterfront Secondary Plan to implement the updated Precinct Plan. The draft Official Plan Amendment in Attachment 9 includes the following:

- Enabling more housing on public lands and permitting a diversity of building types on each block
- Introducing a new objective to advance Indigenous priorities in Ookwemin Minising through partnership and engagement with local First Nations, Inuit, and Métis peoples
- Updating naming throughout to reference Ookwemin Minising (formerly Villiers Island), Biidaasige Park (formerly Promontory Park and River Park) and Cherry Street (formerly New Cherry Street)
- Updating the Sandbar Square and Keating Channel promenade policy to allow for the adaptive reuse of the Essroc silos or their partial or full removal with commemoration, Indigenous place-keeping, and potential destination uses
- Providing flexibility in the Keating Channel promenade width requirement, permitting widths less than the 18-metre minimum where appropriate, with final widths confirmed through detailed design
- Providing for an approximate net density of 10.2 floor space index throughout publicly owned lands in Ookwemin Minising
- Revising the built form policies to reflect the increased densities and updated built form in the updated Precinct Plan, including a minimum separation distance of 40 metres for buildings 20 storeys or greater

- Updating several view policies to reflect the updated Precinct Plan

Zoning By-law Amendment

City staff are recommending changes to the Zoning By-law to implement the updated Precinct Plan and conform to the associated Official Plan Amendment, with a focus on enabling development of Ookwemin Minising Phase 1. The Zoning By-law Amendment applies to publicly owned development blocks in Ookwemin Minising, as shown on Attachment 6. The draft Zoning By-law Amendment in Attachment 10 includes the following:

- Updating the block map diagram to reflect the updated Precinct Plan, including revised right-of-way widths and blocks
- Increasing the floor space index for two of the five blocks encompassing Phase 1 of Ookwemin Minising (see Figure 2)
- Replacing the tower area diagrams with a single maximum height diagram to provide greater flexibility for different building typologies within blocks. The heights are consistent with the Revised Height Maps for Zoning By-law 702-2024 agreed to by City Council in March 2026 (<https://secure.toronto.ca/council/agenda-item.do?item=2026.CC39.12>)
- Removing the provision that only one tower is permitted per block
- Revising the built form performance standards to reflect the updated Precinct Plan, including a minimum tower separation of 40 metres for buildings over 20 storeys, and updated tower setback distances
- Reducing the minimum widths for mid-block connections
- Permitting certain blocks to have vehicle access on Commissioners Street to facilitate the new design for Centre Commons

Phase (see Figure 3)	2024 Precinct Plan (GFA - public lands)	Estimated Units**	2026 Precinct Plan (GFA - public lands)	Estimated Units**
Phase 1	317,000	3,800	340,000	4,100
Phase 2	365,000	4,400	528,000	6,400
65 Ookwemin Street*		1,597		1,870
Total Precinct Plan	682,000	9,800**	867,000	12,370

*In July 2025, City Council adopted amendments (CC32.12) to the Ookwemin Minising Precinct Plan in order to incorporate the 65 Ookwemin Street lands and the proposal into the precinct plan.

**The City and Waterfront Toronto use an average unit size of 83 square metres (which includes built-in efficiencies related to zoning exemptions) to estimate unit counts for precinct planning purposes. Assumptions and average unit sizes may change as individual development proposals are advanced.

The Zoning By-law Amendment will enable approximately 340,000 square metres of new development for Phase 1 of Ookwemin Minising, including approximately 305,000 square meters of residential gross floor area (approximately 4,100 housing units). Of these, a target of 30 percent of units on public lands will be new affordable rental housing, or approximately 1,100 units.

As provided for in recommendation 3 of this report, staff recommend that the Zoning By-law Amendment be held until such time as By-law 702-2024 is brought into full force and effect.

As development proceeds on the island, future amendments to the Zoning By-law are anticipated to enable Phases 2 and 3 of Ookwemin Minising and provide for evolution of the planning framework over time.

Ookwemin Minising Precinct Plan Update

City staff are recommending updates to the Ookwemin Minising Precinct Plan to align with the Development Concept Plan, included as Attachments 7 and 8.

The Development Concept Plan was developed by the City and Waterfront Toronto, working with a multidisciplinary team led by GHD, SLA, and Allies and Morrison, with contributions from several specialist firms including Trophic Design, an Indigenous-led landscape architecture practice. The mandate included 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 Plan evaluated adjustments to base building heights, tall building strategy, set-backs, step-backs, and block dimensions and assessed areas of increased height, subject to design performance, infrastructure capacity, and airport operations.

The Precinct Plan changes include replacing or updating sections on structuring moves, character areas, public realm, mobility, parks and open space, mid-block connections, heritage, built form principles, and density, with corresponding pages from the Development Concept Plan. The updates also consolidate and replace detailed built form standards for low-rise, mid-rise, and tall buildings, including height strategy, stepbacks, setbacks, separation distances, sun and shadow, and key views informed by the Development Concept Plan. The Precinct Plan changes also update the affordable housing strategy to reflect the revised unit count estimates island-wide on both public and private lands, with the prior range of approximately 2,200 to 2,700 units replaced by approximately 3,000 units.

The vision for the updated Precinct Plan includes several principles:

- Seamless transitions between streets, parks, and waterfronts, integrating diverse urban spaces into a cohesive whole
- Linking pedestrian connections and blue and green infrastructure to create a vibrant, connected urban fabric
- Maximizing opportunities for nature and community life between buildings, on rooftops, and on building facades

The updated Precinct Plan is anticipated to facilitate the delivery of homes for approximately 21,000 people, including at least 12,000 units over the next 25 years, representing an increase of approximately 27 percent in gross floor area over the 2024 Precinct Plan. Up to 3,000 affordable housing units are enabled on publicly owned lands, representing a Council directed target of 30 percent of residential units as affordable rental housing.

For Phase 1, the updated Precinct Plan envisions 20 buildings on five blocks. These include nine buildings between 18 and 22 storeys, five tall towers between 25 and up to 41 storeys, and six 12 storey mid-rise buildings. The update also contemplates removal of the southern portion of the Essroc Silos site to deliver approximately 650 additional homes through a northward realignment of Villiers Street and proposes a new residential block at Block 02 on the Essroc Silo Catalytic Use site at 80 Ookwemin Street.

