Toronto

URBAN ENVIRONMENT AND DEVELOPMENT COMMITTEE AND ECONOMIC DEVELOPMENT COMMITTEE

AGENDA

Date of Meeting:	Tuesday, September 29, 1998	Enquiry:	Ms. Nancy Rickford
Time:	9:30 a.m.		Interim Contact
Location:	Council Chamber		(416) 392-4274
	2nd Floor, Metro Hall		Ms. Christine Archibald
	55 John Street		Interim Contact
	Toronto		(416) 392-7443

PROCEDURES FOR CONDUCT OF BUSINESS AT JOINT MEETING OF TWO STANDING COMMITTEES.

- (1) A quorum for a joint meeting of the two Committees shall be a majority of the combined number of Members of both of the Committees involved.
- (2) The Members in attendance at a joint meeting shall elect the Chair of one of the Standing Committees involved as Chair of the joint meeting, but if both such Chairs are absent, another Member of one of the Committees shall be so elected.
- (3) Votes or questions put to a joint meeting shall be conducted as if both Committees involved were a single Committee and the results of each such vote shall be treated as emanating from both such Committees.
- (4) The Chairman of the joint meeting may vote on all questions submitted and, in case of a tie vote, the question shall be deemed to have been decided in the negative.

DECLARATIONS OF INTEREST PURSUANT TO THE MUNICIPAL CONFLICT OF INTEREST ACT.

PRESENTATION:

Respecting Item No. 1 et al:

Proposed Fixed Link to the Toronto City Centre Airport:

- A presentation will be made by Mr. Paul Bedford, Executive Director and Chief Planner, City Planning Division, Urban Planning and Development Services Department.

DEPUTATIONS.

(A comprehensive list will be available at the meeting.)

COMMUNICATIONS/REPORTS.

1. PROPOSED FIXED LINK TO THE TORONTO CITY CENTRE AIRPORT.

(DEPUTATION ITEM)

Chief Administrative Officer (September 18, 1998)

Recommending that:

- (1) the Commissioner of Urban Planning and Development Services, in consultation with appropriate staff and after meeting with the Toronto Harbour Commissioners and Greater Toronto Airports Authority, be requested to report further on:
 - (a) the question of the future role of the City Centre Airport within the regional air system in support of the regional economy;
 - (b) ensuring that the future role of the City Centre Airport is in keeping with the City's objective of balancing and harmonizing airport operation with the other uses and activities currently existing along the waterfront; and
 - (c) the implications of (a) and (b) above on the preferred type and design of a fixed link to the City Centre Airport;

and such report to be brought back to the November 30, 1998 meeting of the Urban Environment and Development Committee;

- (2) the recommendations contained in the May 6, 1998 report of the Commissioner of Urban Planning and Development Services to the Urban Environment and Development Committee be deferred until such time as the report requested in Recommendation No. (1) of this report is submitted; and
- (3) the Toronto Harbour Commissioners be requested to revise the 1998 Business Plan for the City Centre Airport in accordance with the comments contained in Section 7 of this report, and submit the revised Business Plan to the Chief Financial Officer for review and report to the Budget Committee in October 1998.

1a. Commissioner of Urban Planning and Development Services (May 6, 1998)

Recommending that:

- (1) City Council authorize amendments to the Tripartite Agreement, including those set out in Recommendation No. (2), to permit a bridge to the airport, subject to the approval of the Environmental Assessment and subject to The Toronto Harbour Commissioners completing the following to ensure that they are included in the design and construction program of the bridge:
 - (a) the bridge contain only two lanes of vehicular traffic each having a width of no more than 3.5 metres;
 - (b) sidewalks, having a width of 2.0 metres, be provided on both sides of the bridge structure and on the approaches to the bridge;
 - (c) the design of the bridge permit free and clear continuity of the water's edge promenade below the bridge in a safe and accessible manner, having a minimum width of seven metres and a clearance of not less than 2.5 metres;
 - (d) the slope of the grade of the Bathurst Street approach to the bridge structure be designed to minimize its overall length and height above the existing grade of Bathurst Quay at the water's edge and to ensure that it does not exceed an eight percent grade in order to accommodate emergency vehicles;
 - (e) the change in grade associated with the approach to the bridge on the east side be designed to permit access to the Canada Malting site at both current driveway locations, and on the west side be designed to accommodate contemplated park space design and improvements;
 - (f) the filling-in of the ferry slips on either side of the Western Channel and the construction of the concrete dockwalls be completed in connection with the construction of the bridge;
 - (g) consultation with the Commissioner of Works and Emergency Services to ensure that fireboat access requirements through the Western Gap are

maintained during construction of the bridge and after the bridge is operational;

