

Clause embodied in Report No. 5 of the Planning and Transportation Committee, as adopted by the Council of the City of Toronto at its meeting held on April 14, 15 and 16, 2003.

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**Central Waterfront Secondary Plan “Making Waves”,
the Proposed Secondary Plan for the Central Waterfront
(Parkdale-High Park, Trinity-Spadina, Toronto Centre-
Rosedale, Broadview-Greenwood, Toronto-Danforth,
Beaches-East York, Wards 14, 19, 20, 28, 30 and 32)**

(City Council on April 14, 15 and 16, 2003, amended this Clause:

- (1) in accordance with the following recommendations embodied in the report dated April 11, 2003, from the Commissioner of Urban Development Services:*

“It is recommended that:

- (1) the proposed Secondary Plan for the Central Waterfront ‘Making Waves’ as attached to the report from the Commissioner of Urban Development Services dated March 12, 2003, as amended by the motions of the Planning and Transportation Committee at its meeting held on April 4, 2003, and as further amended by the recommendations of this report, attached as Appendix A and the accompanying maps be adopted as an amendment to the existing Official Plan for the former City of Toronto;*
- (2) Council request the appropriate civic officials to take the necessary actions to modify the new City of Toronto Official Plan adopted by Council on November 26, 27, and 28, 2002, to reflect any changes resulting from the adoption of the Secondary Plan for the Central Waterfront; and*
- (3) Council direct all City Departments, Agencies, Boards and Commissions and other related bodies owning, or managing land within the Central Waterfront Area to continue to manage their land holdings within the Central Waterfront in a manner which is consistent with the policies of the Secondary Plan and Council’s Reporting and Communications Protocol for Waterfront Revitalization.”,*

subject to:

- (i) amending Map A, headed “Central Waterfront Secondary Plan - Roads Plan”, to show the line between the Don Roadway and the Turning Basin, as a dashed line; and*

(ii) *requesting the Commissioner of Urban Development Services to submit a report to the Planning and Transportation Committee on a strategy which will address the Toronto Film Media Complex in the Portlands, with respect to the final alignment of Basin Street;*

(2) *in accordance with the report dated April 11, 2003, from the Commissioner of Works and Emergency Services, subject to amending the recommendation embodied therein to now read as follows:*

“It is recommended that a 33-metre right-of-way be specified for the Front Street extension between Bathurst Street and a point 170 metres east of Strachan Avenue.”;

(3) *in accordance with the following recommendation embodied in the communication dated April 10, 2003, from the General Secretary, Toronto Transit Commission:*

“The Toronto Transit Commission requests Toronto City Council to amend the Central Waterfront Secondary Plan by adding to Section 5: Making it Happen, of the report the following:

‘(2) District-Specific Transit Implementation Schedule Required Before Development Can Proceed

Because of the area-wide, integrated, nature of developing an effective transit network, transit implementation must be managed on a broader area-planning basis. It cannot be managed effectively through precinct planning, or a sub-area planning process. To achieve the objectives of the Central Waterfront Plan, a high level of transit use is required in each of the four development areas, and it is essential that transit-oriented travel patterns be established from the outset. For this reason, the implementation of transit improvements will require a separate financial planning and approval process.

For each of the four development areas, a staged implementation schedule, and accompanying financial plan for the construction and operation of transit facilities, will be required before development can proceed in that development area. This will ensure that high-order transit services are constructed at an early stage in the development process and that the transit-oriented objectives of the plan are achieved from the outset.’ ”; and

(4) *by adding thereto the following:*

“It is further recommended that:

(a) *Council reaffirm the principle that transit is a core element of the future redevelopment of the Waterfront;*

- (b) *the Commissioner of Urban Development Services be requested:*
- (1) *in consultation with the Chair of the Waterfront Reference Group, to work with the Toronto Waterfront Revitalization Corporation to develop a list of priority, quick start items, including an evaluation of the following ideas:*
 - (i) *starting the naturalization and parks projects;*
 - (ii) *starting the waters' edge projects, including the proposed pedestrian/cycling bridge;*
 - (iii) *starting to build the TTC facilities; and*
 - (iv) *reviewing the IBI Group's proposal regarding the F.G. Gardiner Expressway; and*
 - (2) *to submit a report, through the Waterfront Reference Group, on the status and timing of the precinct planning process by the end of 2003;*
- (c) *the appropriate staff from Urban Development Services be requested to meet with the Friends of the Spit to discuss mutual interests and concerns with respect to a potential isthmus at the entry of the Leslie Street Spit;*
- (d) *the following motions pertaining to uses in the development parcels of the Plan be referred to the Commissioner of Urban Development Services for consideration during the Precinct Plan:*
- (1) *Moved by Councillor L. Jones:*

'It is recommended that the City of Toronto commit to the inclusion of green industrial uses over the promotion of any further heavy industrial uses within the Central Waterfront Plan.'; and
 - (2) *Moved by Councillor Korwin-Kuczynski:*

'That the Clause be amended by amending Core Principles (P21) and (D25) contained in Appendix A to the report dated March 12, 2003, from the Commissioner of Urban Development Services, to now read as follows:

“(P21) Pedestrian and cycling routes will be safe, attractive, comfortable and generously landscaped. Easy and safe cycling and pedestrian access from residential communities to the waterfront are a priority along the entire waterfront.”; and

(D25) Exhibition Place, historically a place for celebration and exhibition, will expand into a dynamic area where people work and visit.” ’;

- (e) *City Council recognize the efforts of Mayor Mel Lastman, who kick-started the Waterfront Plan initiative, and express its gratitude for this lasting legacy; and*
- (f) *staff from the City of Toronto and the Toronto Waterfront Revitalization Corporation be congratulated for a job well done in completing a Secondary Plan that achieved the City's objectives in a manner which has received widespread community support.”)*

The Planning and Transportation Committee recommends that:

- (1) **based on the findings of fact and recommendations contained in the report (March 12, 2003) from the Commissioner of Urban Development Services this report be adopted subject to:**
 - (a) **deleting from Map B, Note (3) which reads as follows, and any such references to this matter in the report;**
 - “(3) **Routing subject to further review of alternative alignments including possible transit line north of Fleet Street”;**
 - (b) **amending Schedule “A” so that Front Street, from Bathurst Street to a point 170 metres east of Strachan Avenue, reflects a right of way for a four lane road with the exact figure to be inserted into the schedule to be reported in writing to City Council for its meeting on April 14, 2003 by the Commissioner of Works and Emergency Services;**
 - (c) **amending Map D to show the Atlantic Avenue connection to Exhibition Place by way of the existing tunnel under the GO Station as a pedestrian link;**
 - (d) **amending Section 2.2 (vi) of Section Five in Appendix 1 by adding the words “places of worship” after the words “emergency services”, so as to read:**
 - “2.2 (vi) **the location and phasing of elementary schools and high schools, libraries, community and recreation centres, daycare centres, emergency services, places of worship and other community facilities and services;”;**
 - (e) **designating the lands at the North East corner of York Street and Queen’s Quay currently designated as Zone G, as open space;**
- (2) **as a result of the Front Street extension, a review be conducted on the possibility of providing a transit line along Front Street from Dufferin Street to Union Station and points beyond;**
- (3) **the parkland needs of adjacent communities – ie, Corktown and St. Lawrence be taken into account in parkland planning in the Portlands;**

- (4) the Commissioner of Urban Development Services be requested to consult with the West Don Lands Committee about transportation improvements to strengthen north/south public transportation connections to the waterfront and report to the Planning and Transportation Committee accordingly;**
- (5) the Commissioner of Works and Emergency Services be requested to report to the Planning and Transportation Committee on the width and materials (grass or pavement) needed for the buffer zone in order to protect and improve water quality.**

The Planning and Transportation Committee reports having:

- (1) requested that the following reports be submitted directly to City Council for its meeting on April 14, 2003:
 - (a) the Commissioner of Economic Development, Culture and Tourism to report on the possibility of incorporating a further sculpture garden in an appropriate location within the area of the Central Waterfront Secondary Plan;
 - (b) the Commissioner of Urban Development Services to:
 - (i) report on the comments made by deputants at the statutory meeting held at Planning and Transportation Committee on April 4, 2003;
 - (ii) meet with representatives from Skye Properties; Essroc and other industrial deputants and report on the outcome of these meetings;
 - (iii) report on the provision of a terminal or terminals that would assure mainland access by the various yacht and boating clubs to their facilities including provision of adequate parking;
 - (iv) meet with the owners of "The Docks" to clarify the status of their properties under the Plan and report on the outcome of this meeting;
 - (c) the Commissioner of Urban Development Services, in cooperation with the General Manager, Toronto Transit Commission, to report on more specific measures that would be built into the Plan to achieve a 71% non-auto modal split; and
 - (d) the Commissioner of Works and Emergency Services to report, in writing, on the exact figure to be inserted into Schedule "A" in accordance with the Committee's Recommendation (1)(b);
- (2) forwarded the report (March 12, 2003) from the Commissioner of Urban Development Services to the Toronto Transit Commission with a request that the Commission consider this report on April 9, 2003 and report, if necessary, to City Council for its meeting on April 14, 2003;

- (3) held a statutory public meeting on April 4, 2003 and that notice was given in accordance with the *Planning Act*.

The Planning and Transportation Committee submits the following report (March 12, 2003) from the Commissioner, Urban Development Services:

Purpose:

This report responds to the motions made at the January 13, 2003, Planning and Transportation Committee meeting.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that:

- (1) the proposed Secondary Plan for the Central Waterfront “Making Waves” as attached as Appendix A with the accompanying maps be adopted as an amendment to the existing Official Plan for the former City of Toronto;
- (2) Council request the appropriate civic officials to take the necessary actions to modify the new City of Toronto Official Plan adopted by Council on November 26, 27, and 28, 2002, to reflect any changes resulting from the adoption of the Secondary Plan for the Central Waterfront; and
- (3) Council direct all City Departments, Agencies, Boards, Commissions and other related bodies owning, or managing land within the Central Waterfront Area to continue to manage their land holdings within the Central Waterfront in a manner which is consistent with the policies of the Secondary Plan.

Background:

At its meeting on January 13, 2003, the Planning and Transportation Committee adjourned the continuation of the public hearing on the Central Waterfront Secondary Plan and requested the Commissioner of Urban Development Services to report back to the March 24, 2003 Planning and Transportation Committee meeting respecting a number of issues. This report outlines the responses to these issues, describes the basis for any proposed changes to the Secondary Plan and has as an Appendix, the revised text and maps of the Proposed Secondary Plan for the Central Waterfront, “Making Waves”. The Planning and Transportation Committee has scheduled a special meeting to consider this report on April 4, 2003.

Comments:

At the January 13, 2003 meeting of the Planning and Transportation Committee, the Committee requested the Commissioner of Urban Development Services to report back on possible revisions to the Secondary Plan for the Central Waterfront in response to the ideas of the Toronto

Waterfront Design Initiative (the TWDI or the 'Design Charrette'), among other issues. Since the January meeting of the Planning and Transportation Committee, city staff have had a series of meetings with the TWDI architects and representatives of the Toronto Waterfront Revitalization Corporation to discuss modifications to the Plan. Staff also held one meeting with representatives of various community groups from across the Central Waterfront, and attended a meeting on March 12, 2003 hosted by Councillor McConnell. There is general support among these groups for the proposed changes to the Plan which are outlined below.

(1) Changes to the Proposed Secondary Plan for the Central Waterfront

In response to a staff review of the Planning and Transportation Committee recommendations and deputations, staff are recommending changes to the Secondary Plan as noted below:

(a) Roads

(i) Leave Queens Quay East in its existing location

The maps and text of the Plan have been modified to reflect the direction from the Planning and Transportation Committee to retain the current alignment of Queens Quay East between Jarvis Street to Parliament Street. A further direction was to ensure that any change to the alignment would require an amendment to the Central Waterfront Plan. Generally the maps for the Secondary Plan show the alignment of Queens Quay East in its current location. However, the future requirements for the provision of streetcars within their own right-of-way, as well as necessary modifications to the intersections of Cherry Street, Lakeshore Boulevard and Queens Quay in the vicinity of the new Mouth of the Don will require further study. This requirement for further study is noted on Map A of the Plan.

(ii) Modify the location of bridges across the Mouth of the Don

The maps and text of the Plan also have been modified to show that the proposed bridge across the new Mouth of the Don River will serve only the requirements of pedestrians, cyclists and roller bladers and will also be a part of the landscape. Until further study is completed, including the Environmental Assessment to review the options for naturalizing the Mouth of the Don River and minimizing flood risk, it will be impossible to show the exact location of any new road or pedestrian bridges across the river and as such, their exact location will be determined at a later date.

(iii) Street grid changes in the Port Lands:

Some changes have been proposed to the street network as a result of further discussion with the architects involved with the TWDI. These changes would include the extension of Basin Street from the Turning Basin to Cherry Street as a principal commercial street for the new Port Lands community and the retention of Unwin Avenue generally within its current alignment to the east of the circulating channel. In the long range, it is anticipated that an extension of Broadview Avenue would be needed to allow for both vehicular and transit connections south to Commissioners Street. Similarly, an extension

of Carlaw Avenue would be a desirable objective for vehicular traffic and particularly for pedestrians and cyclists to cross of the Ship Channel. The waterfront drive connecting Queens Quay East to Cousins and Polson Quays has also been eliminated, while its traffic carrying function would be provided by other connections to the Port Lands, particularly Cherry Street and the long term extension of Broadview Avenue. The elimination of the waterfront drive, however, is likely to increase the overall traffic capacity requirements on the remaining street network.

While there would be local streets to the south of Unwin Avenue and west of the Don Greenway, the “Major Road” classification that was originally shown for the road south of Unwin Avenue has been removed and as such the street is no longer shown on the Plan. In addition, while Villiers Street is not shown on the Plan, it is expected that a local park road would be maintained in roughly its current location to give access to parks uses within the proposed park area to the north of Commissioners Street. Further study of the alignment of the streets and bridges within the Mouth of the Don area needs to be undertaken in conjunction with the Environmental Assessment for this area before they can be accurately shown on Map A.

The right-of-way widths identified in Schedule A reflect the minimum requirements for the provision of the necessary sidewalks, vehicular facilities and, in some cases, cycling lanes and transit facilities. In almost every instance these standards allow for generous tree planting and sidewalks while providing an appropriate allowance for cars and other traffic.

(iv) Retention of existing road alignments, grades, waterways and historical features

The current proposals for the Central Waterfront rely heavily on the retention of existing roads in their current location and for incremental development of the precincts. Part of the precinct implementation strategy which will follow Council’s adoption of the Secondary Plan, will be to initiate this work. Fundamental to this work plan will be the identification of the precinct boundaries and the order in which they will be developed. This will be based on a strategy to identify those areas requiring the least new infrastructure and which have the fewest problems related to environmental remediation. Other criteria will include those areas which will return the highest social and economic yield to the City, private enterprise and the Toronto Waterfront Revitalization Corporation, as well as showcasing the results of the overall process.

A basic premise for this process will be that development must be incremental and will build on the municipal infrastructure already in place. By so doing, it will be possible to review all options for the retention of historical features, and designated structures which relate to the 19th and early 20th century industrial evolution of this area. It should also be noted that the Plan shows the Gardiner Expressway and Lakeshore Boulevard in their existing alignment (except in the vicinity of Ontario Place/Exhibition Place) as any modification would necessarily be subject to further study and the environmental assessment process.

(b) Review of the central park location and function in the Port Lands

The currently proposed revisions to parks and open space (as noted in Section 4 – Summary of Map Changes) within the Plan builds on the architect’s principles expressed in the Toronto Waterfront Design Initiative (TWDI) and are consistent with the original policies expressed in “Making Waves”. In addition to the provision of a variety of public squares, plazas and cultural facilities along the East Bayfront water’s edge and into the Quays, the Plan now shows a substantial park (sometimes referred to as “Commissioners Park”). This major new park would be located to the north of Commissioners Street between Cherry Street and the Don Roadway. The location of this substantial “Commissioners Park” would be immediately adjacent to the proposed naturalized Mouth of the Don River. The park’s location to the south of the naturalized Mouth of the Don River will complement the wetland area to the north and provide a complementary variety of public green space.

The provision of a major new park in this location will showcase the design for urban park facilities and its usefulness will be strengthened by its proximity to the East Bayfront and the West Don Lands. This location would provide a continuous corridor of green space connecting from “Commissioners Park” through the naturalized Mouth of the Don River to the parkland on the west bank of the Don River in the West Don Lands. It should be recognized that in addition to this major facility which was not shown in the original “Making Waves”, there will continue to be additional local parks provided in accordance with the standards identified in Appendix A of this report.

(c) Maintain a continuous public promenade along the water’s edge

After considerable review of the issues arising from the work undertaken in the Design Charrette, the Plan continues to show that there will be a continuous public water’s edge promenade along the traditional industrial dockwall. While the promenade will usually be located adjacent to the urban dockwall, there may be certain locations where this is currently impossible due to the retention of existing uses and/or issues related to public safety.

In most instances this promenade will provide for the requirements of the multi-use pathway with the provision of dedicated space for pedestrians, cycling and roller blading. In other areas, however, the promenade may be devoted primarily to pedestrians and the balance of users would follow a more direct route along the waterfront.

It is expected that the character and function of the promenade also will vary in response to the scale and use of adjacent buildings, as well as its location along the inner harbour. This will depend on whether the promenade is adjacent to stretches of open water within the Inner Harbour, or whether it is along the more confined spaces found along the length of the Ship Channel. It will be important at all times, however, to animate the promenade with publicly accessible uses including cafes, retail uses, and even tourist destinations on adjacent lands, all of which will help to ensure its popularity and foster public safety.

Given the changing nature of the neighbourhoods that the promenade will pass through, the character of the promenade will vary in scale and amenity along its length. Its function, however, will be to provide general public access along its route to the plazas, markets, community facilities, and parkettes, or quiet areas for sitting and enjoying the views, as well as providing opportunities for shelter from the weather. Generally the promenade would have a continuously paved surface suitable for a wide range of users, including the handicapped. In many areas, however, soft landscaping including trees, grass, shrubs and other plantings would be provided along the pathway to enhance its function as a promenade and linear urban open space. The detailed design of these areas would be resolved further at the precinct implementation stage.