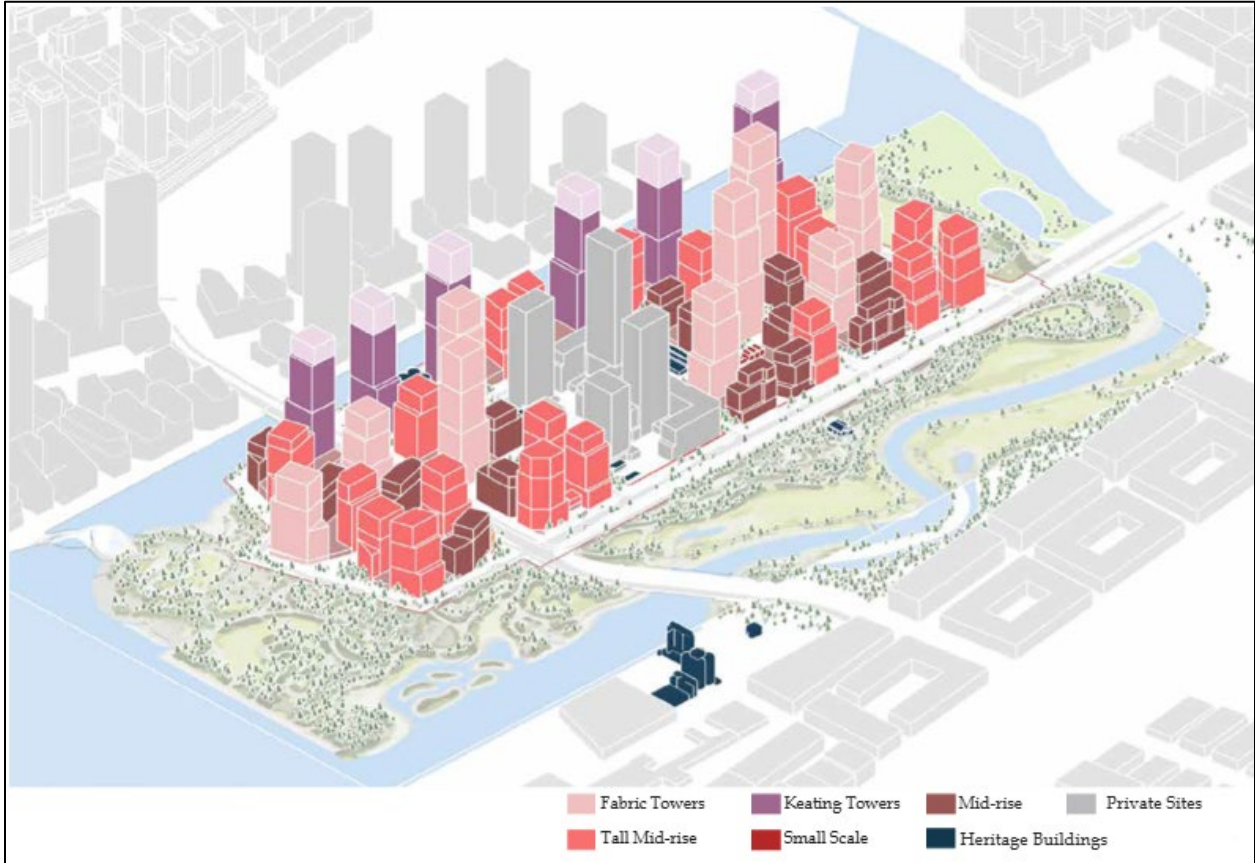


Figure 3: Illustrative view of Ookwemin Minising

The heights in the updated Precinct Plan are consistent with the Toronto Port Authority Maximum Parcel Governing Limits and Revised Height Maps for Zoning By-law 702-2024 agreed to by City Council in March 2026, the latter of which will be considered for approval by the Ontario Land Tribunal. Please see Figure 3 for an updated illustration of Ookwemin Minising the updated and Figure 5 for an illustration of the Maximum Parcel Governing Limits.

The updated Precinct Plan organizes the highest densities in the interior of the precinct and along the Keating Channel, where a diverse mix of building types shape an urban water's edge promenade. Building heights and massing transition deliberately south. Mid-rise buildings define Centre Commons and the park edge along Biidaasige Park, supporting human-scaled streets, sunlight penetration, and a gentle transition to the naturalized landscape. Signature buildings and frontages mark key arrival points from the Keating Channel Pedestrian Bridge, Cherry Street, and the eastern approach to Centre Commons. The density strategy responds to transit proximity, public realm activation, ecological sensitivity, heritage, and the character of each distinct edge of the island.

The proposed massing approach on Ookwemin Minising introduces a diversity of building types to each development block. These are complemented with towers between 12 to 22 storeys which are positioned on the corners to balance the overall height distribution. Mid-rise buildings are positioned along the park edges and the new Centre Commons to define a more intimate, human-scaled streetscape, while allowing for more sunlight to penetrate through the blocks.

Heritage buildings serve as organizing elements within the urban fabric. New development maintains visual prominence of heritage resources and incorporate height transitions where appropriate. Built form will respond to the scale, character, and materiality of adjacent heritage assets.

The Updated Precinct Plan provides guidance on tower placement, massing articulation, ground floor design, and transition to ensure compatibility and high-quality design outcomes, which will be further supported by Urban Design Guidelines. Overall density on each block is controlled through a maximum permitted Floor Space Index (FSI) in the Zoning By-law.

Public Realm

The updated Precinct Plan includes a new a public realm hierarchy with a clear role for streets and frontages to define each distinct character area:

- Biidaasige Naturefront (a gentle, porous edge to the park)
- Keating Channel (a tall, mixed “urban room,” and entrainment district)
- Villiers Street (a vibrant main street)
- Centre Commons (a smaller, intimate pedestrian scale)
- Ookwemin Street Sandbar Trail Legacy Corridor (a layering of Indigenous and natural heritage connecting Biidaasige Park to the Keating Channel)
- Foundry Legacy Corridor (linking industrial heritage elements of the site)

These spaces anchor a broader network of public spaces that includes Sandbar Square, Sunrise Plaza, Ceremony Plaza, Gateway Plaza, Marina Plaza, and the Ookwemin Legacy Corridor along the Centre Commons and Ookwemin Street corridors.

Indigenous recognition, previously acknowledged in general terms in the 2024 Precinct Plan, is now embedded as a foundational design principle throughout the public realm.

Indigenous presence, knowledge systems, and cultural histories are woven into the fabric of the island, reflected in its permanent name, Ookwemin Minising. This recognition will be achieved through placemaking and placekeeping initiatives, interpretive elements, naming, material expression, ceremonial spaces, water features, native and culturally significant plantings, and other design interventions that reflect layered histories of land and water. Specific design interventions proposed in the concept plan include the Sandbar Trail along Ookwemin Street, and the Thirteen Grandfather Stones at Sunset Plaza.

Below is a description of some of the signature public spaces:

- **Sandbar Trail** is intended to invoke the historic shoreline, which historical maps show is approximately the current location of Ookwemin Street. This ancient north-south route once directly connected to Toronto Island, supporting Indigenous movement, migration, gathering, and traditional foodways. Exploration of the Sandbar Trail will continue as the design of the street is advanced from concept through to detailed design.
- **Sandbar Square** will be a large urban plaza that steps down to meet the Keating Channel. It will anchor in the Keating Channel commercial district and allow for flexibility for both everyday activities and larger events throughout the year.
- **Marina Plaza** will be an active edge along the Keating Channel that steps down to the water with a wooden boardwalk. This boardwalk is envisioned to function as both a kayak launch and a flexible space that can be used for daily activities and seasonal events that brings people closer to the water.
- **Sunrise Plaza** is the meeting point between the new Centre Commons, Villiers Park Road and Villiers Park. This is a place of arrival, play, gathering and connection to nature and water.
- **Sunset Plaza** functions as the primary entrance point from the new Centre Commons to Biidaasige Park North. Thirteen Grandfather stones placed on the square represent the 13 moons and the movement of celestial bodies around the night sky. The openness of the plaza emphasizes the horizon, where sky meets lake, providing expansive views of the harbour and Toronto's skyline.
- **Centre Commons** is intended to play a distinct role within Ookwemin Minising's hierarchy of public spaces, balancing the regional draw of Biidaasige Park, the civic scale of Villiers Park, and the entertainment-focused animation of the Keating Channel Water's Edge Promenade. The Centre Commons will serve as a community space that functions as the neighbourhood's most local and intimate public space. The pedestrianized space will function as a safe route through the neighbourhood for active transportation and encourage children's independent mobility (see Figure 4). As Phase 1 advances, the realizing of this vision will require resolving operational and design issues in coordination with different City divisions, Waterfront Toronto, and future development partners, as discussed in the Comments below.