- (h) public input into the design of the bridge by holding public meetings and/or workshops; and
- (i) the final design of the bridge be submitted to City Council for review for consistency with established urban design objectives along the waterfront;
- (2) that the amendments to the Tripartite Agreement include the following as new terms and conditions:
 - (a) that The Toronto Harbour Commissioners develop a strategy for encouraging the use of public transit to access the City Centre Airport including:
 - (i) the operation of a shuttle bus service operating between Union Station and the major hotels in the downtown area and the airport until such time as the off-site terminal is operational; and
 - (ii) discouraging passenger pick-ups by private automobile and taxis;
 - (b) that the total number of parking spaces on the airport lands be limited to 400 spaces and that building and landscaping plans associated with the construction of a parking facility, at grade or in a structure, be submitted to the City for review and approval prior to any construction;
 - (c) that the Toronto Harbour Commissioners agree to construct and operate an off-site (remote) terminal building:
 - (i) once a sustained annual passenger volume of 600,000 passengers per annum, or less if the City determines it is necessary before this level of passenger traffic, is reached; and
 - (ii) when airport-bound vehicular traffic reaches a peak volume of 100 vehicles per hour as measured along Bathurst Street south of Queen's Quay;
 - (d) that The Toronto Harbour Commissioners be required to monitor the effects of the bridge operation, as requested by the City, on:
 - traffic volumes inbound and outbound on the bridge;
 - use of the parking facility;
 - extent of the queues on Bathurst Street;
 - traffic operations at the Bathurst Street/Queen's Quay intersection;
 - access to the abutting properties;
 - the effectiveness of any traffic-calming measures implemented; and
 - conflicts between airport-related traffic and other vehicular and pedestrian activity on Bathurst; and

- (e) that, as a result of the monitoring exercise, The Toronto Harbour Commissioners, after advising the City, make appropriate changes to the bridge operations or access control to mitigate the impact of this facility on traffic operations;
- (3) that City Council authorize the alteration of Bathurst Street in connection with the construction of a bridge to the airport, subject to The Toronto Harbour Commissioners completing the following:
 - (a) seeking the input of the community and staff on the various design options to the Bathurst Street alterations;
 - (b) consideration of traffic-calming measures in the detailed design of Bathurst Street;
 - (c) provision of landscaping and streetscaping within the Bathurst Street road allowance and along the perimeter of the parking facility at the airport satisfactory to the Commissioner of Urban Planning and Development Services;
 - (d) ensuring that the final design includes public art;
 - (e) submission of the detailed design of the altered Bathurst Street, including road pavement design, sidewalks, traffic-calming measures, and landscaping, to the City for approval by the Commissioner of Works and Emergency Services prior to any construction;
 - (f) conveyance, at no cost to the City, of the land south of the existing Bathurst Street road allowance, required for the bridge to the City, to be dedicated as a public highway;
- (4) that the City be released and discharged from any obligations to The Toronto Harbour Commissioners to provide parking facilities in relation to airport parking on Bathurst Quay, as required by the agreements entered into between the City and The Toronto Harbour Commissioners and any license agreement arising out of same, including the interim parking arrangements on the Bathurst Quay 5 site;
- (5) that all rights to land held by the Federal Government, and currently used for public parking at the end of Bathurst Street and the ferry slip and access road leading to it, be conveyed to the City at nominal cost for public park and public highway purposes;
- (6) that the 100 foot wide access easement located immediately adjacent to the Bathurst Street road allowance, granted in favour of the Federal Government for the purposes of ensuring future access to the airport, be released from title at the time the Tripartite Agreement is amended to permit the use of the bridge; and
- (7) that the Commissioner of Urban Planning and Development Services, together with other appropriate City officials, report on other measures which should be included

as conditions in the Tripartite Agreement that address the cumulative impacts resulting from the introduction of a bridge and all Stage 3 turbo-prop aircraft at the airport, when appropriate.