(i) Extend city streets to the East Bayfront to create “Special Places”

The Secondary Plan now shows the proposed “Special Places” at the water’s edge which may include the extension of existing streets. The detailed precinct implementation studies will provide more information as to how the character of these Cultural Corridors will be celebrated at the termination of the streets. It is also anticipated that additional local streets in the East Bayfront Area will run south from Queens Quay East to the Public Promenade to continue the traditional Toronto street grid and provide views of the harbour as well as easy access to and from the Promenade.

(ii) Create an intimately scaled lake edge/public promenade for pedestrian and bicycle movement

The Plan continues to emphasize the importance of continuous public accessibility along the water’s edge. Along the dockwall around the inner harbour there would also be a series of “special places” to emphasize the importance of the termination of various streets at the water and provide public plazas, squares, “water rooms” and other community facilities. The Public Promenade shown in the Plan would link these public amenities for easy access by pedestrians and cyclists, as well as providing a comfortable and intimate link to the moderately scaled development stepping up from the lake in keeping with good planning principles.

(d) Retain existing lift bridge(s) and other industrial features

There are currently two lift bridges on Cherry Street, one over the Keating Channel at the foot of the Don River and the second over the Ship Channel. With the proposed changes to the Mouth of the Don River, the current lift bridge at the Keating Channel may become redundant and new bridges would have to be constructed to cross the widened river mouth. In the longer term, once Cherry Street is fully developed, the traffic, transit, cycling and pedestrian requirements will dictate the provision of substantially wider facilities than currently provided. It may be possible, as more detailed design is undertaken, to preserve the existing lift bridges and twin them with additional bridges designed to carry the increased traffic requirements. If the existing facilities are maintained in good condition, such a solution may be cost effective, as well as useful in preserving these artefacts of the industrial heritage of the area.

The policies already enunciated in the Plan recognize the natural and urban industrial history of the Central Waterfront and address the issues related to its preservation. It is the intention that this will be achieved through close cooperation with Heritage Preservation Services to list buildings or properties of significant archaeological or heritage interest. Heritage Preservation Services have already prepared a Heritage Properties Survey and an Archaeological Master Plan for the Central Waterfront. In the subsequent precinct implementation stage this information will be utilized to determine detailed recommendations for the development of individual sites.

(2) Principles for community development

Most of the principles and policies expressed in the original “Making Waves” document are consistent with the architect’s proposals to develop mixed-use communities at medium densities and with sufficient mass to create stable neighbourhoods. The Plan acknowledges the strong reliance on traditional City building principles to create dynamic and diverse communities composed of strong and successful neighbourhoods. This would include an emphasis on the early provision of good transit facilities to support the first phases of development, the use of traditional block patterns and ensuring the overall provision of medium density, mixed-use development to minimize commuting, as well as an incremental approach to planning for this area. The Plan also proposes significant improvements to the quality and amount of open space provided and would emphasize the “clean and green” nature of new development within a former brownfields environment.

The changes to the road patterns and open space will also help to concentrate development within the Port Lands to allow for the creation of a strong, self sufficient community centred on a main shopping street (Basin Street) which would ultimately be connected directly to water at both ends. Throughout the Central Waterfront, the Plan will continue to emphasize the integration of the new neighbourhoods with the existing city fabric by the replication of the traditional block structure, and the convenient location of local parks, schools, community facilities and transit. All of this should serve to provide a strong guideline for the ongoing work associated with developing the precinct implementation strategies. While the plan anticipates that the overall development would be of medium scale, the details of built form provisions in respect to massing, height, setbacks, urban design can only be detailed following the completion of the precinct implementation strategies.

(3) Review of other issues

(i) Places of worship

It should be noted that policy P34 has been modified to recognize that “places of worship” are part of the community services and facilities infrastructure that would be expected to be included within any successful local neighbourhood. This policy is consistent with the policies of the new Official Plan for the City which recognizes that places of worship are part of healthy neighbourhoods.

(ii) Resolution of parks inventory and requirements for the Port Lands and West Don Lands

With respect to the “Commissioners” and West Don Lands Parks, the size and configuration of these sites is such that they can accommodate several of the facility components that will be required to serve new and existing communities. These parks have been identified in order to address the need to provide community-oriented active and passive recreational opportunities. Both of these parks can accommodate a range of facilities, including district level facilities such as major sports fields.

As part of the early background work undertaken for the secondary plan, a number of studies were completed, including a parks and open space study and a community services and facilities study. Since the release of “Making Waves” in 2001, parks and open space aspects of the plan have been refined based on consultation activities and other technical review. The findings of ongoing work related to the provision of various recreation facilities are also consistent with the thinking inherent in the Secondary Plan.

The general approach to identifying the parks and recreation facilities in the Plan is based on the use of appropriate service benchmarks and suitable park precedents. In order to establish a reference point for community needs, and in the absence of more detailed community modelling, provision rates for various parks and recreation facilities, such as community recreation centres, were applied to the population projected for each of the areas within the Central Waterfront. This yielded a range of parkland and facility requirements that were used in the development of the Plan’s designations and policies.

“Commissioners Park” has been located such that overall park system connections will be strengthened, and its proximity to the adjacent East Bayfront and West Don Lands will enable it to serve those communities as well as the Port Lands. If the West Don Lands parks and open space areas are developed as identified in the King-Parliament Secondary Plan, the resulting parkland along the west bank of the Don River (the ‘berm’), combined with the additional local parks to be identified at the precinct implementation stage, should achieve sufficient parkland to accommodate the indoor and outdoor recreation facilities that are required to serve the new communities.

(iii) Review of land uses south of Queens Quay East in East Bayfront

Some portion of the lands to the south of the existing location of Queens Quay East were always intended to be within the Regeneration Area. With the retention of Queens Quay East in its existing location rather than moving it closer to the harbour, it makes logical sense that some development would now be permitted to the south of Queens Quay East. In reviewing the issues related to development adjacent to the public water’s edge promenade, there are now strong policies outlined in Appendix A to this report requiring that any development adjacent to the water’s edge would be of a low to moderate scale, in keeping with good planning principles and subject to very strict architectural review.

It will also be fundamental to the success of the water’s edge public promenade to have a variety of uses along the promenade that enliven this walkway and encourage the safe use of this amenity by the public. In addition to the provision of public facilities such as

parks, plazas, libraries, galleries, museums, or community centres, other adjacent commercial and residential uses will help to provide year round activity and vitality. The precinct implementation strategy work will identify appropriate urban design standards required for the public promenade, as well as defining standards to integrate the adjacent commercial or residential uses along the public portion of the waterfront so that both the promenade and the other uses can coexist in a complementary manner. It should be recognized, however, that the design details and standards may vary along the length of the urban harbour and that there is no “one size fits all” solution. Instead the correct answer will be dependent on the nature of the adjacent uses, the character of the public spaces to be developed and the views to and from the city and the harbour. These details can only be defined on the basis of further study.

(4) Summary of map changes to “Making Waves”, the Proposed Secondary Plan for the Central Waterfront

The following significant changes have been made to the attached maps since their last presentation to the Planning and Transportation Committee on January 13, 2003.

(a) Map A – Roads Plan

- Queens Quay East generally retained in its existing alignment through to Parliament Street, but not connected to a waterfront drive over the Mouth of the Don River and through to Cousins and Polson Quays
- Basin Street extended from the Turning Basin westerly to Cherry Street, with minor modifications to its current alignment which will be subject to further study
- no major roads shown to the south of Unwin Avenue and Unwin Avenue continues to be shown generally within its existing alignment
- the location and configuration of the roads within the vicinity of the relocated Mouth of the Don River require further study in conjunction with the Environmental Assessment to be undertaken for the river mouth
- Broadview Avenue would be extended south to Commissioners Street in the long term

(b) Map B – Transit Plan

- with the removal of the waterfront drive connection to the Quays, the streetcar routing to the Port Lands shifted to Cherry Street
- Bremner Boulevard is shown as having a bus/streetcar line in own right-of-way
- in the long term, the potential relocation of the streetcar line is shown to the south of Fleet Street as shown on Map B

(c) Map C – Parks, Open Space Areas Map

- the Port Lands park has been relocated north of Commissioners Street adjacent to the renaturalized Mouth of the Don River
- classifications and terminologies have been modified to be consistent with the City's Official Plan
- mapping of Natural Areas altered to include Environmentally Sensitive Areas consistent with the Official Plan and - also noted that the Secondary Plan would recognize the various Natural Heritage Areas noted within the Official Plan
- illustration of the Public Promenade has been graphically identified and the location of the Inner Harbour Special Places (previously identified as Special Study Areas only Map E) have been altered slightly in terms of their location and number

(d) Map D – Pedestrian, Cycling, and Water Routes Plan

- additional Potential Water Routes shown to indicate the range of possibilities that exist in terms of ferry or water taxi routes
- routing of the Multi-Use Pathway and the Public Promenade in the vicinity of the Mouth of the Don River modified to reflect the modifications to the Roads Plan and the removal of the waterfront drive
- routing of the Public Promenade changed in the vicinity of HMCS York at the request of National Defence for security reasons
- descriptive names of the various route types changed to be consistent with current terminologies used in the new Official Plan or by other groups such as the Toronto Cycling Committee

(e) Map E – Land Use Plan

- lands at the Foot of Yonge, on both sides of the Yonge Street Slip are designated as a Special Study Area to allow time to develop a long term plan to celebrate this important public place at the centre of the harbour
- significance of the Public Promenade along the length of the dockwall recognized by illustrating this resource on the map in conjunction with the definition of seven "Inner Harbour Special Places" to allow for the development of amenities such as public plazas, squares, water rooms, or parkettes
- location of the major park between Cherry Street and the Don Roadway shifted to the north side of Commissioners Street to maximize its beneficial proximity to the naturalized wetlands to be developed at the Mouth of the Don River

- lands south of the alignment of Unwin Avenue and east of the circulating channel are shown to be for parks and open space use
- in addition to potentially connecting the circulating channel to the Ship Channel, it is proposed that a connection from the outer harbour could be made across the base of the Leslie Street Spit to facilitate small boats access to Lake Ontario
- routing of the Multi-Use Pathway has been modified to be consistent with the routing shown on Map D

Conclusions:

The ongoing consultation with the Toronto Waterfront Revitalization Corporation and teams of local architects involved in the TWDI has led to several beneficial changes to the proposed Secondary Plan for the Central Waterfront. The changes now reflected in the text and Maps build on the principles established with the original “Making Waves” document produced in 2001.

This Plan will become the stepping stone for the development for the Central Waterfront and showcase the cooperation between the three levels of government and the private sector. Staff will continue with the next important steps leading to the development of a precinct implementation strategy. This process will ensure continued public involvement and participation in the development process.

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Appendix A

NB. The numbering of Chapters within the attached text is consistent with the original “Making Waves” document which will be modified upon adoption of the Secondary Plan by Council and reprinted.

Section Four:
Core Principles

Waterfront renewal will not be treated as a specific project with a defined finishing point. Rather, it will be managed as an ongoing, phased effort, part of the much larger City-wide context, that will carry on over decades. The principles of this Plan will act as a framework for the renewal activities and will be as valid 30 years from now as they are today.

The Central Waterfront Plan is built on four core principles. These are:

- (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

The Plan expands on these core principles. Each principle is divided into two parts: the “Big Moves” that will define the new Central Waterfront and the “Policies” that will bring the vision to life.

In describing the planning framework for the Central Waterfront, words such as “will” and “must” are used in the Plan. It is recognized that the implementation of this Plan will take place over time and the use of these words should not be construed as Council’s commitment to proceed with all of these undertakings immediately. This will be done in a phased manner, subject to budgeting and program availability and the active participation of other stakeholders and all levels of government.

- (A) Removing Barriers/Making Connections

If waterfront renewal is to be truly successful, the waterfront will have to feel like and function as part of the city fabric. The first principle of the Plan is to remove barriers and reconnect the city with Lake Ontario and the lake with the city. This is the key to unlocking the unrealized potential of Toronto’s waterfront. The new connections will be north/south and east/west. They are functional, thematic and symbolic in nature. The following “Big Moves” will support the removal of barriers and the creation of new connections across the Central Waterfront:

A1_Redesigning the Gardiner Corridor

The elevated Gardiner Expressway is a major physical barrier that cuts off the city from the waterfront. To ensure the success of a redesigned Gardiner Corridor, funding for major improvements to the road system and GO Transit/TTC services including Union Station must be in place. The final configuration of the Gardiner/Lake Shore Corridor will depend on the outcome of detailed study.

A2_A New Waterfront Transit Network

Public transit will be a top priority for connecting people and places to and within the renewed waterfront. An extended Waterfront Light Rapid Transit line will stretch across the Central Waterfront from Exhibition Place to the Port Lands with excellent connections into the city as generally illustrated on Map B. Expanding GO Transit rail services and upgrading Union Station will be critical elements of the new waterfront transit plan.

A3_Lake Shore Boulevard, An Urban Waterfront Avenue

Lake Shore Boulevard will be transformed into an urban avenue through the Central Waterfront to accommodate its function as an arterial road. The new boulevard will be generously landscaped; will maximize the opportunities for pedestrian crossings through frequent intersections with streets connecting into the downtown core; and will provide ample room for commuter cycling and pedestrians.

A4_Queens Quay, Toronto's Water View Drive

Queens Quay will become a scenic water view drive and an important component of the Toronto street network from Bathurst Street to Cherry Street providing ready access to the public activities on the waterfront and pedestrian connections to the water's edge. It will be designed to meet the diverse needs of motorists, transit users, cyclists and pedestrians as well as providing opportunities for vistas to the harbour and lake.

A5_Completing the Waterfront Trail

The Martin Goodman/Waterfront Trail will be completed through the Central Waterfront and connected to the City-wide trail or pathway system, including the Garrison Creek, Humber Valley and Don Valley trails as generally illustrated on Map C. Upgrades to various parts of the trails or pathways will ensure a high standard throughout. Floating boardwalks may provide public access along the head of slips and water's edge in areas where access cannot be achieved in other ways.

A6_Waterfront Cultural and Heritage Corridors

Key cultural and heritage corridors will link the assets of the city with the water's edge. Central Waterfront corridors extend north/south and east/west to form a waterfront cultural grid. Each of these corridors has a unique identity that will be promoted and reinforced.

Policies

(P1) The redesign of the Gardiner Expressway Corridor with a modified road network is one of the most important ingredients in revitalizing the Central Waterfront. Modifications to the road and transit infrastructure outside this corridor will be required to ensure the success of any expressway redesign. These modifications will have to be identified and substantially in place prior to reconfiguring the corridor.

(P2) Required rights-of-way to accommodate the proposed waterfront road and transit network over time appear on Schedule A of this Plan. The rights-of-way will be sufficient to accommodate travel lanes, transit, pedestrian and cycling requirements as well as landscaping and other urban design elements. The exact location of road alignments will be refined through further detailed study.

(P3) Union Station will be redeveloped to maximize its capacity as a transportation centre and restore its historic grandeur. The rail corridors will be upgraded to provide more GO Transit rail service and a possible rail link to Pearson Airport. As a separate, but related project, Union Subway Station will be enlarged by adding a new platform.

(P4) New streetcar and some bus routes will operate in exclusive rights-of-way on existing and proposed streets to ensure efficient transit movement.

(P5) Waterfront streets will be remade as "places" with distinct identities. Streets will act as lively urban connections as well as traffic arteries. The needs of motorists will be balanced with efficient transit service and high-quality amenities for pedestrians and cyclists.

(P6) A water-based transportation system utilizing water taxis and ferries will become another way of moving people from one end of the waterfront to the other. The Ferry Docks will be revitalized as the hub of water-based transportation activities.

(P7) Physical connections between the Central Waterfront, the downtown core and adjacent neighbourhoods will be enhanced through high-quality urban design and landscaping on the north/south connector streets.

(P8) Railway underpasses will be transformed into more pedestrian-friendly corridors.

(P9) Streets that extend to the water's edge will create opportunities to see the lake from the city and the city from the lake. The design of buildings and public and private spaces that frame these streets will be of high architectural quality and take advantage of these views. New streets will be laid out to reinforce visual connections between the city and the water. Among these, Basin Street would be extended with minor modification to its current alignment, as the main street of the new Port Lands community from the eastern side of the inner harbour to the turning basin.

(B) Building a Network of Spectacular
Waterfront Parks and Public Spaces

The second principle of the Plan recognizes the significance of the public realm in transforming the Central Waterfront into a destination for international tourism, national celebration and local enjoyment. The Plan promotes the remaking of the Central Waterfront as a special place imbued with spectacular waterfront parks and plazas and inviting natural settings that pleases the eye and captures the spirit. The following "Big Moves" will help transform the Central Waterfront into an area renowned for its outstanding waterfront parks and public spaces (see Map C):

B7_Reserving the Water's Edge for Public Use

As renewal takes place, a continuous and highly accessible public water's edge promenade will connect a series of parks, open spaces, squares and plazas, at times intimate and at times generous, which are linked back to the city along existing and extended street corridors. The public promenade will be of varying width and design such that a variety of primarily pedestrian activities can be accommodated and be integrated with a range of parks and public spaces which would allow for outdoor cafes, areas of respite, play areas, public art, gatherings and celebrations. Key objectives in designing the public water's edge promenade will include: the creation of a diversity of spaces in scale, form and character, that respond to their distinct context; the creation of accessible and marvelous places designed to encourage year round use and the creation of a remarkable public realm. This band of public space will be reserved as an amenity and legacy for future generations. To this end, the Plan designates a series of Inner Harbour Special Places.

B8_Foot of Yonge – Special Study Area

The foot of Yonge Street should be treated as a special place on the waterfront, as the place where Yonge Street meets the lake, and be designed to include major public amenities of high quality containing distinctive cultural buildings, appropriate tourist facilities and a range of

public uses and other development that will contribute to the special nature of this area. A dramatic new pier should be built at the foot of Toronto's historic main street, recognizing and celebrating this area as the centre of Toronto's waterfront. The Yonge Street Slip, a new public plaza and the pier will draw residents, tourists, boaters and cruise ships to the Central Waterfront and become a waterfront icon, visible from both land and water. This distinctive gateway to the city will accommodate a major cultural, entertainment and tourist destination, possibly including ancillary hotel uses. Further detailed study will be required as a special study at the precinct implementation stage to review the lands available and the relationship between the proposed uses.