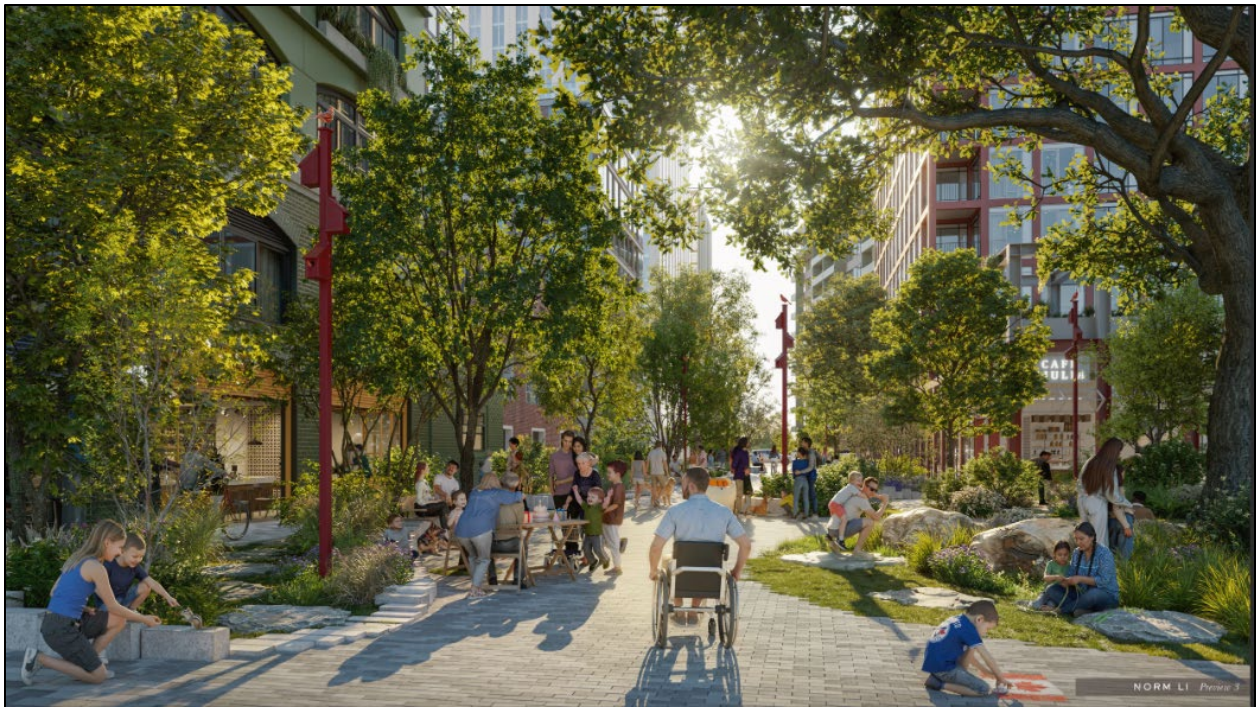


Figure 4. A conceptual rendering of Centre Commons. (Source: Waterfront Toronto)

- **Gateway Plaza** provides a southern connection to Biidaasige Park Naturefront, while also serving as a gateway to the neighbourhood of Ookwemin Minising for those coming from the park. This gathering space will allow additional space for celebrating seasonal and celestial cycles.

Street Network

The broader street network is also being refined, with select local right-of-way widths narrowed from the 2024 Precinct Plan. Most streets remain at 20 metres, with buildings envisioned closer to the street, denser planting, and dedicated cycling infrastructure throughout. Centre Street from the 2024 plan has been reimagined as the pedestrianized Centre Commons. And the public realm strategy provides for significant greening of the street network to provide a connection between the water's edge, the public realm and the local streets.

POLICY AND REGULATION CONSIDERATIONS

Provincial Land Use Policies

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Planning Statement (2024), and shall conform to provincial plans.

City of Toronto Official Plan

The former City of Toronto Official Plan (1993) is in force for Ookwemin Minising and the Port Lands. It supports a waterfront Precinct Planning approach and sets out a policy framework, including goals and objectives for the waterfront in Chapter 14.

In the City's current Official Plan, Ookwemin Minising is designated Regeneration Areas and Parks and Open Space Areas on Map 18: Land Use Plan, as shown on Attachment 3. Ookwemin Minising is not within a delineated Protected Major Transit Station Area/Major Transit Station Area. Although the current Official Plan is not in force for the Port Lands due to outstanding appeals to the Central Waterfront Secondary Plan, which was adopted under the former City of Toronto Official Plan, it represents City Council's strategic direction for the development of the City. The current and former Official Plans should be read in their entirety and together.

Central Waterfront Secondary Plan

The Central Waterfront Secondary Plan provides policies to implement the long-term vision of waterfront revitalization, including four core principles:

- (A) Removing barriers/making connections
- (B) Building a network of spectacular waterfront parks and public spaces
- (C) Promoting a clean and green environment
- (D) Creating dynamic and diverse new communities

Ookwemin Minising is designated Regeneration Areas and Parks and Open Space Areas in the Central Waterfront Secondary Plan, as shown on Attachment 4. Regeneration Areas permit a wide variety of mixed-use development, including residential uses, commercial uses (office, retail, service, and hotels), light industrial uses, community services, and parks. Parks and Open Space Areas permit parks, open spaces, natural areas and plazas, and can include compatible community, recreation, cultural, restaurant and entertainment facilities.

The Central Waterfront Secondary Plan identifies 40 metre right-of-way (ROW) widths (including a dedicated streetcar in own ROW), for Cherry Street and Commissioners Street - major streets in Ookwemin Minising. These streets were designed, constructed, and completed as part of the Port Lands Flood Protection Project with additional construction planned as part of the Waterfront East Transit project.

Port Lands Planning Framework and Area Specific Policy

The Port Lands Planning Framework guides revitalization of the Port Lands. The Framework outlines a detailed long-term vision for the Port Lands and provides the planning rationale for the Port Lands Area Specific Policy. The Framework envisions transforming the Port Lands into new, vibrant districts with unique and memorable local identities that promote social interaction, cultural enrichment, ecological health, a low-carbon future and a prosperous local economy. It establishes a resilient urban structure, connecting the Port Lands to the city and providing a robust network of fine-grained streets and blocks to allow the area to evolve and transform over time. The Framework also recognizes that portions of the Port Lands will continue to prioritize port and industrial uses.

The Port Lands Area Specific Policy provides a vision for Ookwemin Minising as a next generation climate positive, resilient, and inclusive model of development for Toronto. It includes the following policy direction for Ookwemin Minising:

- Permitting mixed-use residential uses in a compact urban form
- Targeting 30 percent of housing on publicly owned lands in Ookwemin Minising as affordable rental housing
- Encouraging and facilitating rental housing that caters specifically to creative sector employees/entrepreneurs
- Requiring a minimum of 10 percent of the total gross floor area for non-residential uses, including retail and service uses
- Providing standards for land use compatibility, environmental performance, heritage, public realm and built form (e.g. tower height, floorplates and separation)
- Identifying community infrastructure priorities
- Permitting "Meanwhile Uses": non-residential land uses, projects and/or initiatives which may occupy a site prior to future development

Policies for Ookwemin Minising were updated through OPA 409, which was adopted by City Council in June 2024, and appealed to the Ontario Land Tribunal. The majority of OPA 409 is in effect, with some policies remaining unapproved as of the writing of this report.

Lower Don Lands Infrastructure Environmental Assessment (2010 & 2014), and Port Lands and South of Eastern Transportation and Servicing Master Plan Environmental Assessment (TSMP EA) (2017)

The Council-adopted Lower Don Lands Infrastructure Master Plan Environmental Assessment (Phase 1 & 2 of the EA process), Keating Channel Environmental Study Report (Phases 3 & 4 of the EA process), and Port Lands and South of Eastern Transportation Servicing Master Plan established the major street network for Keating Channel, Ookwemin Minising, Polson Quay and South River precincts, as well as the water, sewer and stormwater servicing strategy. The frameworks place an emphasis on cycling, walking and transit as the primary means for moving people.

Ookwemin Minising Precinct Plan

The Ookwemin Minising (formerly Villiers Island) Precinct Plan was first approved by City Council in 2017, with subsequent updates approved by City Council in 2024. The Precinct Plan provides detailed planning direction to guide the revitalization of Ookwemin Minising into a new sustainable, walkable and connected mixed-use residential community with parks and open spaces along the four distinct water's edges.

Zoning

The former City of Toronto Zoning By-law 438-86 is in effect for Ookwemin Minising. The island is currently subject to several industrial zones, including Zone IC (commercial industrial) and I3 (medium industrial). The IC category permits light industrial uses, with some retail, service, and commercial uses. The I3 category permits

a range of light and medium industrial uses and some commercial uses. Residential uses are not permitted on the island within the in-force zoning.

In June 2024, City Council adopted Zoning By-law 702-2024 to bring the publicly-owned lands in Ookwemin Minising into Zoning By-law 569-2013 and to establish the permissions for a dense, mixed-use residential community. Zoning By-law 702-2024 was appealed to the Ontario Land Tribunal and has not been approved as of the writing of this report.

The 2024 Zoning By-law establishes three zone categories across Ookwemin Minising (refer to Attachment 5): CRE Commercial Residential Employment Zone, OR Open Space - Recreation Zone, and ON Open Space - Natural Zone. The land uses permitted in the CRE Zone are broad and include residential, commercial activation, light industrial, urban agriculture, entertainment, recreation and sport, office, employment, and home occupation uses. The CRE Zone provides for a maximum floor space index (FSI) by block. Holding provisions are included to ensure development proceeds in coordination with the delivery of flood protection infrastructure, servicing capacity, transit, and other conditions.