Ward: Downtown

1a(i). <u>City Solicitor</u> (May 7, 1998)

Responding to a request from the Chair of the Urban Environment and Development Committee (UEDC) as to whether the report (May 6, 1998) from the Commissioner of Urban Planning and Development Services, entitled "Fixed Link to the City Centre Airport Environmental Assessment", should be on the UEDC agenda; providing the opinion that the aforementioned report should be considered by UEDC; and setting out the reasons for such opinion.

1b. <u>Commissioner of Urban Planning and Development Services</u> (Undated)

Providing information pertaining to requests for several reports contained in motions related to the proposed construction of a fixed link to the City Centre Airport, which were deferred by the Urban Environment and Development Committee at its meeting held on May 19, 1998; and **recommending** that this report be received for information.

1c. <u>Chairman, Toronto Police Services Board</u> (August 5, 1998)

> Responding to a request made by the Urban Environment and Development Committee for a report regarding the impact on the Toronto Police Marine Unit of the proposed fixed link to the City Centre Airport; advising that the Marine Unit does not anticipate any additional cost resulting from the fixed link; that there should be no negative impact on public safety or rescue operations resulting from the installation of this bridge; and **recommending** that the report be received for information.

1c(i). A communication addressed to Staff Sergeant Clare Edgar, Marine Unit, Toronto Police Services, from <u>Laurie Bruce, Project Manager, Dillon Consulting Limited</u> (June 15, 1998)

Summarizing the conclusions of a meeting held on June 11, 1998, with Canadian Coast Guard representatives and representatives of the Toronto Police Marine Unit; and stating that both Starr Sergeant Edgar and Sergeant Maskell are confident that boaters will be able to continue to safely navigate through the Western Channel once a bridge is in place, under both normal operations and special events.

1d. <u>City Clerk</u> (June 1, 1998)

Setting out the actions taken by the Urban Environment and Development Committee on May 19, 1998, with respect to the proposed fixed link (bridge) to the City Centre Airport.

1e. <u>City Clerk</u> (May 8, 1998)

Advising that City Council, at its Special Meeting held on April 29 and 30, 1998, in adopting the 1998 Operating and Capital Budgets, directed, inter alia, that the 1998 Capital Program pertaining to the Toronto Harbour Commission (No. 60) be amended:

- (1) to provide that the matter of the proposed fixed link project at the Toronto City Centre Airport be referred to the Urban Environment and Development Committee, for further consideration, and the Committee be requested to:
 - (a) consider the potential impacts on the police marine unit to meet its objectives and any other additional costs resulting from this link; and
 - (b) review the "screening" Environmental Assessment on the fixed link to the Toronto City Centre Airport.
- (2) by adding thereto the following:

"It is further recommended that:

(a) the report dated April 23, 1998, from the Chief Financial Officer and Treasurer, entitled 'Toronto Harbour Commissioners - Financing Options for the Fixed Link Project', be adopted, subject to amending Recommendation No. (2) by inserting the words 'and the Budget Committee', after the words 'and Treasurer', and adding at the end thereof the words 'and that such financing assumes no net cost for the City's Capital Budget', so that the recommendations embodied in such report shall now read as follows:

'It is recommended that:

 the THC submit to the Chief Financial Officer and Treasurer a revised five-year business plan for the Toronto City Centre Airport as well as any supplemental financial analysis of preferred options; and

- (2) the financing authority for the fixed link project in the recommended 1998 Capital Budget for the THC be deferred pending a report from the Chief Financial Officer and Treasurer and the Budget Committee respecting the financial implications of financing the fixed link capital project and that such financing assumes no net cost for the City's Capital Budget.'; and
- (b) the Commissioner of Urban Planning and Development Services be requested to submit a report to the next meeting of the Urban Environment and Development Committee on whether plans are being considered by the Toronto Harbour Commission to substantially lengthen the City Centre Airport runway and grant landing rights to DC-9s.' "
- **1f.** Commissioner of Urban Planning and Development Services (May 19, 1998)

Responding to a request made by City Council on April 29 and 30, 1998, for a report to the Urban Environment and Development Committee on whether plans are being considered by The Toronto Harbour Commissioners (THC) to substantially lengthen the City Centre Airport runway and grant landing rights to DC-9s; advising that the THC has been contacted and advises that there are no plans either to lengthen the runways or to grant landing rights to DC-9s; and recommending that this report be received for information.