B9_Harbourfront Centre, An Even Stronger Draw

Harbourfront Centre will continue to be recognized as an area for the arts, education, recreation and entertainment in a magnificent waterfront setting. New public squares will be created between Queens Quay Terminal and York Quay Centre removing surface parking lots and replacing them with underground parking. The public water's edge will be improved and expanded. New year-round pavilion structures will be introduced in a number of locations expanding the range of cultural and commercial uses. An integrated nautical centre for marine activities may be established.

B10_Creating New East Bayfront Parks and Public Spaces

A bold new system of connected waterfront parks and public spaces will be developed, reflecting the industrial heritage and dockwall legacy of the area and anticipating its extraordinary future. Public spaces at the foot of Jarvis, Sherbourne and Parliament Streets will include both intimate and active public plazas, designed to preserve views towards the lake. The reuse of the existing Marine Terminal buildings should be investigated as a link to the industrial heritage of the area.

B11_The Don Greenway, A Natural Heritage Corridor.

A new green, Natural Heritage corridor will be created in the centre of the Port Lands, functioning as an important open space connection linking the Don Valley, Tommy Thompson Park and Lake Ontario. The corridor will be a key component of the Centre for Creativity and Innovation offering a unique amenity attractive to knowledge-based industries of all types. In addition to providing local open space and subject to its Natural Heritage designation in the Official Plan, the corridor will be able to fulfil a variety of functions, including neighbourhood recreation, compatible community uses, multi-use pathways, a wildlife corridor and habitat, and a receptor for stormwater from adjacent communities.

B12_A New Lake Ontario Park

A new Lake Ontario Park will give Toronto a much enhanced continuous urban park system in the tradition of the city's great parks like High Park and Edwards Gardens. Extending from Clarke (Cherry) Beach to Balmy Beach, the new park will encompass a considerably improved North Shore Park, Tommy Thompson Park and the Base Lands, and will incorporate upgrades to the Martin Goodman/Waterfront Trail system in this area. Through judicious lakefilling, new parkland will be created south of the Ashbridges Bay Treatment Plant and on the shores of the

Outer Harbour, subject to an environmental assessment. The parks will be designed to serve the diverse recreational needs of the emerging waterfront communities. The lakefilling will help stabilize the Lake Ontario shoreline, reduce siltation and establish new aquatic and terrestrial habitats. The requirements of recreational boating will continue to be met within the new park system.

B13_The Ship Channel, A Unique Urban Waterfront Amenity

The Ship Channel, which extends from the Inner Harbour to the east end of the Port Lands, will become a powerful focal point around which new mixed-use communities will be built. The needs of existing industries for dockwall space and use of the channel will be balanced with the opportunity to capitalize on the channel as a unique amenity. New north/south canals could expand the use of the channel for activities such as boating or skating.

B14_A New Fort York Park

A new park of national prominence (Fort York Park) will be created with a larger and more visible public space, thereby regaining the Fort's status as Toronto's most significant heritage resource. The new Fort York Park will be a national, regional and local draw for public events and for the celebration of its military history central to the story of Toronto.

B15_An Expanded Marilyn Bell Park

Almost three hectares will be added to Marilyn Bell Park by carefully consolidating the road network at the west end of Exhibition Place. This will allow the park to be redesigned and improved as a gateway to the waterfront. The expanded park will be much more accessible to South Parkdale residents as well as to visitors, workers and new residents at Exhibition Place.

B16_Ontario Place, A Waterfront Destination

Ontario Place will be woven into the waterfront park system with better access for the public to enjoy its facilities and paid attractions. A new trail system, with connections to the north, east and west, will bring pedestrians and cyclists to Ontario Place. With improved public access, Ontario Place will be reaffirmed as an important waterfront destination for major festivals and tourism events and for the celebration of innovative architecture and landscape design.

B17_Canada Malting, A Landmark Site and Special Place

The Canada Malting Silos, a landmark and important heritage feature on the Central Waterfront, will be retained and improved. The City will pursue innovative proposals for a mix of public and private activities and uses that can successfully transform the silos building into a unique special place on the Toronto waterfront.

B18_Commissioners Park, A Major New Open Space

A major new park will be located between Cherry Street and the Don Roadway to the north of Commissioners Street to showcase urban park design and serve the needs of the new and existing neighbourhoods in the area. This park will stretch to the newly naturalized Mouth of the Don

while providing both outdoor and indoor active recreation uses and complementing the newly created passive use and natural areas along the river. Smaller local parks will also be provided throughout the Port Lands. The precise configuration and function of the various parks will be determined after study of local and regional recreational needs and the preparation of a comprehensive open space framework for the Port Lands in the context of the larger Toronto Waterfront open space network.

Policies

Defining the Public Realm

(P10) The design of the public realm will be of a standard of excellence characteristic of the great city waterfronts of the world.

(P11) The public realm will be defined by a coherent framework of streets, parks, plazas, buildings, viewing areas, walkways, boardwalks, promenades, piers, bridges and other public infrastructure and open space elements. Its design will reflect its exceptional waterfront setting and integrate and interpret the rich natural and cultural heritage of Toronto's waterfront, its industrial dockwall legacy, as well as including the historic Lake Ontario Shoreline, Taddle Creek and Garrison Creek alignments.

(P12) Parks and plazas strategically located along the water's edge will become centres of public activity – in effect, windows on the lake. The termination of each of the north-south streets within East Bayfront and other streets within the Port Lands, or on the Quays, adjacent to the early 20th Century dockwall, will be celebrated by the creation of a series of unique public places (Inner Harbour Special Places) to reflect their history and the character of the surrounding community. They will provide a focal point for their neighbourhood.

(P13) A unifying approach to landscaping and wayfinding (e.g., signs, kiosks) that is evocative of the Central Waterfront will tie together its various components.

(P14) There will be a coordinated Central Waterfront public art program for both public and private developments.

Park Design

(P15) Parks in the Central Waterfront will be diverse, well maintained, animated and safe, accommodating a full range of recreational experiences from areas for active play, enjoyment of sports and entertainment to areas for quiet solitude and relaxation. These experiences will be provided in a comfortable setting during all seasons of the year.

(P16) Public community, cultural and entertainment facilities will form part of the fabric of the waterfront park system. A limited number of private cultural, restaurant and entertainment facilities may also be located in the park system provided their associated open spaces remain publicly accessible.

(P17) Sustainable management practices and design and construction techniques that have minimal environmental impacts and return the greatest ecological rewards will be utilized in waterfront parks.

(C) Promoting a Clean and Green Environment

The third principle of the Plan is aimed at achieving a high level of environmental health in the Central Waterfront. A wide variety of environmental strategies will be employed to create sustainable waterfront communities. The following “Big Moves” will showcase the City’s commitment to a clean and green waterfront that is safe and healthy and contributes to a better environment for the city as a whole:

C19_Priority for Sustainable Modes of Transportation

A sustainable transportation system that gives priority to transit, cycling, walking and water transport and reduces the need for car use will form the basis for transportation planning in the Central Waterfront. Future travel demand will be mainly met by non-auto means. Road capacity will be added only to meet local traffic needs.

C20_Protecting the West Don Lands from Flooding

A flood protection berm will be built along the Don River to assist in eliminating flooding problems in the West Don Lands and surrounding neighbourhoods to the west. It will also provide naturalized open space and active parkland along its edge for use by the emerging West Don Lands communities and fulfil a crucial stormwater management function. The adjacent King-Parliament and St. Lawrence neighbourhoods will benefit from this increase in active parkland.

C21_Renaturalizing the Mouth of the Don River

The mouth of the Don River will be rerouted through lands south of the rail corridor. This will improve the ecological function of the river, provide flood protection for the Port Lands and East Bayfront and attract new wildlife to the area. The renaturalized mouth of the river will also become a key open space and recreational link to the Don Valley, West Don Lands, Port Lands and waterfront park system. This enhanced river setting will provide a gateway to the new urban communities in the Port Lands. Pedestrian and cyclist’s bridges over the river mouth will be designed as signature entrances of beauty and inspiration.

Policies

(P18) As part of the strategy to reduce car dependence and shape people’s travel patterns early, a comprehensive range of efficient and competitive transportation alternatives will be provided in tandem with the development of new waterfront communities. These include a new transit system as generally illustrated on Map B, as well as pedestrian, cycling and water transportation opportunities as generally illustrated on Map D.

(P19) New waterfront communities will offer opportunities to live and work close together, leading to fewer and shorter commuter trips.

(P20) New traffic management approaches will be pursued to accommodate non-auto modes of transportation, make more efficient use of existing roads (i.e., “smart” technology) and discourage the use of single-occupant vehicles.

(P21) Pedestrian and cycling routes will be safe, attractive, comfortable and generously landscaped.

(P22) The health and biodiversity of the Central Waterfront will be enhanced and restored by protecting and regenerating wetlands, fish and wildlife habitats, rare plant and animal species, shorelines, beach areas, woodlots and lands designated “Natural Heritage Areas” (in the Official Plan) and “Natural Areas” (see Map C).

(P23) Development will contribute to the improvement of water quality in Toronto’s rivers and streams, as well as in Toronto Bay, the Outer Harbour and Lake Ontario.

(P24) Stormwater will be managed as close to its source as possible.

(P25) Combined sewer outfalls that discharge into Lake Ontario, Toronto Harbour and the Don River will be progressively reduced consistent with the City’s environmental policies.

(P26) The Central Waterfront will be a model of leading-edge environmental technologies. Alternative sources of generating electricity, including co-generation, anaerobic digestion, wind turbines and solar power, will be pursued as well as district heating and cooling.

(P27) The Central Waterfront will showcase successful redevelopment of brownfield sites into sustainable residential and employment areas. Where applicable, remediation requirements will be balanced by the need to protect environmentally sensitive areas. Development in Regeneration Areas will have regard to current Provincial guidelines and legislation with lands being appropriately buffered and mitigated to prevent adverse effects from odour, noise and other contaminants.

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

(P29) The creation of parkland south of the Ashbridges Bay Treatment Plant will be compatible with, and closely co-ordinated with, any future plans to expand the facility.

(D) Creating Dynamic and Diverse New Communities

The fourth and final principle of the Plan is focused on the creation of dynamic and diverse waterfront communities – unique places of beauty, quality and opportunity for all citizens. New water’s edge communities will accommodate a range of development forms and be of sufficient scale to establish a “critical mass” of people both living and working in a neighbourhood setting. These new waterfront neighbourhoods will be acclaimed for their high degree of social, economic, natural and environmental health and cultural vibrancy, which collectively will contribute to the long-term sustainability of the area and the entire city. The following “Big Moves” implement this principle:

D22_Opening Up the Port Lands to Urban Development

The vast Port Lands, an area more than 14 times the size of London's Canary Wharf, will be cleaned up and opened to a range of urban development opportunities. The Port Lands will become Toronto's springboard to the future, a place for wealth creation, originality and creativity in all aspects of living, working and having fun. The Port Lands will be transformed into a number of new urban districts set amid the hustle and bustle of Toronto's port activities. An enticing environment conducive to the creation of an international Centre for Creativity and Innovation for knowledge-based industries, film and new media activities will be nurtured. It will be a part of the city where "green" industries can be incubated and thrive. The new Port districts will be supported by a rich infrastructure of recreational, cultural and tourist amenities.

Entrepreneurs and creative people in knowledge-based industries will find a variety of choices for both living and working – innovative housing including live/work, lofts, and workplaces that appeal to a range of needs. Businesses will be presented with building and location choices that satisfy all sizes and types of businesses from start-ups to mature international operations. The Hearn Plant will be an asset to this area with many potential reuse options.

The Port Lands will be developed to become several major new neighbourhoods containing many of the elements characteristic of the best existing Toronto neighbourhoods. They should generally be developed at medium scale, with some lower elements and higher buildings at appropriate locations. Retail and community activities should be concentrated at accessible locations to form a focus for the area. Cherry Street and the new extension of Basin Street connecting Polson slip and the Turning Basin will be important components of this new centre. The alignment of Unwin Avenue from Hearn to Leslie will require further detailed study including assessment of environmental conditions and urban development requirements.

D23_A New Beginning for the West Don Lands

With the construction of the flood protection berm and the naturalization of the mouth of the Don River, the West Don Lands will be redeveloped into diverse mixed-use communities. These communities will capitalize on their strategic downtown location, the synergy created by the simultaneous development of the Port Lands and their historic roots as part of the original town of York, as well as the Don River's new environmental health.

D24_The East Bayfront, A Prominent New Neighbourhood

The East Bayfront will become a prominent waterfront address for working and living amid the energy and abundance of waterfront activities, including a new water's edge promenade and other public activities in the series of new East Bayfront public spaces. Development adjacent to the water's edge promenade shall consist of low and medium scale buildings that will reinforce the safety and usability of the public spaces.

D25_Exhibition Place, A Place for Work, Celebration and Living

Exhibition Place, historically a place for celebration and exhibition, will expand into a dynamic area where people work, visit and live. Housing at select peripheral locations will not detract

from Exhibition Place's primary role. The proposed realignment of Lake Shore Boulevard will add to the land available for development and make it easier to integrate Exhibition Place with Ontario Place.

The National Trade Centre will continue to function as a magnet to attract new businesses and support facilities. Synergies may also be created by the presence of the new media businesses of Liberty Village.

The remade Exhibition Place will feature a significant open plaza capable of hosting large gatherings and festivals.

New development will respect and celebrate Exhibition Place's existing heritage architecture and views of heritage buildings from the water. Opportunities for adaptive reuse of heritage buildings will be explored.

Policies

Designing the Built Environment

(P30) Development of the Central Waterfront will maintain Toronto's successful tradition of city building at a compact scale combining the best of urban living, amenities and built form. The treatment of the development sites abutting the water's edge, public promenade along the traditional urban dockwall will require particular sensitivity to create a front of publicly accessible and marvelous buildings of appropriate low to moderate scale to complement the character of the neighbourhoods and in keeping with good planning principles. The precinct implementation strategies will specifically address these design issues while defining their scale, range of uses and ensuring that the individual building design meets high standards of excellence through peer review, or a Design Review Board.

(P31) Excellence in the design of public and private buildings, infrastructure (streets, bridges, promenades, etc.), parks and public spaces will be promoted to achieve quality, beauty and world-wide recognition.

(P32) New development will be located, organized and massed to protect view corridors, frame and support the adjacent public realm and discourage privatization of public spaces. Built form will result in comfortable micro-climates on streets, plazas and other parts of the public realm.

Nurturing a High Standard of Community Living

(P33) A balance of places to live and work will contribute to the morning-to-evening vitality of new waterfront communities.

(P34) Schools and other community services and facilities (including places of worship) will be integral components of new waterfront communities and will be provided in conjunction with new development (Appendix I).

(P35) Local parks will enrich new waterfront communities. Parks planning will take into account such factors as park size, land availability, neighbourhood accessibility, safety and quality of experience in park spaces (Appendix I).

(P36) Innovative approaches for providing the necessary community infrastructure will be explored, including shared use of schools, community services and facilities and local parks as well as integrating community facilities into private developments.

(P37) Public spaces, parks, transportation facilities and other public and private buildings in the Central Waterfront will be designed to ensure accessibility to persons with disabilities.

Housing Options

(P38) A mix of housing types, densities and tenures will accommodate a broad range of household sizes, composition, ages and incomes contributing to the vitality of the Central Waterfront as well as the opportunity for residents to remain in their communities throughout their lives.

(P39) The overall goal for the Central Waterfront is that *affordable rental housing and low-end-of-market housing* comprise 25 per cent of all housing units (see Definitions in Schedule B). To the extent possible, and subject to the availability of funding programs and development cross-subsidization, the greatest proportion of this housing will be affordable rental with at least one-quarter in the form of two-bedroom units or larger. Senior government funding programs to assist in the delivery of *affordable rental housing* will be aggressively pursued, and appropriate opportunities identified to take advantage of such programs.

Creating Special Places to Work

(P40) The Central Waterfront will accommodate a variety of maritime activities, including cargo shipping, cross-lake ferry service, local ferry and water taxi terminals, excursion boats, cruise ships, berthing areas and marinas, maritime support services and the Port of Toronto.

(P41) Land, dockwall and rail service will be sufficient to meet the needs of cargo shipping, passenger cruise ships, ferries, excursion boats, recreational boating and other water-dependent activities.

(P42) The Port Lands will be developed with new media and knowledge-based businesses and “green” industries in addition to maintaining their important role in the city’s economy as a location for downtown-serving and marine-related industries and the Port of Toronto. Large tracts of vacant land, the proximity to downtown, the existing base of film and new media activities, and strategic marketing and planning to attract these businesses will support the emergence of a convergence district in the Port Lands. Entertainment industries such as music, film and television production will operate alongside the communications, software development, biotechnology and publishing sectors.

(P43) Large scale, stand-alone retail stores and/or “power centres” are not part of the vision for the Central Waterfront. New retail development will only be considered within the context of the City’s urban planning principles and must be supportive of the other core principles and policies of this Plan. Retail and other uses which require large areas of unscreened surface parking will not be permitted.

(P44) Companies that rely on lake access for their operations will remain important maritime industries on the waterfront to the extent that they can be accommodated within emerging communities.

Creating Special Places to Visit, Relax, Play and Learn

(P45) The Central Waterfront will become the face of Toronto to the world, with a quality of experience and environment comparable to that of other international cities, a place to express the future of the city with confidence and imagination.

(P46) Strategies to attract high-value tourism to the Central Waterfront will receive top priority in order to strengthen Toronto's role as the cultural capital of the nation. The Central Waterfront will be the future location of major international-calibre cultural, entertainment and other tourist attractions.

(P47) A wide variety of year-round experiences for visitors will be offered. Emphasis will be placed on developing new facilities that are enduring, creative and unique to Toronto and its waterfront. Winter conditions will be an important consideration in developing the Central Waterfront's tourism infrastructure.

(P48) Boating opportunities will be expanded to draw city residents, workers and tourists to the waterfront.

(P49) Toronto's story will be told by preserving the waterfront's cultural and natural heritage in the development of new private and public spaces, some of which are designated as the Inner Harbour Special Places.