The OR Zone, which includes Biidaasige Park, permits a range of parks, agriculture, recreational, sport, cultural and commercial activation uses, as well as marine terminals or berths for vessels, permitting berthing locations and infrastructure for small ferries and water taxis. The ON Zone permits land uses compatible with the renaturalized Don River.

65 Ookwemin Street (formerly 309 Cherry Street), the island's largest privately-owned property, is the subject of a separate Ontario Land Tribunal decision on two Zoning By-law Amendment applications.

Airspace Considerations

Ookwemin Minising falls outside the existing Airport Zoning Regulations (SOR/85-515) established in 1985 for Billy Bishop Toronto City Airport. The northern boundary of the area subject to those regulations generally aligns with Commissioners Street and, with the exception of a small portion of the parkland, the regulations do not apply to the island.

Billy Bishop Airport operates several published instrument flight procedures, used by aircraft under certain conditions such as poor visibility that do, however, overlay Ookwemin Minising. These procedures are designed in accordance with federal standard TP 308, which requires safe separation between aircraft and obstacles. Unlike Airport Zoning Regulations, instrument flight procedures are not always protected through regulation, but their maintenance requires ongoing coordination between the Toronto Port Authority, NAV CANADA, and in some cases Instrument Procedure Design Organizations.

ENGAGEMENT

The City in partnership with Waterfront Toronto, undertook a comprehensive public and Indigenous engagement program which informed the renewed vision for Ookwemin Minising. Engagement activities included a large-format public open house (over 320 attendees), online surveys (265 completed), pop-up events (over 4,000 visitors across six events), and a series of targeted workshops (with 250 attendees), generating over 600 insights from the public, stakeholders, and community organizations, as well as qualitative data. In parallel, Waterfront Toronto established the Ookwemin Minising Advisory Network, an inclusive body comprising individuals, organizations, and communities with lived experience, personal, professional, and cultural connections to the project area, convened to provide structured input on the Development Concept Plan and updates to the Precinct Plan for the island's streets and public spaces.

Feedback collected through these engagement streams informed the design direction for the public realm, with key themes including human-scale design, early delivery of community infrastructure such as parks and public art, and recognition of both the industrial heritage and Indigenous history of the lands. Engagement materials and summaries are available on the Waterfront Toronto at <https://www.waterfronttoronto.ca/news/shaping-future-community-visions-ookwemin-minising>.

Industry specific meetings were organized in March 2026 to provide an update on the Development Concept Plan with industrial users in the Port Lands and additional outreach is underway for April 2026 with respect to the implementing Official Plan and Zoning By-law Amendments.

Waterfront Toronto will be continuing its engagement on Ookwemin Minising as the design for the public realm and infrastructure advances from the 10 percent Development Concept Plan to detailed design and construction.

Port Lands Open House - From Plan to Place

Over 700 people attended a public open house on March 10, 2026, hosted by the City of Toronto, Waterfront Toronto, and CreateTO. The event provided updates on Port Lands transformation milestones and future initiatives, including Ookwemin Minising. The City collected feedback from staff notes, written comments, and a QR code survey. The meeting materials and feedback summary is available at: <https://www.toronto.ca/port-lands>.

Indigenous Engagement

Indigenous engagement has been conducted as a distinct and foundational stream of the overall engagement program, separate from and complementary to the broader public engagement process. The City of Toronto and Waterfront Toronto engaged First Nations rights holders, Elders and Knowledge Keepers, Indigenous artists and designers, and urban Indigenous youth organizations throughout the precinct planning process.

As an expression of the City's commitment to reconciliation, naming authority for the new island and its park was extended to the Indigenous Advisory Circle, which returned the names Ookwemin Minising meaning "place of the black cherry trees" and Biidaasige Park meaning "sunlight shining towards us" in Anishinaabemowin/Ojibwemowin, both adopted by City Council in November 2024. Ongoing collaborative work with Indigenous partners encompasses ecology and native plantings, land and water stewardship, Indigenous art and design, interpretive signage, and language revitalization initiatives, with the long-term objective of establishing Ookwemin Minising as a meaningful expression of Indigenous presence on Toronto's waterfront.

Through engagement, the Mississaugas of the Credit First Nation (MCFN) expressed interest and support for the establishment of a transformative and visionary Indigenous multi-use development in Ookwemin Minising, with the potential to include a defining landmark cultural centre of national significance on Toronto's waterfront. Waterfront Toronto and City staff are advancing discussion surrounding key cultural spaces and significant sites on Ookwemin Minising, including the Essroc Silos site, as provided for in recommendation 6 of this report.

Statutory Public Meeting Comments

In making their decision with regard to this proposal, Council members have an opportunity to consider submissions made at the statutory public meeting held by the Planning and Housing Committee for this proposal, as these submissions are broadcast live over the internet and recorded for review.

COMMENTS

Provincial Planning Statement and Provincial Plans

Staff are recommending amendments to the Official Plan and Zoning By-law for Ookwemin Minising which have regard for the relevant matters of provincial interest set out in the Planning Act, and which are consistent with the Provincial Planning Statement (2024). The amendments prioritize intensification, transit-supportive densities, complete communities, and a compact built form, making efficient use of land and infrastructure within an existing settlement area, while protecting environmentally sensitive areas.

Ookwemin Minising is within an identified floodplain and a Special Policy Area associated with the Don River. It is subject to the Protocol for the Lower Don Special Policy Area, a joint agreement between the City of Toronto, and the Ministries of Municipal Affairs and Housing and Natural Resources and Forestry, to phase land use planning approvals based on the construction of flood protection infrastructure. The holding provision in Zoning By-law 702-2024 requires that the flood protection infrastructure is complete and functional, and the Special Policy Area designation is removed, prior to issuance of a building permit.

City of Toronto Official Plan

The proposed changes to the Port Lands Area Specific Policy for Ookwemin Minising appropriately implement the vision and intent of the Central Waterfront Secondary Plan and the former and current City of Toronto Official Plan. The Official Plan Amendment continues to plan for a vibrant waterfront with complete communities that achieve high quality, sustainable design, a mix of incomes and uses, and a generous public realm. The proposed Official Plan Amendment would amend in force policies of OPA 409, while maintaining the in-effect land uses.

As provided for in recommendation 5 of this report, staff recommend that the Zoning By-law Amendment be held until such time as By-law 702-2024 is brought into full force and effect.

Housing

Delivering housing as part of a complete community is one of the primary drivers for development of Ookwemin Minising. The island is one of the most significant opportunities for providing new housing on public land in the City. In May 2025, City Council adopted the Toronto Builds Policy Framework, which establishes the City's priorities for developing its own land, including a strong focus on the retention of public land, the creation of new rental homes, and delivering mixed-tenure, mixed-income complete communities. City-owned lands on Ookwemin Minising are identified as part of the initial portfolio of lands included within Toronto Builds. The City, Waterfront Toronto, and CreateTO are working together to realize Council's priorities through the development of Ookwemin Minising, in alignment with intergovernmental agreements and shared objectives.

The current Council direction is for a target of 30 percent of residential gross floor area (GFA) across all public development blocks on Ookwemin Minising to be set aside for affordable rental housing, secured as long-term or permanently affordable and aligned with the City's income-based definition of affordable housing. As the updates to the Precinct Plan introduce additional density on public lands, both the total number of units and the number of affordable units are expected to increase from the minimum of 9,000 units and 2,200-2,700 affordable units contemplated in the 2024 approvals.

Zoning By-law 702-2024 requires a Housing Plan as a condition of lifting the holding provision on any development block. The Housing Plan must identify: the percentage of two and three bedroom units for both market and affordable housing; how the 30 percent affordable housing target is being met for the specific development phase and the Precinct as a whole; the delivery mechanism for affordable housing; and the proposed number, unit types, and location of affordable units in the development.

Delivering the affordable housing target will require coordinated funding and financing support from all orders of government. Business and implementation planning for Phase 1 is currently underway, including financing options and delivery models to pursue the City's affordable housing targets in the context of current market conditions. Waterfront Toronto continues to work with the City, Province and Federal governments to secure

the funding and financing necessary to deliver the affordable housing for Ookwemin Minising.

Land Use Compatibility

Land use compatibility is a known and longstanding consideration in the Port Lands as the area transitions from a heavy industrial context to a mixed-use residential community. The Port Lands Noise and Air Quality Feasibility Study (2016), completed in support of the Port Lands Planning Framework and Precinct Plan, evaluated potential land use compatibility challenges and recommended mitigation strategies to allow new mixed-use residential communities to coexist alongside existing employment, industrial, and port uses. The holding provision in Zoning By-law 702-2024 requires a peer-reviewed noise and air quality study, including appropriate mitigation recommendations.