1g. Mr. Donald J. MacLean, Regional Director, Programs, <u>Ontario Region, Transport Canada</u> (May 14, 1998)

Setting out Transport Canada's response to the recommendations embodied in the report dated May 4, 1998, from the Commissioner of Urban Planning and Development Services regarding the Fixed Link to the City Centre Airport Environmental Assessment.

1h. A communication addressed to Mr. John D. Morand, Director of Strategic Planning, Toronto Harbour Commissioners, from Mr. Malcolm Horne, Heritage Planner, Cultural Programs Branch, Archaeology and Heritage Planning Unit, <u>Ministry of Citizenship, Culture and Recreation</u> (June 15, 1998)

Advising that since sending the letter dated May 20, 1998, expressing the Ministry's concerns for cultural heritage resources related to the fixed link to Toronto Island, the Ministry has been informed that staff of Dillon Consulting Limited have undertaken a study of potential impacts to cultural heritage resources as part of the Environmental Assessment for this project; stating that the foregoing study determined that the land involved consisted of fill and otherwise disturbed deposits, and that there was no potential for impacts to archaeological resources; that, given the above, the Ministry of Citizenship, Culture and Recreation is satisfied that all concerns expressed in its earlier letter have been met; and that any cultural heritage resources to be impacted by this project have been and will be dealt with appropriately.

1h(i). Mr. Malcolm Horne, Heritage Planner,

Cultural Programs Branch, Archaeology and Heritage Planning Unit, <u>Ministry of Citizenship, Culture and Recreation</u> (May 20, 1998)

Advising that a principal concern of the Ministry is the adverse effects that undertakings such as the fixed link to the City Centre Airport may have on cultural heritage resources; that if a preferred alternative is determined to have the potential to have an impact on cultural heritage resources, then the Cultural Programs Branch would recommend that a cultural heritage resource assessment be prepared as part of the Environmental Assessment; and expressing a desire to continue to be involved in this project, and to be provided with detailed information and maps of the alternatives being considered.

1i. Mr. Gary F. Reid, General Manager, <u>The Toronto Harbour Commissioners (THC)</u> (May 18, 1998)

Providing an overview and history of the proposed bridge to the Toronto City Centre Airport, together with a report dated April 22, 1998, entitled "Toronto City Centre Airport: A Discussion Paper", prepared by Arie Ashkenazy, M.A., Management Consultant; and respectfully requesting that the Council of the City of Toronto do everything in its power to assist the THC in completing this project in a timely fashion.

OF THE REPORT (A COPY DATED MARCH, 1993, ENTITLED "THE INTERGOVERNMENTAL STAFF **COMMITTEE STUDY** OF ALTERNATIVE ACCESS OPTIONS TO THE ISLAND AIRPORT FOR EMERGENCY RESPONSE SERVICES", WHICH WAS APPENDED TO THE FOREGOING COMMUNICATION, IS ON FILE IN THE OFFICE OF THE CITY CLERK.)

1i(i). Controller and Chief Financial Officer, <u>The Toronto Harbour Commissioners</u> (June 16, 1998)

Submitting a report on the cost differential between continuing to operate a ferry versus a bridge to the Toronto city Centre Airport over the next 30 years; and advising that the optimal scenario, from a cost perspective, is to build a bridge.

1i(ii). A copy of presentation material dated June 16, 1998, filed by The Toronto Harbour Commissioners.

 Mr. R. Ross Dunsmore, Chair, and Ms. M. Elyse Allan, President and Chief Executive Officer, <u>The Toronto Board of Trade</u> (June 15, 1998)

Expressing, on behalf of the over 10,000 members of the Toronto Board of Trade, the Board's wholehearted support for the proposed fixed link to the Toronto City Centre Airport (TCCA); advising that the Board considers the TCCA to be a critical element of the economic infrastructure of downtown Toronto, supporting hundreds of jobs, and generating many millions of dollars in economic activity and tax revenues for all levels of government annually; stating that the Board firmly believes that the long-term financial viability of the TCCA can only be ensured with the construction of a fixed link to the mainland; and that economic studies have indicated that the TCCA, if served by a new fixed link, could generate increased economic activity and new employment in the business core.