(P50) Heritage properties listed on the City's Inventory of Heritage Property will be protected and improved where feasible. Designated heritage buildings will be conserved for creative reuse in their original locations.

Section Five: Making It Happen

(1) A Simplified Approach to Land Use Regulation

The Central Waterfront will have three types of land use designations (Map E):

- Parks and Open Space Areas are areas for use as parks, open spaces, natural areas and plazas, and can include compatible community, recreation, cultural, restaurant and entertainment facilities. Lands designated Parks and Open Space Areas in the vicinity of Regeneration Areas may be subject to Precinct Implementation Strategies.
- Regeneration Areas are blocks of land that may be subdivided into smaller areas for a wide variety of mixed-use development ranging from industries to housing to community services and parks; from offices to stores to hotels and restaurants. Regeneration Areas will generally be subject to Precinct Implementation Strategies. The water's edge

development sites located adjacent to the water's edge promenade and along the urban dockwall will be subject to the highest quality of design excellence. Development within water's edge sites should be designed to create a wonderful juncture of the city and the Inner Harbour or Ship Channel. Development along the Public Promenade (Dockwall/Water's edge) should be generally of low to moderate scale and views of the lake from the city protected in accordance with good planning principles. This new development can incorporate a wide mix of uses both public and private, including residential, and should be designed at ground floor level to complement the activities anticipated in adjacent public spaces. These sites will be subject to particular attention in the precinct implementation strategies to ensure that they achieve the highest quality of built form and design expected. The precinct implementation strategies will specifically address these design issues while defining their scale, range of uses and ensuring that the individual building design meets high standards of excellence through peer review.

- Existing Use Areas are areas currently covered by planning controls that are consistent with the direction put forward in this Plan. These lands will continue to be governed by existing Official Plan and zoning controls and related Planning Act processes and will not be subject to Precinct Implementation Strategies.

(2) Implementation

The implementation of the principles and policies contained in this Plan will rely on a wide array of planning and financing tools. Planning tools may include the adoption of zoning by-laws, use of holding provisions, temporary use by-laws, agreements under Section 37 of the Planning Act, site plan control and various means of subdividing land. In addition, the City of Toronto has been granted the opportunity to apply a Development Permit System in the Central Waterfront area as an alternative zoning and development control process.

2.1 Planning at a Precinct Level

The precinct implementation strategies are intended to provide for comprehensive and orderly development and to implement the policies of this Plan. This review process will also deal with issues of soil cleanup, flood control and servicing, urban design, community improvement, heritage and environmental performance standards. Approval of new zoning for lands within the Regeneration Areas will generally take place at a precinct level. Prior to the preparation of zoning by-laws or development permit by-laws of lands not designated Existing Use Areas, Precinct Implementation Strategies will be prepared in accordance with the policies contained in Section 2.2 below. The boundaries of each precinct will be determined as part of the preparation of the Precinct Implementation Strategies and the related zoning by-laws(s) or development permit by-law(s). Elements of the precinct implementation strategies may be incorporated into the Secondary Plan for the Central Waterfront by way of Official Plan Amendment.

Rezoning of individual sites within Regeneration Areas will generally only be entertained once a context has been established for the evaluation of specific rezoning applications, through the Precinct Implementation Strategies. In addition, area-wide infrastructure requirements will have to have been determined, including a fair and equitable means for ensuring appropriate financial contributions for their provision, prior to the approval of rezoning applications.

2.2 Precinct Implementation Strategies

Precinct Implementation Strategies will include, but not be limited to, the following elements

- (i) a streets and blocks structure that supports a broad range of development and provides appropriate connections to adjacent communities;
- (ii) minimum and/or maximum standards regarding the height and massing of buildings and the provision of parking;
- (iii) strategies to ensure a balance between residential and employment-based development;
- (iv) strategies by which affordable housing targets can be achieved;
- (v) the location and phasing of local and regional parks, open spaces, public use areas, trails and access linkages;
- (vi) the location and phasing of elementary schools and high schools, libraries, community and recreation centres, day care centres, emergency services and other community facilities and services;
- (vii) a comprehensive set of environmental performance standards for public and private infrastructure, buildings, and activities including, but not limited to, energy efficiency, reduction of CO₂ emissions, water conservation, clean air and waste (reduction, reuse and recycling);
- (viii) provisions for securing the retention of heritage buildings within new developments and an archaeological resource assessment, as identified in the Archaeological Master Plan for the Central Waterfront, of high-potential sites prior to development;
- (ix) urban design provisions dealing with the unique microclimatic conditions of the waterfront, quality of waterfront streets, the public realm, urban plazas, parks, schools, other community services and facilities, and signage;
- (x) public art and urban design standards and guidelines;
- (xi) provisions for protecting and securing necessary road, transit, trails and bicycle route alignments; and
- (xii) mechanisms, financial and otherwise, to ensure the above matters are implemented.

2.3 The Central Waterfront as a Development Permit Area

The City of Toronto has been granted the authority to implement a Development Permit System in the Central Waterfront. This system allows a streamlined municipal approval process by consolidating the zoning by-law, minor variance and site plan approval processes into one through the enactment of development permit by-laws.

2.3.1 The Central Waterfront Secondary Plan area, as delineated on Map E, is designated a Development Permit Area. Within this area, City Council may enact development permit by-laws based on the following objectives:

- to enable the revitalization of the Central Waterfront to move forward in a timely and strategic fashion;
- to provide certainty for matters of public concern and the achievement of city building objectives, while providing flexibility in the means to achieve these objectives; and
- to streamline the approval process while providing the opportunity for public input into development.

2.3.2 When determining whether any class, or classes of development, or use of land may be permitted, several types of criteria may be used in the development permit by-law in order to ensure high quality urban development. These criteria relate to built-form, use, intensity of use, compatibility with adjacent uses and other uses within the precinct, parking requirements, relationship to parks, open spaces and the water's edge, proximity and availability of supporting hard and soft services, location relative to public transit and consistency with the policies of the Secondary Plan.

In addition, the by-law may permit the continued use, enlargement or extension of a legal non-conforming use or a change in use of a legal non-conforming use, provided that the proposal is desirable, avoids hardship, will have no unacceptable impacts on adjoining properties, and is consistent with the policies of this Plan.

2.3.3 The following types of conditions may be included in a development permit by-law and may be imposed prior to the issuance of a development permit.

- requirements for the provision of bicycle trails, walkways, protecting and securing necessary road widenings and transit rights-of-way, parking, parkland, land grading or filling, storm water management and/or any other types of conditions permitted under s.40, 41, or 42 of the Planning Act;
- environmental conditions related to air quality, water and sewers, flood protection, soil cleanup, groundwater protection, storm water management, natural heritage features and functions, and construction-phase environmental impacts, for defined uses or classes of development in areas including hazard lands, contaminated lands, significant natural feature areas and/or any other types of environmentally sensitive areas listed in s.34(3)(3.1) and (3.2) of the Planning Act; and
- the execution of agreements respecting site alteration, grading, filling and/or the removal of vegetation.

2.3.4 As with Site Plan Approval, when enacting a development permit by-law Council may delegate its authority to an employee of the municipality, to:

- (a) approve or refuse an application for a development permit;
- (b) issue a development permit;
- (c) attach conditions to the approval of a development permit; and/or
- (d) enter into agreements with respect to a development permit.

2.4 Contributions to Infrastructure and Community Facilities

The creation of new communities will necessitate major investment in roads, transit, servicing, flood proofing measures, soil remediation, parks and public spaces, and community facilities and services.

Prior to enacting a zoning by-law or development permit by-law on lands designated as Regeneration Areas, arrangements will be made whereby benefiting landowners will be required to pay a fair and equitable share of the costs of any new infrastructure and community facilities required for such development, through one or more of the following means:

- (i) the payment of an area-specific development charge pursuant to the Development Charges Act;
- (ii) a contribution made pursuant to an agreement under Section 37 of the Planning Act;
- (iii) a cost sharing agreement involving landowners; and/or
- (iv) such other arrangements as may be appropriate.

2.5 Increases in Height and/or Density

In order to assist in the achievement of the full implementation of the policies of this Plan, contributions to one or more community benefits, facilities, or services may be requested in exchange for a height and/or density increase above the existing height and/or density limits, pursuant to Section 37 of the Planning Act, provided that the increase in height and/or density is appropriate, and enhances the Central Waterfront. The benefit will be secured through an appropriate legal agreement that will be registered on title to the lands. Increases are to be measured from the height and/or density for the use permitted in the zoning by-law.

2.6 Holding By-laws

In order to provide for the orderly development of lands in the Central Waterfront, to resolve the issues of soil remediation, flood control, infrastructure requirements and servicing as well as to ensure an equitable sharing of associated costs, Council may enact zoning by-laws pursuant to Sections 34 and 36 of the Planning Act with an “H” holding symbol. This holding symbol may be removed after the necessary studies and plans have been provided and secured through an agreement or agreements entered into pursuant to Section 37 and/or Section 51 of the Planning Act.

(3) Subdivision of Lands

The subdivision of lands within precincts may occur through a simplified Plan of Subdivision and the lifting of Part Lot Control, or the taking of public streets directly and lifting Part Lot Control where an underlying Plan of Subdivision already exists. Severance of lots in Regeneration Areas by application to the Committee of Adjustment generally will only be considered upon completion of the Precinct Implementation Strategies.

(4) Encouraging Excellence In Design

Excellence in design will be promoted through design competitions and design review panels. These processes will encourage the participation of both the local and international design community.

A Design Review Board will be established to review and advise the City on all design aspects of all development applications on lands adjacent to the Public Promenade (Dockwall/ Water's Edge). The objective of this process will be to ensure the excellence in design of new public and private buildings, infrastructure, parks and public spaces adjacent to Toronto's waterfront.

(5) Designating the Central Waterfront
As a Community Improvement Project Area

The Central Waterfront is proposed to be designated a Community Improvement Project Area under Section 28 of the Planning Act. In order to expedite revitalization efforts, Community Improvement Plans will be developed to identify specific revitalization projects.

The Community Improvement Project Area designation allows the City to provide grants or loans for rehabilitating land or buildings. Under the Municipal Act, the City may include tax incentives to encourage development in a Community Improvement Project Area. It also helps focus government funding and investment on well-defined, pre-approved community improvement projects and initiatives such as brownfield redevelopment, heritage restoration, affordable housing, soil and groundwater remediation, infrastructure, parkland acquisition, façade improvements and/or general community beautification projects.

(6) Timely Implementation and
Environmental Assessment

6.1_Environmental remediation, flood protection measures, early construction of transit infrastructure, and the timely provision of community services and facilities will be essential to achieving the revitalization of the Central Waterfront.

6.2_Where applicable under provincial or federal legislation, environmental assessments of Central Waterfront projects will be undertaken. The Environment Assessment process will be an opportunity to integrate Toronto's environmental and sustainability goals into project design and implementation.

(7) Interpretation of the Plan

7.1_The Central Waterfront Secondary Plan consists of Sections Four and Five, Maps A to E and Schedules A and B.

7.2_Maps A, B and D cover an area beyond the boundary of the Central Waterfront and will prevail over the Official Plan and any Secondary Plans for the matters covered in these maps.

7.3_Appendix I is part of the Plan for the purpose of illustration only and is not to be interpreted as prescriptive.

7.4_The Toronto City Centre Airport and Toronto Islands are not part of the Plan.

7.5_The transportation alignments, Parks and Open Space Areas and Regeneration Areas shown in this Plan are intended to provide a basic framework for the Central Waterfront. Minor adjustments and additions to any of these elements may be made without amendment, including the detailed configuration of Commissioners Park, the Queens Quay East alignment at its current intersection with Cherry Street and Lake Shore Boulevard East, as well as the location of the associated bridge(s) over the new Mouth of the Don River.

7.6_The text and maps of the Official Plan of the former City of Toronto continue to apply except in cases where the text and maps are in conflict with this Secondary Plan, in which case the text and maps of this Secondary Plan shall prevail.

Schedule A

Proposed Rights-of-Way (ROW) for Major Roads

Roadway ⁽¹⁾	From	To	ROW	Streetcar in own ROW
Bayview Av	Mill St	Queen St E	30 m	No
Basin St (new)	Cherry St	Carlaw Av (new)	26 m	No
Broadview Av (new)	Commissioners St	Eastern Av	32 m	Yes
Carlaw Av (new)	Unwin Av	Commissioners St	26 m	No
Cherry St	Unwin Av	Front St E	40 m	Yes
Commissioners St	Cherry St	Leslie St	40 m	Yes
Don Roadway	Lake Shore Blvd E	Commissioners St	30 m	No
Don Roadway (new)	Commissioners St	Unwin Av	40 m	Yes
Dufferin St (new)	Front St W (new)	Lake Shore Blvd W	30 m	Yes
Front St E	Trinity St	St. Lawrence St	40 m	Yes
Front St W (new)	Bathurst St	a point 170 m east of Strachan Av	40 m	No
Front St W (new)	a point 170 m east of Strachan Av	Dufferin St	27 m	No
Leslie St	Commissioners St	Lake Shore Blvd E	40 m	Yes
Manitoba Dr (new)	Strachan Av	Fraser Av (new)	Varies	Yes
Parliament St	King St E	Front St E	Varies	Yes

Roadway ⁽¹⁾	From	To	ROW	Streetcar in own ROW
Parliament St (new)	Lake Shore Blvd E	Queens Quay E	24 m	No
Princes' Blvd (new)	Saskatchewan Rd	Manitoba Dr	45+ m	No
Queens Quay E	Yonge St	Cherry St	40 m ⁽²⁾	Yes
St. Lawrence St (new)	Front St E	King St E	30 m	Yes
Strachan Av	Lake Shore Blvd W	Front St W (new)	30 m	No
Unwin Av (new)	Cherry St	Leslie St	40 m	Yes
Yonge St	Queens Quay	Lake Shore Blvd	30 m	No

- (1) Existing or currently planned roads (e.g. Bremner Boulevard) that are not listed in this schedule will maintain current right-of-way designation.
- (2) Does not include the existing rail spur line.

Notes:

- (a) Rights-of-way will be protected to accommodate road, transit, pedestrian and cycling requirements, as well as landscaping and other urban design elements.
- (b) The rights-of-way of other streets within the waterfront shall be determined as part of the precinct planning process.
- (c) Council may require additional right-of-way widenings (e.g. at intersection locations) in order to accommodate appropriate design geometry.

Schedule B
 Housing Definitions*

Affordable Housing: Rental and Ownership

Affordable rental housing means housing where the total monthly shelter cost (gross monthly rent including utilities – heat, hydro and hot water – but excluding parking and cable television charges) is at or below one times the average City of Toronto rent, by unit type (number of bedrooms), as reported annually by the Canada Mortgage and Housing Corporation.

Affordable ownership housing is housing which is priced at or below an amount where the total monthly shelter cost (mortgage principle and interest – based on a 25-year amortization, 10% down payment and the chartered bank administered mortgage rate for a conventional 5-year mortgage as reported by the Bank of Canada at the time of application – plus property taxes calculated on a monthly basis) equals the average City of Toronto rent, by unit type, as reported annually by the Canada Mortgage and Housing Corporation. Affordable ownership price includes GST and any other mandatory costs associated with purchasing the unit.

Rental Housing

The term *rental housing* means a building or related group of buildings containing one or more rented residential units, but does not include a condominium, registered life lease, or other ownership forms.

Low-End-Of-Market Housing

The term *low-end-of-market housing* means small private ownership housing units suitable for households of various sizes and composition, the price of which would not be monitored or controlled, but which, by virtue of their modest size relative to other market housing units, would be priced for households up to the 60th percentile of the income distribution for all households in the Toronto CMA, where *total annual housing costs* do not exceed 30 per cent of gross annual household income.

*To be read in conjunction with Policy (P39).

Appendix 1

Community Services, Facilities and Local Parks

Based on full build-out of approximately 40,000 new residential units and 900,000 sq. m. of non-residential development

General Criteria

Facility/site requirements

- shared use and/or multi-purpose facilities
- capacity to adapt to changing needs of the community over time
- all of the community facilities could be integrated as part of a mixed-use development site

Location criteria

- accessible by public transit
- barrier-free
- grade-related
- good visibility from the street

Guidelines

- timely provision of social infrastructure facilities as development proceeds within each community precinct
- monitoring and review of adequacy of the community facilities shall occur once one-third of the potential development is achieved in each community

Elementary Schools

(6 to 10 at full build-out)

Facility/site requirements

- 1.2 hectares if a single elementary school is located next to a public park
- 1.82 hectares if a joint TDSB/TCDSB elementary school is located next to a public park

Location criteria

- pupils should travel no more than 1.6 km to school
- minimize children crossing arterial roads

Guidelines

- optimal facility must be sufficient to accommodate between 400 and 500 students
- pupil generation rates should be monitored in coordination with both the TDSB and TCDSB

Secondary Schools

(one at full build-out)

Facility/site requirements

- stand alone requires four hectares, or two hectares if located next to a public park with adult-sized ball field and soccer pitch

Location criteria

- locations on arterial roads with direct transit access are preferable

Guidelines

- facility size will be determined by pupil generation rates within the Waterfront
- pupil generation rates should be monitored in coordination with both the TDSB and TCDSB

Local Parkland

Facility/site requirements

- neighbourhood oriented passive and active recreational opportunities
- size and shape will vary depending on community size and facility requirements
- each residential community shall contain at least one local park a minimum two hectares in size

Location criteria

- intended to serve communities within a reasonable walking distance
- where appropriate, regional parkland can also meet local parkland needs
- barrier free, grade-related and good visibility from streets

Guidelines

- distribution, size and facility mix should be relative to population distribution and demographics
- capacity to adapt to changing needs of the community over time

Daycare Centres

(10 to 12 at full build-out)

Facility/site requirements

- licensed capacities of 72 children each, with 735 m² of interior space and 401 m² of contiguous outdoor space

Location criteria

- grade location is preferable
- compliance with appropriate provincial regulation and city policies
- sun, air and noise studies must be completed prior to final selection of sites

Guidelines

- Daycare demand will be assessed as follows:
number of children up to 4 years of age, multiplied by the labour participation rate for women aged 20 to 45 years, reduced to 50-70% to reflect patterns of parental choice with respect to licensed care

Libraries

(one to three at full build-out)

Facility/site requirements

- 650 m² to 1,115 m² preferably located at grade

Location criteria

- good pedestrian and public transit access
- highly visible from the street

Guidelines

- one library for every community with a population of at least 25,000 residents or a comparable combined residential and office worker population
- residents should have access to a library within 1.6 km

Recreation Centres

(four to six at full build-out)

Facility/site requirements

- size is dependent demand

Location criteria

- good pedestrian and public transit access
- highly visible from the street
- ready access to outdoor playing fields and playgrounds (preferably a public park)

Guidelines

- one recreation centre for every 21,000 residents or a comparable combined residential and office worker population

Community service/human service space

Facility/site requirements

- 929 m² to 1,858 m² of space

Location criteria

- good pedestrian and public transit access
- highly visible from the street

Guidelines

- one facility for each community

The Planning and Transportation Committee also submits the following report (January 8, 2003) from the Commissioner, Urban Development Services:

Purpose:

This report responds to the motions made at the December 12, 2002, Planning and Transportation Committee meeting.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that:

- (1) the Revised "Making Waves", the Proposed Secondary Plan for the Central Waterfront (see Appendix A) with the accompanying maps be adopted; and

- (2) Council request the Minister of Municipal Affairs and Housing to make the requisite modifications to the new City of Toronto Official Plan adopted by Council on November 26, 27, and 28, 2002, to reflect the aforementioned changes to the Secondary Plan for the Central Waterfront.