Industries identified as potential sources of noise and air quality challenges include the Lafarge Cement Terminal and the Port Lands Energy Centre, for tall buildings greater than 150 metres on the island. In 2025, City staff completed an updated noise and air quality study to evaluate the impact of taller buildings in Ookwemin Minising. The study concludes that the primary sources of potential land use compatibility concern for the island are the Lafarge Polson Cement Terminal, which presents both noise and air quality implications, and the Portlands Energy Centre (PEC), which raises air quality concerns.

- **Lafarge Polson Cement Terminal:** The 2025 noise and air quality study found that the 2024 Demonstration Plan Built Form Model was not expected to compromise Lafarge's ability to meet O.Reg. 419/05 air quality standards. The study concluded that adverse impacts could be mitigated and that air quality studies would be completed at the Site Plan Approval stage for each phase of development.
- **Portlands Energy Centre:** the 2025 noise and air quality study concluded that the development of Ookwemin Minising does not introduce any additional compliance burden beyond what is already required by the East Harbour Ministerial Zoning Order. Road and rail traffic noise impacts are similarly expected to be manageable through effective acoustic building design.

In February 2026, Atura Power, the operator of the Portlands Energy Centre submitted new technical material in connection with the development application for 65 Ookwemin Street, on the island, indicating that buildings above 85.5 metres may require mitigation for potential air quality impacts. City staff are continuing to engage with Atura Power to work through these technical questions and to understand their implications for building heights on Ookwemin Minising and mitigation measures.

Essroc Silos

In response to City Council direction, the updates to the Precinct Plan propose two significant changes to the Essroc Silos site to maximize housing.

First, realigning Villiers Street north at Block 08 will expand the block to accommodate additional housing, resulting in removal of the two southernmost silos at 80 Ookwemin

Street. This approach is a reasonable approach to heritage conservation that responds to City Council's direction (<https://secure.toronto.ca/council/agenda-item.do?item=2024.MM.18.26>) to explore additional housing opportunities on the site and also supports the delivery of increased affordable rental housing. The Official Plan and Zoning By-law Amendments implement this approach.

Second, the Development Concept proposes a new residential block on public lands at Block 02, located on the Essroc Silo site at 80 Ookwemin Street, which would yield approximately 400 residential units. This represents a new development block, which is not included in the proposed Official Plan and Zoning By-law Amendments. It will be advanced as part of a comprehensive proposal for the Keating Channel in a future phase of Ookwemin Minising.

In order to redesignate the portion of the Essroc Silo site away from *Parks and Open Spaces*, an equivalent or greater amount of parkland must be provided to ensure there is no net loss of lands designated Parks and Open Spaces. In collaboration with Waterfront Toronto, staff have identified additional parkland sufficient to address the redesignation of a portion of the Essroc Silo site on Block 07 and 08. City staff have assessed the future anticipated parkland provision for Ookwemin Minising and confirm that the future parkland provision is sufficient to meet the needs of both local residents and visitors.

Together, the addition of Block 02 and the expansion of Block 08 is estimated to result in approximately 650 additional homes.

Retaining, modifying, or removing the four remaining northern silos is under evaluation, informed by feedback from Indigenous partners who have raised questions about the emphasis placed on industrial heritage within the Ookwemin Minising Precinct Plan, a landscape whose industrial transformation represents an act of erasure of the island's pre-colonial identity as a sandbar at the edge of a marsh, and place of significance.

Airspace Considerations

The Zoning By-law Amendment recommended in this report is consistent with the Toronto Port Authority's Maximum Parcel Limits agreed to by City Council in March 2026 (<https://secure.toronto.ca/council/agenda-item.do?item=2026.CC39.12>) (see Figure 5). Furthermore, all development partners on public lands will be required to submit detailed proposals to NAV CANADA and the Toronto Port Authority for assessment of impacts to instrument flight procedures, including for the temporary installation of construction cranes.

Given that full build-out of Ookwemin Minising will unfold over two decades or more, the relevant regulatory and procedural framework governing airspace is likely to evolve during that period. Ongoing coordination among the City, the Toronto Port Authority, and NAV CANADA will be necessary throughout, including engagement with Transport Canada, landowners and the public should there be a formal proposal for an amendment to the Airport Zoning Regulations.

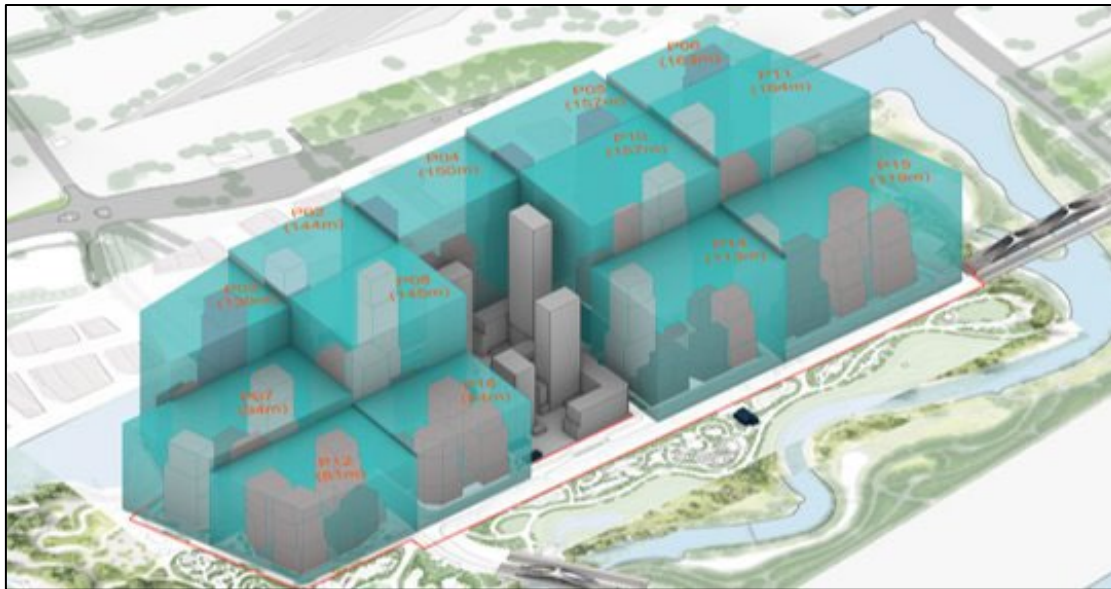


Figure 5. The updated Precinct Plan heights and Toronto Port Authority's Maximum Parcel Limits for Public Lands in Ookwemin Minising.

Mobility and Access

The transportation network in the Precinct Plan prioritizes walking, cycling, and transit, and provides vehicle access. Streets are designed as corridors that support both mobility and public life. Primary streets connect Ookwemin Minising to the city and broader Port Lands, and accommodate transit, while local streets internal access, placemaking, and public realm.

Waterfront East Transit

On March 30, 2026, the Government of Canada and, the Province of Ontario announced a \$3 billion landmark tri-government cost-sharing agreement to advance the Waterfront East Transit line, a critical piece of infrastructure for the long-term success of Ookwemin Minising. The 3.8-kilometre transit line will run along Queens Quay East, then south along Cherry Street and Commissioners Street to the Ookwemin Minising loop, serving more than 150,000 people. This announcement provides the certainty needed to advance Phase 1 development on Ookwemin Minising.

Primary Streets

Cherry Street and Commissioners Street are the key primary streets in the precinct and prioritize moving people and goods supporting a variety of travel modes. These streets provide a dedicated transit corridor for Waterfront East Transit, vehicle connections to and from the island, and safe and physically protected cycling and pedestrian infrastructure.

New Munition Street will eventually provide a new north-south connection, connecting the precinct with Lake Shore Boulevard East and the Keating Precinct on the north side of the Keating Channel.

Local Streets

The local street network of Ookwemin Minising supports a pedestrianized, human-scaled environment while accommodating the varied functions of each street within the precinct.

Villiers Street is the primary retail street for Ookwemin Minising, combining a dynamic retail and vibrant public realm with strong connection to the Keating Channel.