1k. Mr. Craig Mather, Chief Administrative Officer, <u>The Toronto and Region Conservation Authority</u> (June 11, 1998)

Referring to a motion moved by Councillor Moscoe, on behalf of Councillor Chow, at the May 19, 1998 meeting of the Urban Environment and Development Committee, regarding the formation of a "Work Group" to develop a comprehensive Waterfront Policy; and requesting, should such a Work Group be formed, that the Toronto and Region Conservation Authority be included as one of the stakeholders to be appointed to the Work Group.

II.Mr. David Vallance, Chair,
Confederation of Resident & Ratepayers Associations (CORRA)
(August 27, 1998)

Advising that CORRA has opposed any expansion of the Island Airport because of potential damage to residential neighbourhoods on the waterfront ; stating that at its meeting on June 3, 1998, CORRA Council passed a motion that, "a letter be sent to Council objecting to the use of public money for a bridge (fixed link); that any project should be self-financing, and must not have an impact on marine amenities."; further advising that there must be a clear economic benefit to the City; and that any economic study must include the cost to the thriving tour and pleasure boat activity in the harbour that might occur if the bridge is built.

1m.Mr. Boris Mather, Past President,
Citizens for a Lakeshore Greenway (CFLAG)
(August 29, 19898)

Advising that CFLAG is opposed to building a bridge to the Island Airport as it would permit automobile access to the Toronto Islands and would enable further expansion of the Island Airport; that the taxpayer will ultimately have to pay for the fixed link; and suggesting that the fixed link notion be scrapped, the Airport be closed by the Federal Government, and the location be utilized instead by an enterprise which will erect wind turbines that can produce cheap electricity from a non-polluting, environmentally-friendly source.

1n. <u>Mr. Jack Sands, Don Mills</u>

(June 24, 1998)

Expressing opposition to the proposed bridge to the Island Airport.

10. <u>Mr. William L. Archer, Toronto</u> (September 1, 1998)

Querying the need for a bridge to clutter up the wonderful view of the Toronto harbour; and suggesting that the Western Gap be filled in and a direct connection made, at ground level, between the Island Airport and the mainland, with a channel built on the other side to permit ships and boats to enter the harbour.

1p. <u>Ms. Shirley Bush, Toronto</u> (June, 1998)

Submitting a written brief in opposition to the proposed fixed link to the City Centre Airport, together with a number of newspaper clippings related thereto.

1q. <u>Mr. Jack Taylor, Maple, Ontario</u> (June 10, 1998)

Querying the logic in reducing boat access to Toronto Harbour via the Western Gap as a result of the fixed link to the City Centre Airport; pointing out the confusion and danger inherent in the proposed restricted times for opening the bridge; and advising that if it is necessary, in the interests of safety, to construct a "fixed link", then that link should be constructed with a minimum of interference to present and future waterborne transportation requirements.

1r. Mr. Kevin Psutka, Executive Vice-President, <u>Canadian Owners and Pilots Association</u> (May 12, 1998)

> Expressing strong support for proceeding as soon as possible with the long-needed safety and economic link to the City Centre Airport; urging the Urban Environment and Development Committee to give due consideration to the provision of parking spaces and the queuing lane; and stating that the queuing lane should be constructed up-front as part of the bridge construction project as traffic congestion will eventually force its construction.

1s. <u>Mr. Roger D. Wilson, Toronto</u> (May 13, 1998)

Submitting a copy of a letter dated April 30, 1998, addressed to the Director, Port Divestiture and Operations, Transport Canada, in which he sets out certain material which was omitted from the Dillon Consulting Report and Appendices dated April 1998 regarding Project No. 6209--Fixed Link to Toronto City Island Airport; stating that a bascule bridge is the wrong solution for a fixed link to the Island Airport; and suggesting that a tunnel to the airport would be a better solution.

1t. Ms. Joan Doiron, Co-Chair, Environmentalists Plan Transportation

(May 19, 1998)

Urging the Urban Environment and Development Committee to request staff reports regarding the smog effects on the City of Toronto and the effects on pedestrian and recreational uses of the Waterfront of the recommended changes to the City Centre Airport; and suggesting that the Toronto Pedestrian Committee be requested to comment on the report dated May 6, 1998, from the Commissioner of Urban Planning and Development Services regarding the Fixed Link to the City Centre Airport.