Background:

At the December 12, 2002, statutory public meeting of the Planning and Transportation Committee on “Making Waves”, the Proposed Secondary Plan for the Central Waterfront, the Commissioner of Urban Development Services was requested to report back directly to the Committee’s continuation of the statutory public meeting on January 13, 2003 on a variety of issues outlined in their motions. The Department’s comments are outlined below.

Comments:

- (1) The Toronto Waterfront Design Initiative (TWDI)

Motion (1) requested that the presentations made at the Design Charrette be submitted to the January 13, 2003, meeting and that the presenters at the Charrette be invited to give presentations on their concepts at this meeting.

“Making Waves”, the Central Waterfront Secondary Plan is specifically entitled “Principles for Building Toronto’s Waterfront”. The Plan sets forth four core principles as well as 24 “Big Moves” and policies which enunciate the means of achieving these principles.

During the past three years a team of staff and consultants to the City as well as, more recently, representatives of the Toronto Waterfront Revitalization Corporation (TWRC) undertook the extensive work associated with the preparation and refinement of the Central Waterfront Secondary Plan. During that period of time a wide range of professionals from various disciplines were involved.

The Toronto Waterfront Design Initiative (TWDI) was organized to kick start the next phase of more detailed planning work for the Central Waterfront precincts, i.e. Exhibition Place/Ontario Place, East Bayfront, West Don Lands and the Port Lands. The TWDI was to generate approaches and ideas regarding street and block patterns, built form, public open spaces and community infrastructure.

The Toronto Waterfront Design Initiative was a joint project of Urban Development Services and the Toronto Waterfront Revitalization Corporation (TWRC). The three-phase initiative began in September 2002 and involved six teams led by internationally renowned architects. The teams all have extensive and highly regarded experience with waterfront and community development world-wide. Each team was assigned a separate study area in the East Bayfront and the Port Lands.

The six teams were led by the following architects:

- (1) Jack Diamond, Diamond & Schmitt Architects Inc, Toronto;
- (2) Ken Greenberg, Greenberg Consulting Inc, Toronto, in association with Architects Alliance, Toronto and Carolyn Woodland, Toronto Region Conservation Authority;
- (3) Erick van Egeraat, EEA Architects, Rotterdam, in association with Sterling Finlayson Architects, Toronto;
- (4) Antoine Grumbach, Société Grumbach & Associétés, Paris, in association with Urban Strategies Inc., Toronto;
- (5) Fred Koetter, Koetter, Kim and Associates, Boston, in association with Paul Reuber, Paul Reuber Inc. Architect, Toronto and Robert Allsopp, Du Toit Allsopp and Hillier Associates, Toronto; and
- (6) Paul Ostergaard, of Urban Design Associates, Pittsburgh; John Ellis of Solomon E.T.C., San Francisco, in association with Fred Bonci, La Quatra Bonci Landscape Architect, Pittsburgh and Joe Lobko, Lobko Architect Inc., Toronto.

During Phase One of the initiative the teams undertook research using maps, photos and detailed background information provided by the City and the TWRC. A detailed design brief explaining their study area, the amount of development assumed in the TWRC's Business Strategy, an analysis of the current conditions, the design issues of the site(s) and challenges identified by the City and the TWRC were also provided.

The focus of Phase Two was an intensive three-day workshop, sometimes referred to as a charrette, which was held between October 15th and 17th, 2002. The teams came prepared with design ideas and international precedents. On the first day the teams visited the areas and team leaders presented examples of their work in a public lecture which was attended by approximately 400.

Over the following two days the teams worked intensively to generate design ideas about their areas and waterfront development. On the evening of October 17th approximately 350 members of the public attended a presentation of the results of the workshop. The events were covered positively by the media. The high level of community interest in the work undertaken during these three days indicates the overall public support for the revitalization of the Central Waterfront and openness to new ideas.

Phase Three of the TWDI will be the publication of the results in a book which is anticipated to be completed in February, 2003. A public presentation of the material and an exhibition based on the publication will follow.

The design initiative generated a wealth of ideas for the detailed precinct implementation strategies in parts of the Central Waterfront, including a possible new main street in the Port Lands, new waterfront plazas and a variety of treatments for the water's edge. The findings of the TWDI also identified a need to more clearly mark the importance of various water's edge locations within the Central Waterfront. Accordingly, Map E shows a number of "Special Study Areas". These "Special Study Areas" are located at the foot of Jarvis, Sherbourne and Parliament Streets within the East Bayfront, other significant

water's edge locations like the Ferry Docks, MT27 and the slip between Cousins and Polson Quays. These locations will require careful consideration to build on their special character, determine the appropriate mix of activities and uses and realize their future potential.

In support of the ideas raised by the TWDI, the Plan continues to call for the review of a new alignment of Queens Quay East to the Port Lands (now shown in its existing alignment), for the need and location for its associated bridges, as well as the alignment of the north shore park road which is located generally to the north of Cherry Beach.

The majority of these ideas can be accommodated within the policy framework of the Central Waterfront Secondary Plan. (An outline of the TWDI ideas is contained in Appendix B). As part of the precinct work, the City and the TWRC expect to hold additional workshops (with the public and professionals), sponsor design competitions and issue competitive proposal calls for various elements of the Plan. As requested by the Planning and Transportation Committee, a presentation of the findings from the TWDI will be made at the meeting on January 13, 2003.

(2) Public Comments

Motion 2(a) of the December 12, 2002 Planning and Transportation Committee meeting requested the Commissioner of Urban Development Services to report on the verbal and written submissions from some 45 members of the public. These are in addition to the comments and submissions made by the almost 2000 people that have participated in the wide range of community forums and presentations held over the last year. The concerns from the December 12, 2002 Planning and Transportation Committee meeting are dealt with below. It should be noted that they are generally consistent with those referenced in the staff report of December 6, 2002, on the broader community consultation process spanning some 39 public meetings held during 2002.

Front Street Extension

- opposition to the current proposal in terms of design and traffic capacity;
- concerns that the proposed termination at Jefferson Avenue would have serious negative impacts on the flourishing Liberty Village area;
- concerns about the negative impact of the road on Fort York; and
- support for the extension to Dufferin.

These are issues which will be resolved through the ongoing Environmental Assessment (EA) process.

Gardiner Expressway

- strong support by the CAA for maintaining the existing Expressway while others indicated concern that its replacement options might also have negative effects; and
- while many support the removal of the Gardiner, significant concerns were voiced respecting the proposed alternatives to the east of Yonge.

These concerns are proposed to be addressed through further study, public review and the evaluation of options, including improving the existing structure.

Road Design, Pedestrian Amenity and Cycling

- concern that the right-of-way widths proposed are too large and would not create good urban streets that support pedestrian and cycling activities; and
- support for car-free zones.

A response to these issues is contained in Section 4 of this report.

Transit

- more details wanted to ensure good service within areas of new development.

The current plan shows only the primary routes associated with the major transit infrastructure. Details pertaining to such matters as local bus routes will be resolved at the precinct implementation strategy stage.

Heritage Concerns

- overall concern for heritage issues on the Waterfront.

The City is developing a heritage and archaeology master plan to address these issues.

Land Use

- various people noted their support for ideas that had arisen from the TWDI, including increasing the range of uses along the water's edge, as well as voicing concerns about how to improve the quality of design and public spaces.

The TWDI raised a number of new ideas, which will require further review and study as well as consultation with the public and special interest groups during the precinct implementation work. Many of the ideas are supported by the principles of the Plan. For further clarification the text and maps have been modified to more explicitly incorporate these concepts and allow for further review at the precinct implementation stage. For further details see Appendix B.

Environment, Parks and Open Space

- a number of presenters indicated their individual concerns related to the natural environment and particular geographic areas including the impact of the Plan on air quality, the Don River mouth, Cherry Beach, and issues related to uses in the Outer Harbour and on the Leslie Street Spit.

Three of the priority projects which will be underway in 2003 (the Mouth of the Don River Environmental Assessment, the Port Lands preparation project and the Union Station TTC platform improvements) will address environmental issues. In addition, the Plan contains a wide variety of environmental policies.

Other Issues

- concerns were also voiced about a range of other issues, including the sale of publicly owned lands, the provision of affordable housing, and planning procedures.

The Plan requires that 25 per cent of the housing provided be affordable or low end of market. This will help to achieve the City's goal of developing balanced communities. In order to achieve the full 25 per cent, the City will need to rely on the availability of housing programs. The City will retain all its planning powers on the Waterfront.

(3) Background on Transportation Planning for the Central Waterfront Secondary Plan

The Central Waterfront Plan is a "transit first" plan. The importance of non-auto transportation options to the future development of the Central Waterfront cannot be over-emphasized. An expanded higher-capacity network of local and regional transit service, and cycling and walking networks must be provided to encourage non-auto travel and accommodate increases in travel demand. To build successful, vibrant communities, the Plan must also integrate land use and transportation planning principles which encourage shorter and fewer trips to take advantage of planned cycling and pedestrian networks.

Coordinating the travel demand principles with the latest planning principles for this Plan represents a significant refinement and expansion of work compared to previous waterfront plans for the area. It also represents a unique approach, as the focus is on improving circulation systems within the Central Waterfront area and managing travel demand to increase the proportion of non-auto travel.

This approach will require a strong commitment to public transit, including the provision of the necessary infrastructure, and measures to ensure that viable and competitive alternatives to discretionary automobile use emerge as part of the implementation of this Plan.

(4) Response to the Motions respecting Roads and Traffic Issues

(a) Road Width and Rights-of-Way

Motion 2(b)

the Commissioner of Urban Development Services to report on the widths of the proposed roads and vehicular lanes in terms of their liveability, and, furthermore, that European urban standards be used as a comparison, and

Motion 2(f)(2)

that the Rights-of-Way of the major streets set out in Schedule A in the Central Waterfront Plan be reconsidered with a view towards establishing streets that will be active and pedestrian, bicycle and transit friendly within a short period after development begins to appear on them.

The proposed rights-of-way are based on the overall transportation objective of maximizing pedestrian, bicycle and transit trips in the Central Waterfront, while accommodating essential automobile use. Creation of a well designed pedestrian realm is important, when encouraging non-auto travel in a safe and pleasant environment. Approximately 65% of the overall width of rights-of-way for major new streets in the Central Waterfront has been dedicated to pedestrians, cyclists, exclusive transit use, transit platforms, and trees and green areas. The remaining width of the rights-of-way (approximately 35%) would accommodate private automobiles, goods and service movement, taxis, and emergency service vehicles. Reduced lane widths and special treatment for pedestrians (e.g. auto-free zones) are among a number of design and operational measures that can be considered in key areas. Examples of European standards can also be used as a comparison during the work on the precinct implementation strategies associated with this Plan.

The provision of transit routes in their own rights-of-way is key to the success of the transportation strategy to minimize automobile use in the Central Waterfront. Existing transit routes in the city, which generally operate in mixed traffic conditions (e.g. King or Queen Street streetcars), are constrained by automobile traffic in the Central Area. In these cases the existing rights-of-way provide limited opportunity to implement transit priority improvements (including safe waiting platforms). In addition, the narrow rights-of-way on existing streets limit opportunities for wider sidewalks, green spaces and bicycle facilities. The right-of-way schedule in the Plan refers to only the major roads in the Central Waterfront. Technical amendments to the schedule have been made since staff's October 9, 2002 report on the Secondary Plan. The precinct implementation strategy stage will identify collector and local roads which reflect traditional street widths as part of an overall streets and blocks plan.

In summary, experience has shown that, although narrow rights-of-way provide some public benefit, they would offer limited opportunity to achieve the wide range of pedestrian, bicycle and transit objectives that are important to achieving successful waterfront revitalization.

(b) Automobile Reduction Targets

Motion 2(e)

the Commissioner of Urban Development Services to report on how to imbed automobile reductions targets into the Plan, and

Motion 2f(1)

that the Central Waterfront Plan include a statement that it is the policy of the City of Toronto to reduce the number of automobile trips into and through the Central Waterfront by 50%.

Aggressive modal split objectives have been applied and tested in the Central Waterfront transportation analysis, based on consultation with TTC and GO Transit, and on the potential to shift a greater proportion of travel to non-auto modes over time. The actions required to achieve this shift are estimated to result in future peak modal splits within the Waterfront of 71% non-auto travel and 29% auto-related travel. This represents a 48% reduction in auto use, when compared to existing City-wide characteristics, and a 24% reduction compared to the King-Parliament and King-Spadina areas where some of the most significant non-auto travel characteristics are currently achieved in the city.

The Waterfront travel forecast anticipates increased travel by transit, cycle and on foot as a result of:

- improving transit operating speeds (vehicles in their own rights-of-way);
- improving pedestrian amenity and expanding cycling facilities; and
- creating more convenient live-work opportunities.

Consistent with the approach taken in the recently approved Official Plan, the assumed increases in future non-auto travel in the Central Waterfront have not been calculated based on a specific auto use target. Instead, the assumed change is an aggressive estimate, based on what appears to be realistically achievable, and as a reasonable extension of travel patterns already demonstrated within the most successful parts of the City's Central Area, including the "Kings" and existing Harbourfront areas.

These aggressive modal split objectives will need to be supported by a range of planning tools including performance measures, city-wide and area-specific transportation planning policies and monitoring programmes, to ensure that an integrated, sustainable approach to moving persons, moving goods and moving less can be achieved.

Policies to encourage shifts in travel behaviour will be introduced as the Waterfront is developed, and through other City-wide companion policies contained in the new City of Toronto Official Plan. The policies will reflect the Plan's guiding principles, including those related to the environment. It is anticipated that the modal split objectives for the Waterfront Plan can be achieved with a range of tools that would, for the most part, have a broad base of public acceptance. Nevertheless, there are additional, more aggressive measures that could be contemplated (e.g. congestion pricing, restrictions on auto use, etc.) in the event that moderate measures do not adequately produce the desired shift in travel behaviour over time.

(c) Front Street East of Bathurst Street

Motion 2f(6)

requested amendments to the Central Waterfront Plan so that the Front Street West right-of-way east of Bathurst Street be kept at its current width.

Staff have revised Schedule A “Proposed Rights-of-Way (ROW) for Major Roads” accordingly.

(5) Resolution of Transit Issues

(a) *Princes’ Boulevard*

Motion 2(f)(3)(a)

requested amendments to Map B to delete the streetcar line on Princes’ Boulevard and replace it with a bus line in its own right-of-way.

Staff have revised Map B accordingly.

(b) Fleet Street

Motion 2f(3)(b)

requested the deletion of Note 3 which states “Routing subject to further review of alternate alignments including possible transit line north of Fleet Street”.

The routing of the Harbourfront streetcar between Bathurst Street and Fleet Street is subject to further evaluation at the site plan approval stage, the precinct implementation strategy stage and/or through the Environmental Assessment process. The potential routing options include the current alignment (above or below grade) or possibly a transit only right-of-way through the lands bounded by Fort York Boulevard, Bathurst Street and Fleet Street. The Commissioner of Works and Emergency Services advises that Note 3 should remain on Map B to clarify that the Environmental Assessment process will require the assessment of all routing alternatives when this study is initiated.

(c) King and Parliament

Motion 2f(5) directed the Commissioners of Urban Development Services and Works and Emergency Services and the General Manager of the Toronto Transit Commission to review the plans for a transit tunnel at or near King and Parliament Streets and routes for Transit expansion and consult with local residents, business owners and the Toronto Police Service on possible alternatives before selecting a preferred alternative during the precinct planning process.

The transit routing extending from King Street East down Parliament Street to the West Don Lands/Port Lands may require a tunnel connection, based on the need to provide a high capacity, priority service that can effectively compete with the convenience of the private automobile. Other alternatives including Berkley Street are also being investigated.

Further work will be required to conclusively assess the feasibility of implementing the tunnel. Both the precinct implementation strategy process and Environmental Assessment process will include a public participation phase with the opportunity to provide input to proposals. All options will be considered in consultation with local residents, business owners and other stakeholders including the Toronto Police Services at the time that further review is undertaken.

(6) Response to Parks and Open Space Issues

(a) Port Lands

Motion 2(c) requested the Commissioner of Urban Development Services to report in consultation with the Commissioner of Economic Development, Culture and Tourism with a review of the plans for parks and open space in the Port Lands and West Don Lands to ensure that the Central Waterfront Plan preserves sufficient green space to accommodate necessary indoor and outdoor recreational facilities and report on any changes or expansion that may be required.