Ookwemin Street traces the historic Sandbar Trail and historic alignment of Cherry Street, linking Biidaasige Park and Keating Channel. The street layers Indigenous and settler histories, integrating interpretive elements that reflect the history of the Port Lands as a marsh and later industrial district.

Foundry Street provides local residential access through the precinct supporting movements between development blocks and connecting residents to the open space network.

Villiers Park Street and Trinity Boulevard serve as the park-edge interfaces between development and Biidaasige and Villiers Parks, designed to support active park-facing uses at grade and draw residents into the open space system.

Centre Commons

Centre Commons is proposed to be pedestrianized and focused on creating a varied pedestrian experience with inflections along its length for special programming moments. It will function as an everyday destination that supports the community, acting as an important gathering space for social interaction (See Figure 4). City staff are working with Waterfront Toronto to resolve a number of operational issues to maintain Centre Commons as a pedestrian corridor while also enabling development, including:

- **Site access.** Waterfront Toronto has identified that each development block may require two access points. Full pedestrianization of Centre Commons would require Phase 1 building servicing and loading to be accommodated on Commissioners Street, Ookwemin Street, Villiers Street, and Trinity Boulevard.
- **Pick-up and drop-off.** To ensure convenient access for residents, visitors, and goods delivery, pick-up and drop-off should be located in close proximity to building entrances on each block face. This will need to be resolved for buildings with a primary entrance on Centre Commons.
- **City maintenance and operations.** An approach to the ongoing maintenance and operations of Centre Commons will need to be established in a timely manner to inform the appropriate design of subsurface utilities and the assignment of legal building addresses.
- **Construction access.** Temporary construction access to Centre Commons will be required on a phased basis as each development block is built out.

Community Services and Facilities

Ookwemin Minising is planned as a complete community. OPA 409 established requirements for community services and facilities scaled to the planned population, including a community recreation centre, up to three licensed non-profit child care facilities, a neighbourhood library branch, community space, and a public elementary school.

Zoning By-law 702-2024 requires, as a condition of lifting the holding provision on any development block, a Community Services and Facilities Implementation Plan identifying what facilities have been delivered and what remaining facilities are required. This ensures that community infrastructure keeps pace with residential growth across the island's phased build-out.

The updates to the Precinct Plan integrate a new Toronto District School Board (TDSB) elementary school into Phase 2 on either Blocks 06 or Block 11, adjacent to Villiers Park, with the preferred location identified on Block 11. City staff will continue to discuss the phasing, timing, and location of the school with the Toronto District School Board.

Servicing

Ookwemin Minising requires new water, wastewater, and stormwater infrastructure to support the planned community. The Port Lands Flood Protection and Enabling Infrastructure Project delivered the major servicing infrastructure that forms the backbone of the island's systems. Detailed servicing design for Phase 1, including local water, wastewater, and stormwater networks, is being advanced as part of the tri-government funded Toronto Waterfront Enabling Infrastructure Project. The 10 percent design has been completed and will be refined through the 30 percent detailed design process and Draft Plan of Subdivision currently underway.

Zoning By-law 702-2024 includes a holding provision requiring confirmation of water, wastewater, and stormwater servicing capacity, including the resolution of any sanitary servicing capacity issues, prior to the lifting of the holding symbol on any development block.

Sustainability and Green Building Requirements

Waterfront Toronto's Green Building Requirements will be applied to the district, which mandate registration and certification through the Canada Green Building Council's Zero Carbon Building "Design Standard." This standard requires projects to achieve net-zero operational carbon performance while reducing thermal energy demand, energy use, and embodied carbon intensities. The Green Building Requirements also include requirements related to low carbon and non-toxic building materials, construction waste reduction, embodied carbon reduction in the public realm, enhanced biodiversity and habitat creation, resilience planning, and the provision of active transportation infrastructure.

To support the City of Toronto's climate objectives and Waterfront Toronto's energy and greenhouse gas emissions performance targets, Waterfront Toronto and the City are currently exploring the feasibility of low-carbon thermal energy networks, more

commonly known as a district energy systems, that could serve development across waterfront communities.

Next Steps

The recommended Official Plan Amendment, Zoning By-law Amendment, and updated Precinct Plan for Ookwemin Minising will establish the planning framework necessary to advance the island's transformation into a complete, mixed-use community. The following initiatives are currently underway or anticipated in the near term.

Transportation Infrastructure, Public Realm Design, and Urban Design Guidelines

Building on the street network and rights-of-way established through the Port Lands Flood Protection and Enabling Infrastructure Project and confirmed through the Precinct Plan, the next phase of work will advance the concept and schematic design for the island's local street network, public realm, and built form, with some portions of work being constructed as part of Phase One.

This work will refine cross-sections and rights-of-way widths for local streets including Ookwemin Street, Villiers Street, Trinity Park Boulevard, Foundry Street, and Villiers Park Street. Detailed designs will be reviewed by the Waterfront Design Review Panel and will establish programming, streetscape character, green infrastructure, and the relationship between building faces and public spaces. Design work will be informed by Indigenous engagement, ensuring that streets, parks, and public spaces reflect and celebrate Indigenous histories, knowledge systems, and place connections.

Waterfront Toronto, in collaboration with City staff, will also develop Urban Design Guidelines to provide further direction on built form, mid-block connections, privately-owned publicly accessible spaces (POPS), and the design of ground floor uses across the island's development blocks.

Centre Commons, the primary east-west pedestrian spine connecting the island's development blocks, will be a focus of ongoing discussions to determine ownership, maintenance, and operations to realize the vision of this shared public space as a central organizing element of the emerging community.

Engagement with the Mississaugas of the Credit First Nation

The City, Waterfront Toronto, and CreateTO will continue to advance engagement with the Mississaugas of the Credit First Nation (MCFN) on opportunities for Indigenous cultural presence and programming on Ookwemin Minising. This includes ongoing discussions regarding a potential cultural centre on the island - a facility that could serve as an anchor for Indigenous cultural revitalization, community gathering, and the celebration of MCFN's enduring connection to these lands and waters. This engagement builds on Waterfront Toronto's existing Memorandum of Understanding with MCFN and the shared commitments of the City's Reconciliation Action Plan and will inform both the public realm design and the programming of community facilities for Ookwemin Minising.

Business and Implementation Plan and Phase 1 Development

Phase 1 of development on Ookwemin Minising encompasses the western blocks — Blocks 03, 07, 08, 12, and 16, which are targeted for approximately 4,100 residential units. Waterfront Toronto, as revitalization lead, has been authorized to initiate a developer proposal call process to select a development partner for the Phase 1 lands. Concurrent with the market offering, the City and CreateTO (as manager of Toronto Port Lands Company lands) will advance the necessary land transactions and agreements to transfer Phase 1 lands in support of development.

A Business and Implementation Plan will be brought forward to City Council in 2027 to outline the comprehensive strategy for Phase 1 of Ookwemin Minising, and provide further direction on financing, delivery models, and the affordable housing strategy, including the path toward achieving the Council-approved target of 30 percent affordable rental housing on public lands across the island.

Early Activation

In advance of Phase 1 build-out, an Early Activation Program will introduce "meanwhile uses" across undeveloped blocks and open spaces on Ookwemin Minising. Early activation on Blocks 7 and 12 is included in the tri-government funding for Ookwemin, with a formal governance structure currently under development in advance of a 2029 launch. Meanwhile uses at other sites across Ookwemin are anticipated to begin as early as summer 2026. City staff are working with Waterfront Toronto and CreateTO to coordinate early activation efforts across Phase 1 lands.

Conclusion

The Port Lands Flood Protection Project remains one of the most significant urban development projects in Toronto's history. Remediating contaminated land, restoring the mouth of the Don River, opening Biidaasige Park, and unlocking 174 hectares of under-utilized land - much of which is City-owned - will provide space for mixed-income housing, jobs, access to nature, and enhanced cultural opportunities. Ookwemin Minising sits at the heart of this effort. The amendments and directions set out in this report advance that vision and reflect the City's commitment to realizing the full potential of the Port Lands for current and future generations.