1u.Ms. Freya Godard, Toronto Island
(May 19, 1998)

Expressing concern that the proposed bridge to the City Centre Airport will result in an enormous increase in the number of motor vehicles on the Island.

1v.Dr. C. Douglas Creelman
(May 15,1998)

Suggesting that while the documents regarding the Fixed Link to the City Centre Airport have considered road width, traffic, and parking at great length, the requirements of boaters have been given much less investigation; and stating that a full environmental evaluation is imperative.

1w. Ms. Kittie Fells, President <u>Mid-City Naturalists' Group</u> (May 15, 1998)

Expressing opposition to a fixed link of any sort to the Toronto Island, and dissatisfaction with both the process and the direction being taken by the City with respect to the proposed fixed link to the City Centre Airport.

1x. <u>Mr. Dennis I. Bryant</u> (May 25, 1998)

Submitting a copy of a letter sent to the editor of the Toronto Star in response to an editorial in the May 22, 1998 issue, entitled "Rehashing Bridge Debate"; such letter expressing opposition to the proposed bridge to the City Centre Airport.

1y. <u>Mr. Harve Sokoloff, Toronto</u> (June 4, 1998)

Expressing opposition to the proposed fixed link to the City Centre Airport; suggesting, however, that if the City votes for the fixed link:

- (i) it should be built only if a remote terminal is built simultaneously;
- (ii) there should be no parking and no pick-up or delivery of passengers; all passengers must go by shuttle bus with special VIP shuttle vehicles as well; and
- (iii) to help with the cost of the remote terminal, passengers can be charged a building tax;

and stating that a rail link from downtown Toronto to Pearson airport is the solution to increased demand for more flights from the City Centre Airport.

1z. <u>Mr. Simon Miles, Toronto</u> (June 9, 1998)

Registering his objection to the proposed building of a fixed link, whether a bridge or a tunnel, to the City Centre Airport; and requesting that the Urban Environment and Development Committee, and Council, vote against a fixed link to the City Centre Airport.

1aa. <u>Miss Jean Macdonald, Toronto</u> (June 8, 1998)

Providing brief comments on the motions that were deferred from the May 19, 1998 meeting of the Urban Environment and Development Committee; and expressing the opinion that no bridge should be built to the Toronto Island.

1bb. Ms. Helen Hansen, and <u>Mr. Robert Hansen, Willowdale</u> (June 11, 1998)

Expressing firm opposition to a fixed link to the City Centre Airport; and outlining reasons therefor based on knowledge of present environmental conditions and concern for public health.

1cc. <u>Mr. Robert I. Mitchell, Toronto</u> (June 12, 1998)

Advising, with respect to the proposed fixed link to the City Centre Airport, that the opportunity exists to provide a significant access to the Airport by pedestrians and by automobile; that with modern technology, the concern of excessive noise can be limited; and stating that the ability to fly out of downtown Toronto will be a tremendous advantage to many commuters.

1dd. <u>Mr. Paul M. Grant, Toronto</u> (June 7, 1998)

> Advising that the present day ferry service to the City Centre Airport is quite adequate for both the present and future needs; that the Airport has been a great financial burden on various levels of government as well as the taxpayer; further advising with respect to the matter of a rail link from downtown to Pearson Airport, that a GO Transit rail line passes close by the Airport; that the addition of a junction to this line is needed; and stating that a rail link to Pearson would be preferable to a fixed link to the City Centre Airport.

1ee. Dr.. Peggie Sampson, <u>Professor Emeritus, York University</u> (undated)

Advising, with respect to the proposed fixed link to the City Centre Airport, that a delay in implementation is needed and may lead to the defeat of the proposal; and expressing concern that this development has been pushed ahead, far in advance of complete consideration of its implications.

1ff. Mr. Carson Woods, Architect and Town Planner, and <u>Representative of the "Ontario Boating Forum"</u> (June 11, 1998)

Expressing concern that restrictions in the use of the Western Gap, both as to time of free passage, and width of channel, will have a major negative impact on the use and enjoyment of the waters in and around the Harbour, and on the facilities that are now in place to service that activity; and submitting various supporting materials in this regard.