The Commissioner of Economic Development, Culture and Tourism is reporting separately on this motion in conjunction with his response on *Motion No. 3*. Staff has discussed Maps C and D with the Commissioner of Economic Development, Culture and Tourism as well as representatives from the Toronto and Region Conservation Authority (TRCA). Staff is recommending modification to these maps to show only Commissioners Park south of Commissioners Street, removing the option of it being a north-south park parallel to the Don Greenway. This addresses potential conflicts between an active park and the ecological function of the Greenway which will also be identified as a Natural Area. The detailed location, boundaries and configuration of a Commissioners Park would be subject to further study during the precinct implementation strategy work, but this park would contain at least 13.5 ha of land.

Staff is also recommending that the proposed alignment of Unwin Avenue to the east of the Circulating Channel at the Hearn be generally consistent with its current location and that the lands to the immediate south be designated as a Transitional Zone. This zone could contain a mix of Development Area and parkland uses. The exact balance of uses will be determined through further study and consultation.

(b) West Don Lands

Motion 2(d) requested the Commissioner of Urban Development Services, in consultation with the Commissioner of Economic Development, Culture and Tourism, to review the shape of the parkland in the West Don Lands to ensure that the green space extends sufficiently far west.

Staff has reviewed the mapping for the parkland proposed for the West Don Lands, in consultation with the Commissioner of Economic Development, Culture and Tourism, and can confirm that the final maps will conform with the King-Parliament Secondary Plan for this area. The exact boundaries of the designated open space will be subject to further review as the Environmental Assessment for the Mouth of the Don is undertaken.

(8) Industrial Relocation Strategy

Motion 2 (f)(4) requested that Council be requested to encourage and assist both Praxair Canada Inc. (Medigas) and St. Mary's Cement (Canada Building Materials Company) to eventually relocate their operations to appropriate sites elsewhere in the City of Toronto.

Staff are working with St. Mary's to identify a new site within the city and will be meeting with Praxair early in 2003.

(9) Summary of Proposed Changes to the Text and Maps

Since the Commissioner of Urban Development Services' last report dated December 6, 2002, entitled "Further Report – Central Waterfront Secondary Plan "Making Waves", the proposed Secondary Plan for the Central Waterfront", staff are proposing various changes to the maps and text of the Plan, as outlined below:

(1) Map A:

- (a) clarify Note 1 to state "Gardiner/Lake Shore Corridor and the Front Street Extension – subject to further study"; and
- (b) clarify Note 3 to state "Queens Quay East – alignment, and need/location of bridges(s) subject to further study";

(2) Maps A – E:

- (a) show Unwin Avenue, east of the Circulating Channel, approximately in its current location;
- (b) show the north shore park road (generally to the east of Cherry Street) as dashed, subject to further study; and
- (c) show Queens Quay East in its existing location as dashed from Jarvis Street to the south end of Polson Quay;

(3) Map B: change the designation of Princes' Boulevard from "streetcars in own right-of-way" to "buses in own right-of-way";

(4) Map C: designate the Don Greenway as a Natural Area to be consistent with the new City of Toronto Official Plan;

- (5) Maps C and E:
 - (a) eliminate the hatched green/taupe area west of the Don Greenway;
 - (b) designate the lands generally located south of the existing alignment of Unwin Avenue east of the Circulating Channel as a Transition Zone between the Development Area and the Natural Area;
 - (c) add a Note 6 to Map C and a Note 3 to Map E stating “Transition Zone - balance between Development Area and Parks, Open Space and Public Use Area to be determined through further study”; and
 - (d) amend Note 5 (on Map C) and Note 2 (on Map E) to read as follows: “Commissioners Park – location and configuration subject to further study”;
- (6) Map D: extend the Bicycle Transportation Network to include the Front Street Extension from Bathurst Street to Dufferin Street; and
- (7) Map E: add “Special Study Areas”

Conclusions:

The issues and comments raised by the public through the last year of consultation and at the December 12, 2002 Planning and Transportation Committee meeting have been considered and many are addressed by this Plan. Other, more detailed comments will be considered as the precinct implementation strategies for the various communities within the Central Waterfront are developed.

Adoption of the Central Waterfront Secondary Plan and the City’s ongoing cooperation with the TWRC will allow the revitalization of this key area to move forward and help attract Canadian and international investment. Once the Plan is in place, an ongoing process for public involvement will be implemented to ensure full participation as more detailed precinct work is undertaken.

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Appendix A

Revised “Making Waves”, the Proposed Central Waterfront Secondary Plan

Maps A-E

NB. The numbering of Chapters within the attached text is consistent with the original “Making Waves” document which will be modified upon adoption of the Secondary Plan by Council and reprinted.

Section Four: Core Principles

Waterfront renewal will not be treated as a specific project with a defined finishing point. Rather, it will be managed as an ongoing, phased effort that will carry on over decades. The principles of this Plan will act as a framework for the renewal activities and will be as valid 30 years from now as they are today.

The Central Waterfront Plan is built on four core principles. These are:

- (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

The Plan expands on these core principles. Each principle is divided into two parts: the “Big Moves” that will define the new Central Waterfront and the “Policies” that will bring the vision to life.

In describing the planning framework for the Central Waterfront, words such as “will” and “must” are used in the Plan. It is recognized that the implementation of this Plan will take place over time and the use of these words should not be construed as Council’s commitment to proceed with all of these undertakings immediately. This will be done in a phased manner, subject to budgeting and program availability and the active participation of other stakeholders and all levels of government

(A) Removing Barriers/Making Connections

If waterfront renewal is to be truly successful, the waterfront will have to feel like and function as part of the city fabric. The first principle of the Plan is to remove barriers and reconnect the city with Lake Ontario and the lake with the city. This is the key to unlocking the unrealized potential of Toronto’s waterfront. The new connections will be north/south and east/west. They are functional, thematic and symbolic in nature. The following “Big Moves” will support the removal of barriers and the creation of new connections across the Central Waterfront:

A1_Redesigning the Gardiner Corridor

The elevated Gardiner Expressway is a major physical barrier that cuts off the city from the waterfront. To ensure the success of a redesigned Gardiner Corridor, funding for major improvements to the road system and GO Transit/TTC services including Union Station must be in place. These improvements will have to be substantially completed before the removal of the elevated expressway. The final configuration of the Gardiner/Lake Shore Corridor will depend on the outcome of detailed study.

A2_A New Waterfront Transit Network

Public transit will be a top priority for connecting people and places to and within the renewed waterfront. An extended Waterfront Light Rapid Transit line will stretch across the Central

Waterfront from Exhibition Place to the Port Lands with excellent connections into the city as generally illustrated on Map B. Expanding GO Transit rail services and upgrading Union Station will be critical elements of the new waterfront transit plan.

A3_Lake Shore Boulevard, A Grand Waterfront Boulevard

Lake Shore Boulevard will be transformed into a grand waterfront boulevard through the Central Waterfront. The new boulevard will be generously landscaped, have frequent intersections with streets connecting into the downtown core and will provide ample room for a commuter cycling and pedestrian trail.

A4_Queens Quay, Toronto's Waterfront Drive

Queens Quay will become a scenic waterfront drive from Bathurst Street to the Port Lands with ready access to the public activities on the waterfront. It will be designed to meet the diverse needs of motorists, transit users, cyclists and pedestrians. To the north, the city side will encourage housing, workplaces, recreation and shopping facilities. To the south, the water side will be reserved for spectacular parks, public places and cultural and entertainment facilities in addition to existing development.

A5_Completing the Waterfront Trail

The Martin Goodman/Waterfront Trail will be completed through the Central Waterfront and connected to the city-wide trail system, including the Garrison Creek, Humber Valley and Don Valley trails as generally illustrated on Map C. Upgrades to various parts of the trails will ensure a high standard throughout. Floating boardwalks may provide public access along the head of slips and water's edge in areas where access cannot be achieved in other ways.

A6_Waterfront Cultural and Heritage Corridors

Key cultural and heritage corridors will link the assets of the city with the water's edge. Central Waterfront corridors extend north/south and east/west to form a waterfront cultural grid. Each of these corridors has a unique identity that will be promoted and reinforced.

Policies

(P1) The new waterfront road system, should maintain the capacity of the existing road network. The Front Street Extension, the Richmond/Adelaide interchange improvements, upgrading of the GO Transit Lakeshore service and upgrades to local TTC service will have to be substantially in place prior to the replacement of the elevated expressway.

(P2) Required rights-of-way to accommodate the proposed waterfront road and transit network over time appear on Schedule A of this Plan. The rights-of-way will be sufficient to accommodate travel lanes, transit, pedestrian and cycling requirements as well as landscaping and other urban design elements.

(P3) The realignment of Wellington Street to link with Front Street, east of Spadina Avenue, must respect the integrity of Clarence Square as an important 19th-century historic neighbourhood.

(P4) Union Station will be redeveloped to maximize its capacity as a transportation centre and restore its historic grandeur. As part of this initiative, Union Subway Station will be enlarged by adding a new platform. The rail corridors will be upgraded to provide more GO Transit rail service and a possible rail link to Pearson Airport.

(P5) Wherever possible, new surface transit routes will operate in exclusive rights-of-way on existing and proposed streets to ensure efficient movement.

(P6) Waterfront streets will be remade as “places” with distinct identities. Streets will act as lively urban connections as well as traffic arteries. The needs of motorists will be balanced with high-quality amenities for pedestrians and cyclists.

(P7) A water-based transportation system utilizing water taxis and ferries will become another way of moving people from one end of the waterfront to the other. The Ferry Docks will be revitalized as the hub of all water-based transportation activities.

(P8) Physical connections between the Central Waterfront, the downtown core and adjacent neighbourhoods will be enhanced through high-quality urban design and landscaping on the north/south connector streets.

(P9) Railway underpasses will be transformed into more pedestrian-friendly corridors.

(P10) View corridors will create opportunities to see the lake from the city and the city from the lake. The design of buildings and public and private spaces beside view corridors will be of high architectural quality and take advantage of these views. Streets will be laid out to reinforce views.

(B) Building a Network of Spectacular
Waterfront Parks and Public Spaces

The second principle of the Plan recognizes the significance of the public realm in transforming the Central Waterfront into a destination for international tourism, national celebration and local enjoyment. The Plan promotes the remaking of the Central Waterfront as a special place imbued with spectacular waterfront parks and plazas and inviting natural settings that please the eye and capture the spirit. The following “Big Moves” will help transform the Central Waterfront into an area renowned for its outstanding waterfront parks and public spaces (see Map C):

B7_Reserving the Water’s Edge for Public Use

As renewal takes place, a continuous band of green along the water’s edge, from one end of the Central Waterfront to the other, will be reserved as a public amenity and a legacy for future generations.

B8_The Yonge Street Pier and Public Plaza

A dramatic new pier will be built at the foot of Toronto's historic main street, recognizing and celebrating this area as the centre of Toronto's waterfront. The public plaza and pier will draw residents, tourists, boaters and cruise ships to the Central Waterfront. The pier will be a waterfront icon, visible from both land and water. The pier and plaza will be a gateway to the city accommodating a major cultural, entertainment and tourist destination, possibly including ancillary hotel uses.

B9_Harbourfront Centre, An Even Stronger Draw

Harbourfront Centre will continue to be recognized as an area for the arts, for recreation and entertainment in a magnificent waterfront setting. A new public plaza will be created between Queens Quay Terminal and York Quay Centre. An integrated nautical centre for marine activities will be established.

B10_Creating a New East Bayfront Park

A bold new waterfront park reflecting the industrial heritage of the area and anticipating its extraordinary future will be created between the Jarvis and Parliament Street slips, south of the realigned Queens Quay. The reuse of the existing Marine Terminal building can become a link to the past.

B11_The Don Greenway

A new green corridor will be created in the centre of the Port Lands, functioning as an important open space connection linking the Don Valley, Tommy Thompson Park and Lake Ontario. The corridor will be a key component of the convergence district offering a unique amenity attractive to knowledge-based industries of all types. In addition to providing local parkland, the corridor will be able to fulfill a variety of functions as needed, including neighbourhood recreational facilities, compatible community uses, a wildlife corridor and habitat, and a receptor for stormwater from adjacent communities.

B12_A New Lake Ontario Park

A new Lake Ontario Park will give Toronto a much enhanced continuous urban park system in the tradition of the city's great parks like High Park and Edwards Gardens. Extending from Clarke (Cherry) Beach to Balmy Beach, the new park will encompass a considerably improved North Shore Park, Tommy Thompson Park and the Base Lands, and will incorporate upgrades to the Martin Goodman/Waterfront Trail system in this area. Through judicious lakefilling, new parkland will be created south of the Ashbridges Bay Treatment Plant and on the shores of the Outer Harbour. The parks will be designed to serve the diverse recreational needs of the emerging waterfront communities. The lakefilling will help stabilize the Lake Ontario shoreline, reduce siltation and establish new aquatic and terrestrial habitats. Recreational boating will continue within the new park system.

B13_The Ship Channel

The Ship Channel, which extends from the Inner Harbour to the east end of the Port Lands, will become a powerful focal point around which new mixed-use communities will be built. The needs of existing industries for dockwall space and use of the channel will be balanced with the opportunity to capitalize on the channel as a unique amenity. New north/south canals could expand the use of the channel for activities such as boating or skating.

B14_A New Fort York Park

With the replacement of the elevated Gardiner Expressway, a new park of national prominence (Fort York Park), will emerge. The park will be larger and more visible, regaining the Fort's status as Toronto's most significant heritage resource. The new Fort York Park will be a national, regional and local draw for public events and for the celebration of its military history central to the story of Toronto.

B15_An Expanded Marilyn Bell Park

Almost three hectares will be added to Marilyn Bell Park by carefully consolidating the road network at the west end of Exhibition Place. This will allow the park to be redesigned and improved as a gateway to the waterfront. The expanded park will be much more accessible to South Parkdale residents as well as to visitors, workers and new residents at Exhibition Place.

B16_Ontario Place, A Waterfront Destination

Ontario Place will be woven into the waterfront park system with better access for the public to enjoy its facilities and paid attractions. A new trail system, with connections to the north, east and west, will bring pedestrians and cyclists to Ontario Place. With improved public access, Ontario Place will be reaffirmed as an important waterfront destination for major festivals and tourism events and for the celebration of innovative architecture and landscape design.

B17_Canada Malting - A Landmark Site

The Canada Malting Silos, a landmark and important heritage feature on the Central Waterfront, will be retained and improved. The City will pursue innovative proposals for the site which integrate the silos and enhance public access and enjoyment of the water's edge.

Policies

Defining the Public Realm

(P11) The design of the public realm will be of a standard of excellence characteristic of the great city waterfronts of the world.

(P12) The public realm will be defined by a coherent framework of streets, parks, plazas, buildings, viewing areas, walkways, boardwalks, promenades, piers, bridges and other public infrastructure and open space elements. Its design will reflect its exceptional waterfront setting and integrate and interpret the rich natural and cultural heritage of Toronto's waterfront, including the historic Lake Ontario Shoreline, Taddle Creek and Garrison Creek alignments.

(P13) Parks and plazas strategically located along the water's edge will become centres of public activity – in effect, windows on the lake.

(P14) A unifying approach to landscaping and wayfinding (e.g., signs, kiosks) that is evocative of the Central Waterfront will tie together its various components.

(P15) There will be a coordinated Central Waterfront public art program for both public and private developments.

Park Design

(P16) Parks in the Central Waterfront will be diverse, well maintained, animated and safe, accommodating a full range of recreational experiences from areas for active play, enjoyment of sports and entertainment to areas for quiet solitude and relaxation. These experiences will be provided in a comfortable setting during all seasons of the year.

(P17) Public community, cultural and entertainment facilities will form part of the fabric of the waterfront park system. A limited number of private cultural, restaurant and entertainment facilities may also be located in the park system provided their associated open spaces remain publicly accessible.

(P18) Sustainable management practices and design and construction techniques that have minimal environmental impacts and return the greatest ecological rewards will be utilized in waterfront parks.

(C) Promoting A Clean And Green Environment

The third principle of the Plan is aimed at achieving a high level of environmental health in the Central Waterfront. A wide variety of environmental strategies will be employed to create sustainable waterfront communities. The following “Big Moves” will showcase the City's commitment to a clean and green waterfront that is safe and healthy and contributes to a better environment for the city as a whole:

C18_Priority for Sustainable Modes of Transportation

A “next generation” transportation system that gives priority to transit, cycling, walking and water transport and reduces the need for car use will form the basis for transportation planning in the Central Waterfront. Future travel demand will be mainly met by non-auto means. Road capacity will be added only to meet local traffic needs.

C19_Protecting The West Don Lands From Flooding

A flood protection berm will be built along the Don River to assist in eliminating flooding problems in the West Don Lands and surrounding neighbourhoods to the west. It will also provide naturalized open space and active parkland along its edge for use by the emerging West Don Lands communities and fulfill a crucial stormwater management function. The adjacent King-Parliament and St. Lawrence neighbourhoods will benefit from this increase in active parkland.

C20_Renaturalizing the Mouth of the Don River

The mouth of the Don River will be rerouted through lands south of the rail corridor. This will improve the ecological function of the river, provide flood protection for the Port Lands and East Bayfront and attract new wildlife to the area. The renaturalized mouth of the river will also become a key open space and recreational link to the Don Valley, West Don Lands, Port Lands and waterfront park system. This enhanced river setting will provide a gateway to the new urban communities in the Port Lands. Bridges that carry the new Queens Quay and Cherry Street over the river mouth will be designed as signature entrances of beauty and inspiration.

Policies

(P19) As part of the strategy to reduce car dependence and shape people's travel patterns early, a comprehensive range of efficient and competitive transportation alternatives will be provided in tandem with the development of new waterfront communities. These include a new transit system as generally illustrated on Map B, as well as pedestrian, cycling and water transportation opportunities as generally illustrated on Map D.

(P20) New waterfront communities will offer opportunities to live and work close together, leading to fewer and shorter commuter trips.

(P21) New traffic management approaches will be pursued to accommodate non-auto modes of transportation, make more efficient use of existing roads (i.e., "smart" technology) and discourage the use of single-occupant vehicles.

(P22) Pedestrian and cycling routes will be safe, attractive, comfortable and generously landscaped.

(P23) The health and biodiversity of the Central Waterfront will be enhanced and restored by protecting existing wetlands, fish and wildlife habitats, rare plant and animal species, shorelines, beach areas, woodlots and lands designated "Natural Areas" and "Environmentally Significant Areas" (see Map C).