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ATTACHMENTS

Attachment 1: Decision History
Attachment 2: Port Lands Districts
Attachment 3: Official Plan Land Use
Attachment 4: Central Waterfront Secondary Plan - Land Use Plan
Attachment 5: Zoning By-law 702-2024 - Land Use Zones
Attachment 6: Land Subject to Zoning By-law Amendment
Attachment 7: Ookwemin Minising Precinct Plan Amendments
Attachment 8: Ookwemin Minising Development Concept Plan
Attachment 9: Draft Official Plan Amendment
Attachment 10: Draft Zoning By-law Amendment

Attachment 1 - Decision History

At its meeting on December 8, 2017, City Council adopted the staff report from the Deputy City Manager, Cluster B, entitled "Port Lands Planning Initiatives – Final Report". This comprehensive effort is the result of analysis and consultation beginning in 2013 and culminating in the Port Lands Planning Framework and the Port Lands Official Plan Modification (OPM). This report can be found here:

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

The Port Lands OPM was appealed to the Ontario Land Tribunal and the City worked with the various appellants to resolve land use, compatibility and transportation issues. Following two phases of settlement hearings commencing on April 16, 2021, an OLT Decision was issued on July 11, 2022 bringing the OPM into effect as the Port Lands Areas Specific Policies, with the exception of a few site-specific issues. This OLT Decision can be found at the following link:

<https://www.omb.gov.on.ca/e-decisions/OLT-22-002109-JUL-11-2022.PDF>

In April 2024, City Council directed City staff to report back to the October 2024 meeting of the Executive Committee on a permanent name for the Island and a framework for reconciliation projects that support Indigenous cultural revitalization on the Island and the Port Lands. The Council decision can be found here:

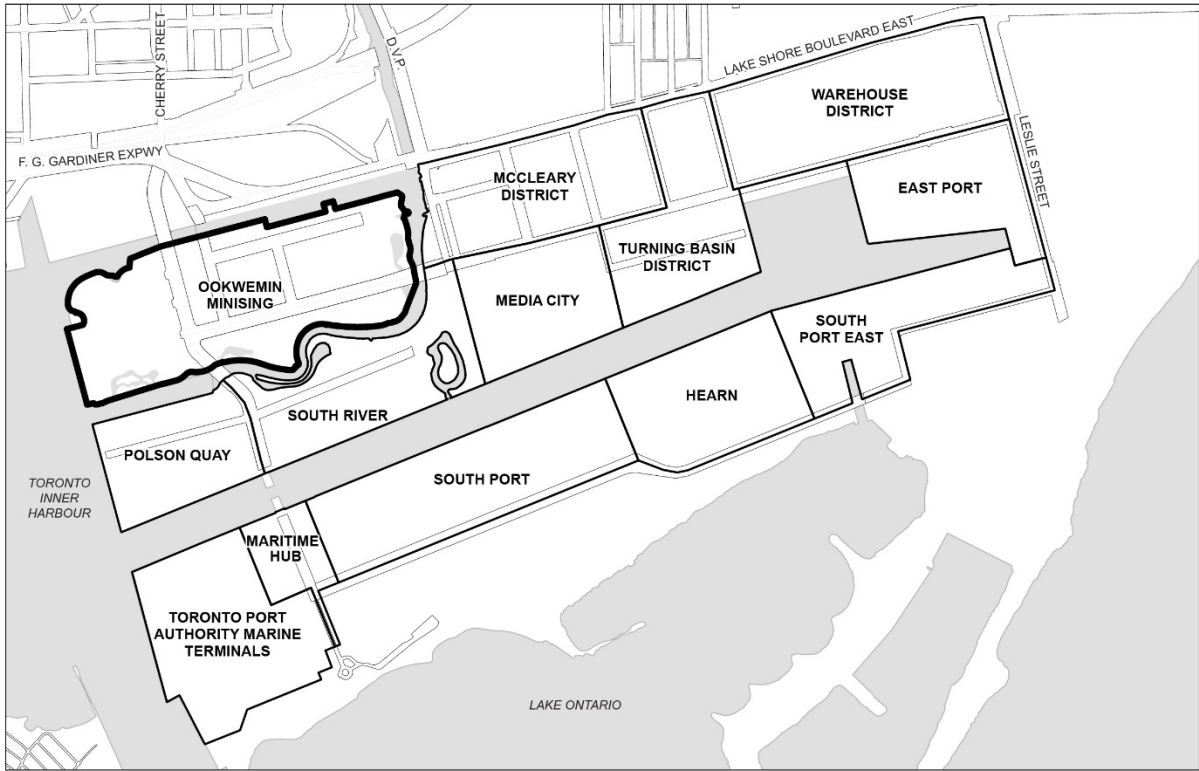
<https://secure.toronto.ca/council/agenda-item.do?item=2024.EX13.5>

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 that approved amendments to the Official Plan, Zoning Bylaw, and 2017 Precinct Plan that describe how the island will develop, based upon the outcome of a density study that resulted in a minimum of 9,000 units, of which approximately 2,200 - 2,700 units would be affordable, with a target of 30 percent affordable housing on public lands. The Official Plan and Zoning By-law Amendments were appealed to the Ontario Land Tribunal. The Council decision can be found here: <https://secure.toronto.ca/council/agenda-item.do?item=2024.PH13.2>

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. The Council decision can be found here:

<https://secure.toronto.ca/council/agenda-item.do?item=2024.EX18.3>

Attachment 2 - Port Lands Districts Map



Port Lands Map 3B - Port Lands Districts

Port Lands Area Specific Policy

File # 13-258652 STE 30 OZ

-  Ookwemin Minising
-  Districts


Not to Scale
April 2026

Attachment 3 - Official Plan Land Use



Official Plan Land Use Map #18

Ookwemin Minising

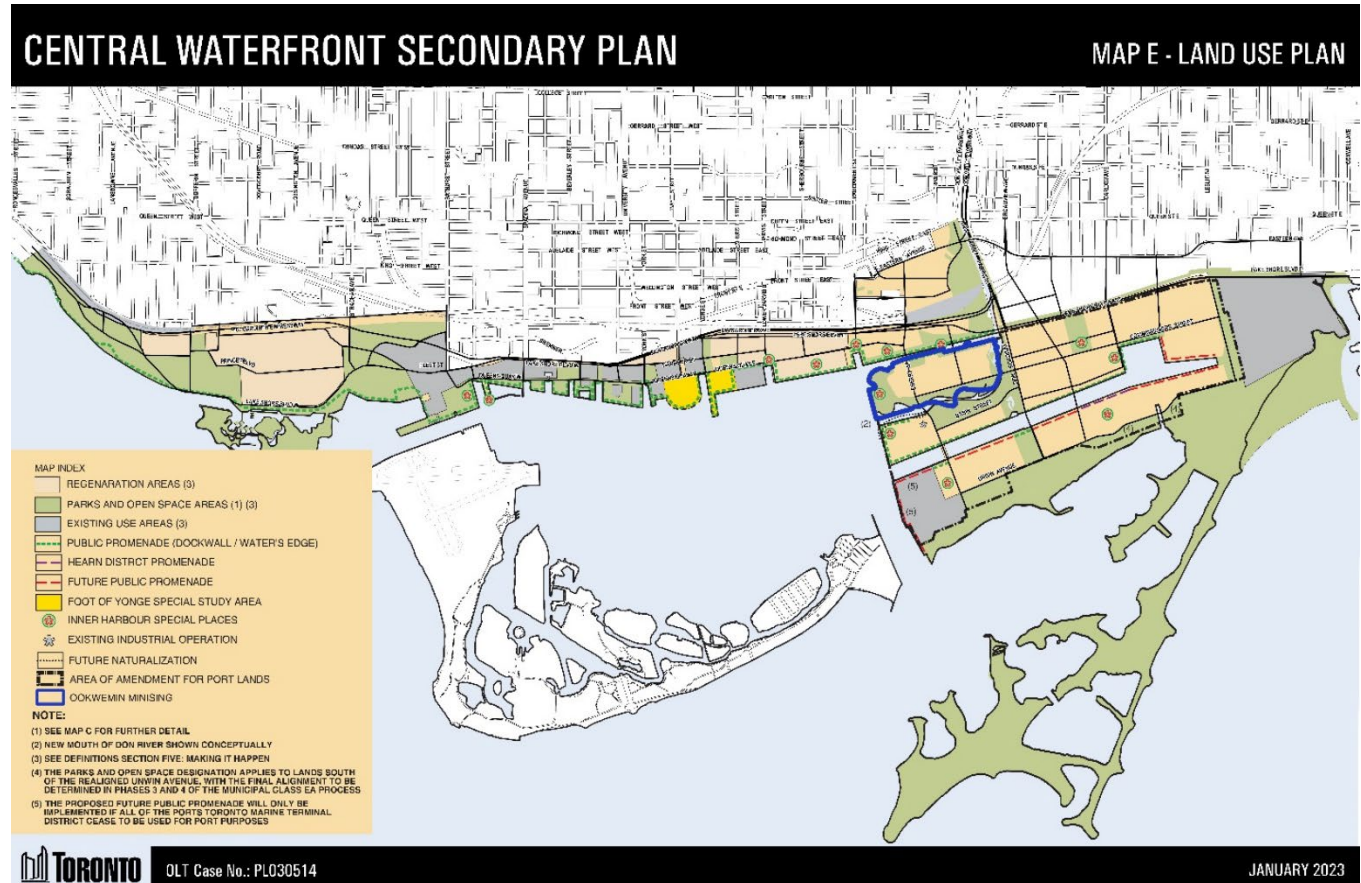
File # 26 132130 STE 14 OZ

- Location of Application
- Apartment Neighbourhoods
- Mixed Use Areas
- Natural Areas
- Parks
- Regeneration Areas
- General Employment Areas
- Core Employment Areas
- Utility Corridors

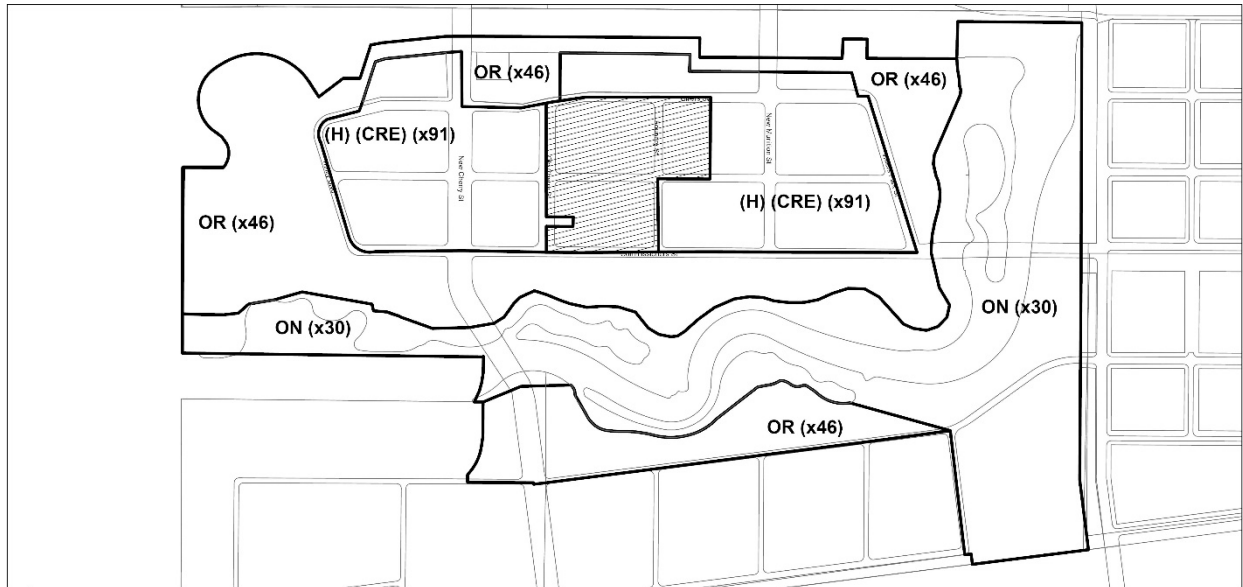
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 Extracted: 04/16/2026

Attachment 4 - Central Waterfront Secondary Plan - Land Use Plan





Attachment 5: Zoning By-law 702-2024 - Land Use Zones



Toronto
Diagram 2

Villiers Island
Land Use Zones

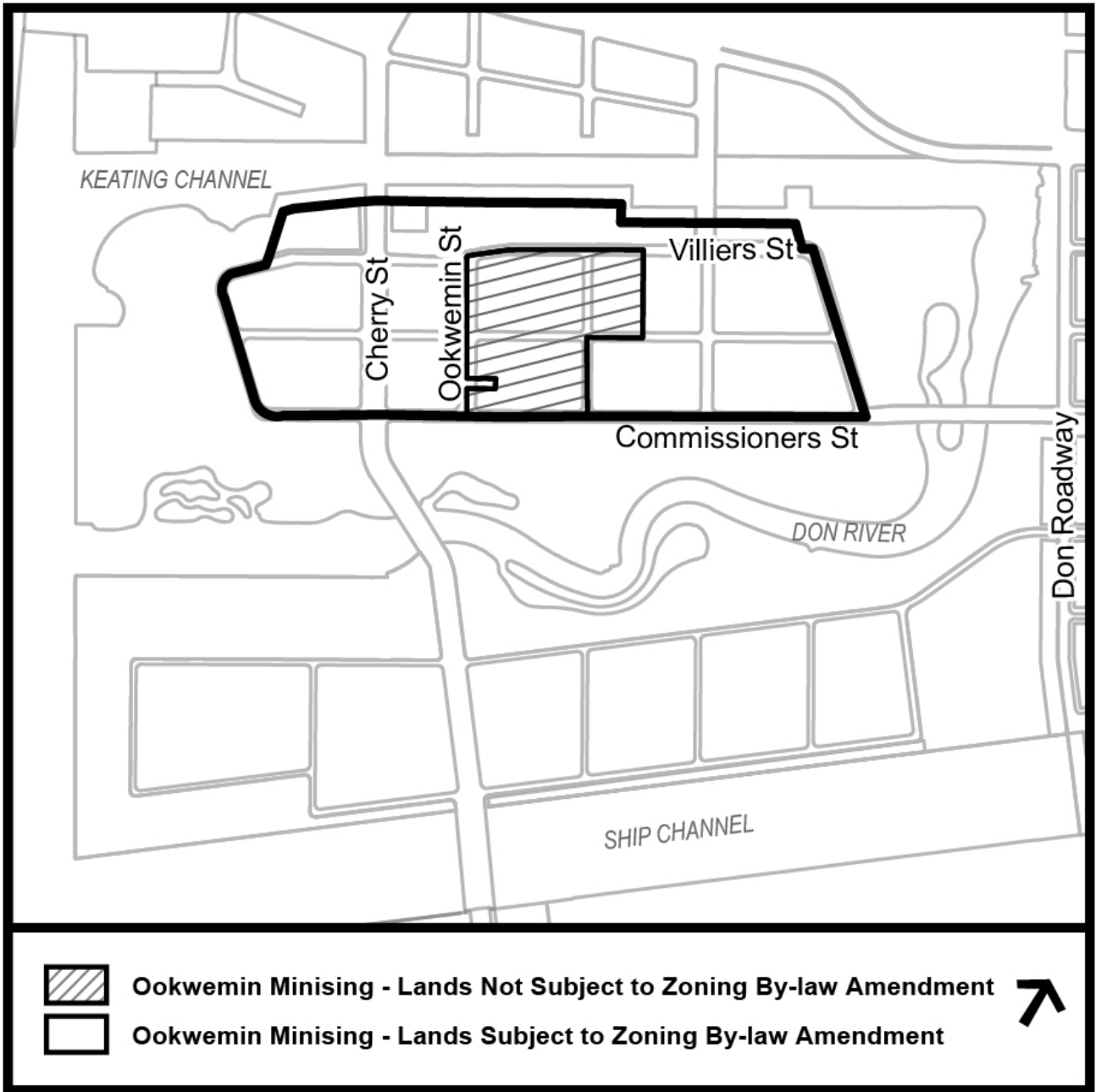
-  Zone Boundaries
-  Not part of this by-law



City of Toronto By-law 569-2013

Not to Scale
06/25/2024

Attachment 6 - Lands Subject to Zoning By-law Amendment



Attachment 7: Ookwemin Minising Precinct Plan Amendments

Attached separately

Attachment 8: Ookwemin Minising Development Concept Plan

Attached separately

Attachment 9: Draft Official Plan Amendment

Attached separately

Attachment 10: Draft Zoning By-law Amendment
Attached separately