(P24) Development will contribute to the improvement of water quality in Toronto's rivers and streams, as well as in Toronto Bay, the Outer Harbour and Lake Ontario.

(P25) Stormwater will be managed as close to its source as possible.

(P26) Combined sewer outfalls that discharge into Lake Ontario, Toronto Harbour and the Don River will be progressively reduced consistent with the City's environmental policies.

(P27) The Central Waterfront will be a model of leading-edge environmental technologies. Alternative sources of generating electricity, including co-generation, anaerobic digestion, wind turbines and solar power, will be pursued as well as district heating and cooling.

(P28) The Central Waterfront will showcase successful redevelopment of brownfield sites into sustainable residential and employment areas. Where applicable, remediation requirements will be balanced by the need to protect environmentally sensitive areas.

(P29) Lakefilling will be considered only for stabilizing shorelines, improving open spaces, creating trail connections, preventing siltation and improving natural habitats.

(P30) The creation of parkland south of the Ashbridges Bay Treatment Plant will be compatible with, and closely co-ordinated with, any future plans to expand the facility.

(D) Creating Dynamic and Diverse New Communities

The fourth and final principle of the Plan is focused on the creation of dynamic and diverse waterfront communities – unique places of beauty, quality and opportunity for all citizens. New waterfront communities will be acclaimed for their high degree of social, economic, natural and environmental health and cultural vibrancy, which collectively will contribute to the long-term sustainability of the area and the entire city. The following “Big Moves” implement this principle:

D21_Opening Up the Port Lands to Urban Development

The vast Port Lands, an area more than 10 times the size of London’s Canary Wharf, will be cleaned up and opened to a range of urban development opportunities. The Port Lands will become Toronto’s springboard to the future, a place for wealth creation, originality and creativity in all aspects of living, working and having fun. The Port Lands will be transformed into a number of new urban districts set amid the hustle and bustle of Toronto’s port activities. An enticing environment conducive to the creation of an international convergence district for knowledge-based industries, film and new media activities will be nurtured. It will be a part of the city where “green” industries can be incubated and thrive. The new Port districts will be supported by a rich infrastructure of recreational, cultural and tourist amenities.

Entrepreneurs and creative people in knowledge-based industries will find a variety of choices for both living and working – innovative housing including live/work, lofts, and workplaces that appeal to a range of needs. Businesses will be presented with building and location choices that satisfy all sizes and types of businesses from start-ups to mature international operations. The Hearn Plant will be an asset to this area with many potential reuse options.

D22_A New Beginning for the West Don Lands

With the construction of the flood protection berm and the naturalization of the mouth of the Don River, the West Don Lands will be redeveloped into diverse mixed-use communities. These communities will capitalize on their strategic downtown location, the synergy created by the simultaneous development of the Port Lands and their historic roots as part of the original town of York, as well as the Don River’s new environmental health.

D23_The East Bayfront, A Prominent New Neighbourhood

The East Bayfront will become a prominent waterfront address for working and living amid the energy and abundance of waterfront activities, including a new water's edge promenade and other public activities in the new East Bayfront Park.

D24_Exhibition Place, A Place for Work, Celebration and Living

Exhibition Place, historically a place for celebration and exhibition, will expand into a dynamic area where people work, visit and live. Housing at select peripheral locations will not detract from Exhibition Place's primary role. The proposed realignment of Lake Shore Boulevard will add to the land available for development and make it easier to integrate Exhibition Place with Ontario Place.

The National Trade Centre will continue to function as a magnet to attract new businesses and support facilities. Synergies may also be created by the presence of the new media businesses of Liberty Village.

The remade Exhibition Place will feature a world-class public open plaza capable of hosting large gatherings and festivals.

New development will respect and celebrate Exhibition Place's existing heritage architecture and views of heritage buildings from the water. Opportunities for adaptive reuse of heritage buildings will be explored.

Policies

Designing the Built Environment

(P31) Development of the Central Waterfront will maintain Toronto's successful tradition of city building at a compact scale combining the best of urban living, amenities and built form. Uses requiring large areas of surface parking will be discouraged.

(P32) Excellence in the design of public and private buildings, infrastructure (streets, bridges, promenades, etc.), parks and public spaces will be promoted to achieve quality, beauty and worldwide recognition.

(P33) New development will be located, organized and massed to protect view corridors, frame and support the adjacent public realm and discourage privatization of public spaces. Built form will result in comfortable micro-climates on streets, plazas and other parts of the public realm.

Nurturing a High Standard of Community Living

(P34) A balance of places to live and work will contribute to the morning-to-evening vitality of new waterfront communities.

(P35) Schools and other community services and facilities will be integral components of new waterfront communities and will be provided in conjunction with new development (Appendix I).

(P36) Local parks will enrich new waterfront communities. Parks planning will take into account such factors as park size, land availability, neighbourhood accessibility, safety and quality of experience in park spaces (Appendix I).

(P37) Innovative approaches for providing the necessary community infrastructure will be explored, including shared use of schools, community services and facilities and local parks as well as integrating community facilities into private developments.

(P38) Public spaces, parks, transportation facilities and other public and private buildings in the Central Waterfront will be designed to ensure accessibility to persons with disabilities.

Housing Options

(P39) A mix of housing types, densities and tenures will accommodate a broad range of household sizes, composition, ages and incomes contributing to the vitality of the Central Waterfront as well as the opportunity for residents to remain in their communities throughout their lives.

(P40) The overall goal for the Central Waterfront is that *affordable rental housing* and *low-end-of-market housing* comprise 25 per cent of all housing units (see Definitions in Schedule B). To the extent possible, and subject to the availability of funding programs and development cross-subsidization, the greatest proportion of this housing will be affordable rental with at least one-quarter in the form of two-bedroom units or larger. Senior government funding programs to assist in the delivery of *affordable rental housing* will be aggressively pursued, and appropriate opportunities identified to take advantage of such programs.

Creating Special Places to Work

(P41) The Central Waterfront will accommodate a variety of maritime activities, including cargo shipping, cross-lake ferry service, local ferry and water taxi terminals, excursion boats, cruise ships, berthing areas and marinas, maritime support services and the Port of Toronto.

(P42) Land, dockwall and rail service will be sufficient to meet the needs of cargo shipping, passenger cruise ships, ferries, excursion boats, recreational boating and other water-dependent activities.

(P43) The Port Lands will be developed with new media and knowledge-based businesses and “green” industries in addition to maintaining their important role in the city’s economy as a location for downtown-serving and marine-related industries and the Port of Toronto. Large tracts of vacant land, the proximity to downtown, the existing base of film and new media activities, and strategic marketing and planning to attract these businesses will support the emergence of a convergence district in the Port Lands. Entertainment industries such as music, film and television production will operate alongside the communications, software development, biotechnology and publishing sectors.

(P44) Large scale, stand-alone retail stores and/or “power centres” are not part of the vision for the Central Waterfront. New retail development will only be considered within the context of comprehensive precinct development strategies and will be supportive of the other core principles and policies of this Plan. Retail uses which require large areas of surface parking will not be permitted.

(P45) Companies that rely on lake access for their operations will remain important maritime industries on the waterfront to the extent that they can be accommodated within emerging communities.

Creating Special Places to Visit, Relax, Play and Learn

(P46) The Central Waterfront will become the face of Toronto to the world, with a quality of experience and environment comparable to that of other international cities, a place to express the future of the city with confidence and imagination.

(P47) Strategies to attract high-value tourism to the Central Waterfront will receive top priority in order to strengthen Toronto’s role as the cultural capital of the nation. The Central Waterfront will be the future location of major international-calibre cultural, entertainment and other tourist attractions.

(P48) A wide variety of year-round experiences for visitors will be offered. Emphasis will be placed on developing new facilities that are enduring, creative and unique to Toronto and its waterfront. Winter conditions will be an important consideration in developing the Central Waterfront’s tourism infrastructure.

(P49) Boating opportunities will be expanded to draw city residents, workers and tourists to the waterfront.

(P50) Toronto’s story will be told by preserving the waterfront’s cultural and natural heritage in the development of new private and public spaces.

(P51) Existing heritage buildings and other elements will be protected and improved. Listed and designated heritage buildings will be conserved for creative reuse in their original locations.

Section Five: Making It Happen

(1) A Simplified Approach to Land Use Regulation

The Central Waterfront will have three types of land use designations (Map E):

- Parks, Open Space and Public Use Areas are areas for use as parks, open spaces and plazas, and can include compatible community, recreation, cultural, restaurant and entertainment facilities. Lands designated Parks, Open Space and Public Use Area in the vicinity of Development Areas may be subject to Precinct Implementation Strategies.
- Development Areas are blocks of land that may be subdivided into smaller areas for a wide variety of mixed-use development ranging from industries to housing to community services and parks; from offices to stores to hotels and restaurants. Development Areas will generally be subject to Precinct Implementation Strategies.

- Existing Use Areas are areas currently covered by planning controls that are consistent with the direction put forward in this Plan. These lands will continue to be governed by existing Official Plan and zoning controls and related Planning Act processes and will not be subject to Precinct Implementation Strategies.

(2) Implementation

The implementation of the principles and policies contained in this Plan will rely on a wide array of planning and financing tools. Planning tools may include the adoption of zoning by-laws, use of holding provisions, temporary use by-laws, agreements under Section 37 of the Planning Act, site plan control and various means of subdividing land. In addition, the City of Toronto has been granted the opportunity to apply a Development Permit System in the Central Waterfront area as an alternative zoning and development control process.

2.1 Planning at a Precinct Level

In order to provide for comprehensive and orderly development of lands in the Central Waterfront, as well as deal with issues of soil cleanup, flood control and servicing, the zoning of lands, other than lands designated Existing Use Areas, to implement the policies of this Plan will generally take place at a precinct level. Prior to the preparation of zoning by-laws or development permit by-laws of lands not designated Existing Use Areas, Precinct Implementation Strategies will be prepared in accordance with the policies contained in Section 2.2 below. The boundaries of each precinct will be determined as part of the preparation of the Precinct Implementation Strategies and the related zoning by-laws(s) or development permit by-law(s).

Rezoning of individual sites within Development Areas will generally only be entertained once a context has been established for the evaluation of specific rezoning applications, through the Precinct Implementation Strategies, and once area-wide infrastructure requirements have been determined, including a fair and equitable means for ensuring appropriate financial contributions for their provision.

2.2 Precinct Implementation Strategies

Precinct Implementation Strategies will include, but not be limited to, the following elements:

- (i) a streets and blocks structure that supports a broad range of development and provides appropriate connections to adjacent communities;
- (ii) minimum and/or maximum standards regarding the height and massing of buildings and the provision of parking;
- (iii) strategies to ensure a balance between residential and employment-based development;
- (iv) strategies by which affordable housing targets can be achieved;
- (v) the location and phasing of local and regional parks, open spaces, public use areas, trails and access linkages;

- (vi) the location and phasing of elementary schools and high schools, libraries, community and recreation centres, day care centres, emergency services and other community facilities and services;
- (vii) a comprehensive set of environmental performance standards for public and private infrastructure, buildings, and activities including, but not limited to, energy efficiency, reduction of CO₂ emissions, water conservation, clean air and waste (reduction, reuse and recycling);
- (viii) provisions for securing the retention of heritage buildings within new developments and an archaeological review of high-potential sites prior to development;
- (ix) urban design provisions dealing with the unique microclimatic conditions of the waterfront, quality of waterfront streets, the public realm, urban plazas, parks, schools, other community services and facilities, and signage;
- (x) public art and urban design standards and guidelines;
- (xi) provisions for protecting and securing necessary road, transit, trails and bicycle route alignments; and
- (xii) mechanisms, financial and otherwise, to ensure the above matters are implemented.

2.3 The Central Waterfront as a Development Permit Area

The City of Toronto has been granted the authority to implement a Development Permit System in the Central Waterfront. This system allows a streamlined municipal approval process by consolidating the zoning by-law, minor variance and site plan approval processes into one through the enactment of development permit by-laws.

2.3.1 The Central Waterfront, as delineated on Map E, is designated a Development Permit Area. Within this area, City Council may enact development permit by-laws based on the following objectives:

- to enable the revitalization of the Central Waterfront to move forward in a timely and strategic fashion;
- to provide certainty for matters of public concern and the achievement of city building objectives, while providing flexibility in the means to achieve these objectives; and
- to streamline the approval process while providing the opportunity for public input into development.

2.3.2 When determining whether any class, or classes of development, or use of land may be permitted, several types of criteria may be used in the development permit by-law in order to ensure high quality urban development. These criteria relate to built-form, use,

intensity of use, compatibility with adjacent uses and other uses within the precinct, parking requirements, relationship to parks, open spaces and the water's edge, proximity and availability of supporting hard and soft services, location relative to public transit and consistency with the policies of the Secondary Plan.

In addition, the by-law may permit the continued use, enlargement or extension of a legal non-conforming use or a change in use of a legal non-conforming use, provided that the proposal is desirable, avoids hardship, will have no unacceptable impacts on adjoining properties, and is consistent with the policies of this Plan.

2.3.3 The following types of conditions may be included in a development permit by-law and may be imposed prior to the issuance of a development permit.

- requirements for the provision of bicycle trails, walkways, protecting and securing necessary road widenings and transit rights-of-way, parking, parkland, land grading or filling, storm water management and/or any other types of conditions permitted under s.40, 41, or 42 of the Planning Act;
- environmental conditions related to air quality, water and sewers, flood protection, soil cleanup, groundwater protection, storm water management, natural heritage features and functions, and construction-phase environmental impacts, for defined uses or classes of development in areas including hazard lands, contaminated lands, significant natural feature areas and/or any other types of environmentally sensitive areas listed in s.34(3)(3.1) and (3.2) of the Planning Act; and
- the execution of agreements respecting site alteration, grading, filling and/or the removal of vegetation.

2.3.4 As with Site Plan Approval, when enacting a development permit by-law Council may delegate its authority to an employee of the municipality, to:

- (a) approve or refuse an application for a development permit;
- (b) issue a development permit;
- (c) attach conditions to the approval of a development permit; and/or
- (d) enter into agreements with respect to a development permit.

2.4 Contributions to Infrastructure and Community Facilities

The creation of new communities will necessitate major investment in roads, transit, servicing, flood proofing measures, soil remediation, parks and public spaces, and community facilities and services.

Prior to enacting a zoning by-law or development permit by-law on lands designated Development Area, arrangements will be made whereby benefiting landowners will be required to pay a fair and equitable share of the costs of any new infrastructure and community facilities required for such development, through one or more of the following means:

- (i) the payment of an area-specific development charge pursuant to the Development Charges Act;
- (ii) a contribution made pursuant to an agreement under Section 37 of the Planning Act;
- (iii) a cost sharing agreement involving landowners; and/or
- (iv) such other arrangements as may be appropriate.

2.5 Increases in Height and/or Density

In order to assist in the achievement of the full implementation of the policies of this Plan, contributions to one or more community benefits, facilities, or services may be requested in exchange for a height and/or density increase above the existing height and/or density limits, pursuant to Section 37 of the Planning Act, provided that the increase in height and/or density is appropriate, and enhances the Central Waterfront. The benefit will be secured through an appropriate legal agreement that will be registered on title to the lands. Increases are to be measured from the height and/or density for the use permitted in the zoning by-law.

2.6 Holding By-laws

In order to provide for the orderly development of lands in the Central Waterfront, to resolve the issues of soil remediation, flood control, infrastructure requirements and servicing as well as to ensure an equitable sharing of associated costs, Council may enact zoning by-laws pursuant to Sections 34 and 36 of the Planning Act with an “H” holding symbol. This holding symbol may be removed after the necessary studies and plans have been provided and secured through an agreement or agreements entered into pursuant to Section 37 and/or Section 51 of the Planning Act.

(3) Subdivision of Lands

The subdivision of lands within precincts may occur through a simplified Plan of Subdivision and the lifting of Part Lot Control, or the taking of public streets directly and lifting Part Lot Control where an underlying Plan of Subdivision already exists. Severance of lots in Development Areas by application to the Committee of Adjustment generally will only be considered upon completion of the Precinct Implementation Strategies.

(4) Encouraging Excellence in Design

Excellence in design will be promoted through design competitions and design review panels. These processes will encourage the participation of both the local and international design community.

(5) Designating the Central Waterfront
as a Community Improvement Project Area

The Central Waterfront is proposed to be designated a Community Improvement Project Area under Section 28 of the Planning Act. In order to expedite revitalization efforts, Community Improvement Plans will be developed to identify specific revitalization projects.

The Community Improvement Project Area designation allows the City to provide grants or loans for rehabilitating private land or buildings. It also helps focus government funding and investment on well-defined, pre-approved community improvement projects and initiatives such as brownfield redevelopment, heritage restoration, affordable housing, soil and groundwater remediation, infrastructure, parkland acquisition, façade improvements and/or general community beautification projects.

(6) Timely Implementation and
Environmental Assessment

6.1_Environmental remediation, flood protection measures, early construction of transit infrastructure, and the timely provision of community services and facilities will be essential to achieving the revitalization of the Central Waterfront.

6.2_Where applicable under provincial or federal legislation, environmental assessments of Central Waterfront projects will be undertaken. The Environment Assessment process will be an opportunity to integrate Toronto's environmental and sustainability goals into project design and implementation.

(7) Interpretation of the Plan

7.1_The Central Waterfront Secondary Plan consists of Sections IV and V, Maps A to E and Schedules A and B.

7.2_Maps A, B and D cover an area beyond the boundary of the Central Waterfront and will prevail over the Official Plan and any Secondary Plans for the matters covered in these maps.

7.3_Appendix I is part of the Plan for the purpose of illustration only and is not to be interpreted as prescriptive.

7.4_The Toronto City Centre Airport and Toronto Islands are not part of the Plan.

7.5_The transportation alignments, Parks, Open Space and Public Use Areas and Development Areas shown in this Plan are intended to provide a basic framework for the Central Waterfront. Minor adjustments and additions to any of these elements may be made without amendment, including changes to the location and configuration of Commissioners Park, the Queens Quay East alignment and bridge(s), as well as the alignment of the north shore park road generally east of Cherry Beach.

7.6_The text and maps of the Official Plan of the former City of Toronto continue to apply except in cases where the text and maps are in conflict with this Secondary Plan, in which case the text and maps of this Secondary Plan shall prevail.

Schedule A

Proposed Rights-of-Way (ROW) for Major Roads

Roadway ⁽¹⁾	From	To	ROW	Streetcar in own ROW
Bayview Av	Mill St	Queen St E	30 m	No
Cherry St	South Limit	Ship Channel	40-60 m	Yes
Cherry St	Ship Channel	Front St E	40 m	Yes
Commissioners St (new)	Queens Quay (new)	Cherry St	40 m	Yes
Commissioners St	Cherry St	Leslie St	40 m	Yes
Don Roadway	Lake Shore Blvd E	Commissioners St	30 m	No
Don Roadway (new)	Commissioners St	Unwin Av	40 m	Yes
Dufferin St (new)	Front St W (new)	Lake Shore Blvd W	30 m	Yes
Front St E	Trinity St	St. Lawrence St	40 m	Yes
Front St W (new)	Bathurst St	a point 170 m east of Strachan Av	40 m	No
Front St W (new)	a point 170 m east of Strachan Av	Dufferin St	27 m	No
Leslie St	Commissioners St	Lake Shore Blvd E	40 m	Yes
Manitoba Dr (new)	Strachan Av	Fraser Av (new)	Varies	Yes
New Street (N of Don River)	Queens Quay (new)	Cherry St	40 m	Yes
Parliament St	King St E	Front St E	Varies	Yes
Parliament St (new)	Lake Shore Blvd E	Queens Quay E	24 m	No
Princes' Blvd (new)	Saskatchewan Rd	Manitoba Dr	45+ m	No
Queens Quay E	Yonge St	Parliament St	40 m ⁽²⁾	Yes
Queens Quay E (new)	Parliament St	Commissioners St (new)	40 m	Yes
Queens Quay E (new)	Commissioners St (new)	Cherry St	24 m	No
St. Lawrence St (new)	Front St E	King St E	30 m	Yes
Strachan Av	Lake Shore Blvd W	Front St W (new)	30 m	No
Unwin Av (new)	Cherry St	Leslie St	40 m	Yes
Yonge St	Queens Quay	Lake Shore Blvd (new)	30 m	No
Streetcar only ROW	Eastern Av	Commissioners St	15 m	Yes

- (1) Existing or currently planned roads (e.g. Bremner Boulevard) that are not listed in this schedule will maintain current right-of-way designation.
- (2) Does not include the existing rail spur line.

Notes:

- (a) Rights-of-way will be protected to accommodate road, transit, pedestrian and cycling requirements, as well as landscaping and other urban design elements.
- (b) The rights-of-way of other streets within the waterfront shall be determined as part of the precinct planning process.
- (c) Council may require additional right-of-way widenings (e.g. at intersection locations) in order to accommodate appropriate design geometry.

Schedule B
Housing Definitions*

Affordable Housing: Rental and Ownership

Affordable rental housing means housing where the total monthly shelter cost (gross monthly rent including utilities – heat, hydro and hot water – but excluding parking and cable television charges) is at or below one times the average City of Toronto rent, by unit type (number of bedrooms), as reported annually by the Canada Mortgage and Housing Corporation.

Affordable ownership housing is housing which is priced at or below an amount where the total monthly shelter cost (mortgage principle and interest – based on a 25-year amortization, 10% down payment and the chartered bank administered mortgage rate for a conventional 5-year mortgage as reported by the Bank of Canada at the time of application – plus property taxes calculated on a monthly basis) equals the average City of Toronto rent, by unit type, as reported annually by the Canada Mortgage and Housing Corporation. Affordable ownership price includes GST and any other mandatory costs associated with purchasing the unit.

Rental Housing

The term *rental housing* means a building or related group of buildings containing one or more rented residential units, but does not include a condominium, registered life lease, or other ownership forms.

Low-End-Of-Market Housing

The term *low-end-of-market housing* means small private ownership housing units suitable for households of various sizes and composition, the price of which would not be monitored or controlled, but which, by virtue of their modest size relative to other market housing units, would be priced for households up to the 60th percentile of the income distribution for all households in the Toronto CMA, where *total annual housing costs* do not exceed 30 per cent of gross annual household income.

*To be read in conjunction with Policy (P40).

Appendix 1

Community Services, Facilities and Local Parks

Based on full build-out of approximately 40,000 new residential units and 900,000 sq. m. of non-residential development

General Criteria

Facility/site requirements

- shared use and/or multi-purpose facilities
- capacity to adapt to changing needs of the community over time
- all of the community facilities could be integrated as part of a mixed-use development site

Location criteria

- accessible by public transit
- barrier-free
- grade-related
- good visibility from the street

Guidelines

- timely provision of social infrastructure facilities as development proceeds within each community precinct
- monitoring and review of adequacy of the community facilities shall occur once one-third of the potential development is achieved in each community

Elementary Schools

(6 to 10 at full build-out)

Facility/site requirements

- 1.2 hectares if a single elementary school is located next to a public park
- 1.82 hectares if a joint TDSB/TCDSB elementary school is located next to a public park

Location criteria

- pupils should travel no more than 1.6 km to school
- minimize children crossing arterial roads

Guidelines

- optimal facility must be sufficient to accommodate between 400 and 500 students
- pupil generation rates should be monitored in coordination with both the TDSB and TCDSB

Secondary Schools

(one at full build-out)

Facility/site requirements

- stand alone requires four hectares, or two hectares if located next to a public park with adult-sized ball field and soccer pitch

Location criteria

- locations on arterial roads with direct transit access are preferable

Guidelines

- facility size will be determined by pupil generation rates within the Waterfront
- pupil generation rates should be monitored in coordination with both the TDSB and TCDSB

Local Parkland

Facility/site requirements

- neighbourhood oriented passive and active recreational opportunities
- size and shape will vary depending on community size and facility requirements
- each residential community shall contain at least one local park a minimum two hectares in size

Location criteria

- intended to serve communities within a reasonable walking distance
- where appropriate, regional parkland can also meet local parkland needs
- barrier free, grade-related and good visibility from streets

Guidelines

- distribution, size and facility mix should be relative to population distribution and demographics
- capacity to adapt to changing needs of the community over time

Daycare Centres

(10 to 12 at full build-out)

Facility/site requirements

- licensed capacities of 72 children each, with 735 m² of interior space and 401 m² of contiguous outdoor space

Location criteria

- grade location is preferable
- compliance with appropriate provincial regulation and city policies
- sun, air and noise studies must be completed prior to final selection of sites

Guidelines

- Daycare demand will be assessed as follows:
number of children up to 4 years of age, multiplied by the labour participation rate for women aged 20 to 45 years, reduced to 50-70% to reflect patterns of parental choice with respect to licensed care

Libraries

(one to three at full build-out)

Facility/site requirements

- 650 m² to 1,115 m² preferably located at grade

Location criteria

- good pedestrian and public transit access
- highly visible from the street

Guidelines

- one library for every community with a population of at least 25,000 residents or a comparable combined residential and office worker population
- residents should have access to a library within 1.6 km

Recreation Centres

(four to six at full build-out)

Facility/site requirements

- size is dependent demand

Location criteria

- good pedestrian and public transit access
- highly visible from the street
- ready access to outdoor playing fields and playgrounds (preferably a public park)

Guidelines

- one recreation centre for every 21,000 residents or a comparable combined residential and office worker population

Community service/human service space

Facility/site requirements

- 929 m² to 1,858 m² of space

Location criteria

- good pedestrian and public transit access
- highly visible from the street

Guidelines

- one facility for each community

Appendix B

Summary of Design Ideas expressed by the Teams from the Toronto Waterfront Design Initiative

The ideas expressed by the architectural teams at the TWDI will be considered, evaluated and refined as part of the precinct implementation strategy work.

(I) Connect the City and the Lake

- (a) Improve and connect north-south streets in the East Bayfront (Jarvis, Sherbourne & Parliament) to the lake. Widen the railroad underpasses and create pedestrian teamways to enhance the connection to the lake.
- (b) Relocate the GO Transit station to the Parliament Street railway bridge and create an intermodal station servicing TTC, GO, Water Taxis and pedestrians.
- (c) Create intimate, waterside, public open spaces connected to each other by a water's edge promenade at the foot of Jarvis, Sherbourne and Parliament Streets.
- (d) Keep Queens Quay East in its current alignment to allow for public space at the southern ends of the north-south streets and allow medium rise development with public and retail uses at grade south of Queens Quay East.
- (e) Preserve the integrity of the Parliament Street slip as both a marine artefact and a future area for mooring boats

(II) Activity, Scale and Climate

- (a) Create intimate, active, urban plazas next to the water. Relate open space adjacent to the lake to the proposed activity and the micro-climactic conditions.

- (b) Protect public spaces from winter conditions by allowing buildings with retail and public uses to enclose and define usable, south-facing spaces close to the water's edge.
- (c) Consider 'water courts' where buildings could be built over the water to help shield the public water's edge space from cold winter wind. Also consider buildings with large ground floor openings that can be raised or lowered according to the weather conditions.

(III) Incremental Approach

- (a) Commit to the Plan's flexible framework to allow the development of the Central Waterfront to occur incrementally over time and accommodate the preservation, evolution, succession and co-existence of a highly diverse mix of uses.
- (b) Preserve industrial and marine uses and artefacts including bridges, silos, slips, quays, cranes, industrial and maritime machinery, railroad tracks, etc.

(IV) Mouth of the Don River

- (a) Implement the Plan's policies to create a lacustrine marsh park at the mouth of the Don River for flood protection, to reduce silting, and as a natural open space amenity connected by trails to the Central Waterfront open space system.
- (b) Replace the proposed low-level vehicular bridge crossing from Queens Quay East to the Port Lands with a high level pedestrian and cycling bridge in order to preserve views and access to and from the Don River.

(V) Inner Harbour to the Turning Basin

- (a) Remove the proposed waterfront drive across Polson and Cousin's Quay, in order to not disrupt the proposed continuous waterfront promenade and establish Cherry Street as the main vehicular street in the west end of the Port Lands.
- (b) Extend as many streets as possible all the way to the water's edge and maintain street end views as an important visual connection to the lake.
- (c) Allow Torontonians to get close enough to the water to touch it. Provide floating piers, small inlets and canals connecting to the Ship Channel and a water connection from the Ship Channel south to the Outer Harbour. Create 'water rooms' along the Ship Channel bounded by bridges lined with buildings.
- (d) Build on Toronto's typical block pattern which consists of a series of interior blocks bound together by larger commercial arterial streets and natural open spaces.

- (e) Adjust the block pattern in the area east of the Don Corridor, designated as the Centre for Creativity and Innovation, in certain key locations to encourage a rich and intense co-existence and interaction of convergent uses (commerce, film/media, information technology, allied arts, specialized manufacturing, residential, recreation, etc.).
- (f) Create an east-west commercial arterial street (modelled after Toronto's best commercial main streets) that runs from the slip between Cousin's and Polson Quays to the Turning Basin.
- (g) Create a major, public 'Harbour Square' adjacent to the Cousin's/Polson's slip at the intersection of the new commercial street and Cherry Street.
- (h) Create neighbourhoods with critical mass and focus. The suggestion was to reconfigure the proposed Commissioners Park (possibly in a north/south configuration along a widened Don River Corridor). This could open up the area bordered by the Ship Channel, the Inner Harbour, the Don River, and the Don Corridor and allow the critical mass and density to create a successful urban neighbourhood.
- (i) Connect the neighbourhoods with a system of parks, urban plazas, natural open spaces, and waterfront promenades.
- (j) Establish Unwin Avenue as the main street of the community on the south side of the Ship Channel modelled after Queen Street in the Beach neighbourhood.

(VI) Built Form

- (a) Gradate building heights south of the Ship Channel and east of Cherry Street from low rise (4-6 storeys) north of Cherry Beach, through mid-rise, up to high-rise (20-storeys maximum) at the Ship Channel.
- (b) Build a low-rise, dense community north of the Ship Channel with buildings that range from four storeys to eight storeys.
- (c) Parking structures and large-scale buildings, such as those proposed for the Centre for Innovation and Creativity, should be hidden from view within the centres of blocks or by lining them with street related uses such as residential or retail.

The Planning and Transportation Committee also submits the following report (January 8, 2003) from the Commissioner, Economic Development, Culture and Tourism:

Purpose:

The purpose of this report is to respond to several motions respecting parks and recreation facilities in the Central Waterfront Secondary Plan that arose at the December 12, 2002 meeting of the Planning and Transportation Committee.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that this report be received for information.

Background:

At its December 12, 2002 meeting, The Planning and Transportation Committee adjourned further consideration of the revised "Making Waves", the proposed Secondary Plan for the Central Waterfront and requested:

- (2) the Commissioner of Urban Development Services report to the January 13, 2003 meeting:
 - (c) in consultation with the Commissioner, Economic Development, Culture and Tourism, with a review of the plans for parks and open space in the Port Lands and West Don Lands to ensure that the Central Waterfront Plan preserves sufficient green space to accommodate necessary indoor and outdoor recreational facilities and report on any changes or expansion that may be required;
 - (d) in consultation with the Commissioner, Economic Development, Culture and Tourism, review the shape of the parkland in the West Don Lands to ensure that the green space extends sufficiently far west;
- (3) the Commissioner, Economic Development, Culture and Tourism report on the parkland and recreational facility needs of the future residents within the area of the Secondary Plan and comment on how new facilities in this area can serve the needs of the broader downtown area;

Comments:

The Central Waterfront secondary plan can help establish a strong framework for parks and recreation facilities as part of a revitalized waterfront. The new Official Plan identifies quality of life as a City priority, and the redevelopment of the Central Waterfront will make a significant contribution to that objective. In addition to the needs of future residents of the waterfront, it is also important to consider the potential of the waterfront in providing opportunities to benefit the wider City.

Before turning to the specific motions arising from the December 12, 2002 meeting of the Planning and Transportation Committee, it is useful to review briefly the background to the parks, open space and community facilities aspects of the plan.

As part of the recent planning for the Central Waterfront, a number of studies and planning efforts were undertaken. With respect to parklands and recreation facilities, this included a parks and open space study and a community services and facilities study. Following the release of the draft plan in 2001, parks and open space aspects of the plan were refined based on consultation activities and other technical review.

The parks and open space study included the integration of a large body of work already undertaken, including the Fort York and Garrison Common Parks and Open Space Plan, the Ashbridges Bay Treatment Plant site design work, and work completed as part of previous planning processes such as 'Unlocking the Port Lands'.

The parks and open space study took the approach that the parks and open space system, along with other public use areas, would provide a framework for redevelopment within the Central Waterfront. This framework would consist of a variety of parks and open spaces, including trail systems, city-wide parks and open spaces, district parklands and community level parklands. A number of these parks, such as the proposed Lake Ontario Park, are city-wide or regional in function and will provide waterfront specific facilities and amenities such as natural areas, boating facilities, boardwalks, cultural and tourist facilities. These City-wide parklands will be used by waterfront residents as well as by people from across the city and beyond. Given the intended focus of the City-wide parklands within the waterfront, they will only have a limited ability to serve community level parkland needs that will arise through the redevelopment of land for residential and other purposes. The secondary plan will, therefore, also ensure that community level parks are provided in addition to City-wide parklands to serve the diverse needs of each community.

Requirements for community facilities (including parks and recreation facilities such as recreation centres and sports fields) are, at this stage, essentially estimates based on the anticipated level and distribution of population. The community services and facilities study identified appropriate service benchmarks for the provision of community parks and recreation facilities, and applied them to the projected development to indicate facility requirements. While the specific facility types may vary or change over the build out of the plan, it is important to ensure a reasonable land base at this stage.

In addition to estimating requirements for parklands through provision benchmarks, suitable precedents for community parks were identified and used in developing the plan's proposals for the configuration and location of parks, particularly in the Port Lands.

More detailed assessment of facility requirements and opportunities will be undertaken during the precinct implementation stages. At that point, more refined community modelling will be available to assist in identifying size, location, components, and potential co-location options for parks and recreation facilities with other community services and facilities, particularly for the local parks not yet designated in the plan.

Again, it is important to note that many of the areas shown as parks, open spaces and public use areas in the Central Waterfront Secondary Plan will not be developed in the manner associated with traditional parkland. According to the Secondary Plan: "*Parks, Open Space and Public Use Areas are areas for use as parks, open spaces and plazas, and can include compatible community, recreation, cultural and entertainment facilities.*"

In summary, the parks and open space designations and policy provisions in the plan are based on an approach that acknowledges parkland within the Central Waterfront will fulfil a variety of roles in meeting the needs of the wider city as well as the future residents of the waterfront.

Having reviewed the general approach to the provision of parks and recreation facility needs in the Central Waterfront Secondary Plan, the following comments have been prepared in response to the requests made at the December 12, 2002 Planning and Transportation Committee meeting.

Motion 2 (c)

Review of the plans for parks and open space in the Port Lands and West Don Lands to ensure that the Central Waterfront Plan preserves sufficient green space to accommodate necessary indoor and outdoor recreational facilities and report of any changes or expansion that may be required;

As outlined above, the general approach to identifying the parks and recreation facilities in the Central Waterfront is based on the use of appropriate service benchmarks and suitable park precedents.

In order to establish a reference point for community needs, and in the absence of more detailed community modelling, provision rates for various parks and recreation facilities, such as community recreation centres, were applied to the population projected for each of the areas within the Central Waterfront. This yielded a range of parkland and facility requirements that were used in the development of the plan's designations and policies. The parks and open space framework identified in the Secondary Plan, combined with the additional local parks to be identified at the precinct implementation stage, should achieve sufficient parklands to accommodate the necessary indoor and outdoor recreation facilities.

After consulting with the Commissioner of Urban Development Services, it is our understanding that the 13.5 hectare "Commissioners Park" in the Port Lands has been included in the Secondary Plan in an east-west configuration on the west side of the Don Greenway. This central park provides an opportunity to consolidate a range of active and passive recreational facilities, including district level facilities such as a community recreation centre, sports complex and major sports fields. The size of this park is a product of the facility components that will be required to serve the new communities within the Port Lands district. Additional community facilities will be distributed appropriately to serve the emerging communities and will be accommodated within the local parks yet to be identified.

In the West Don Lands, if the parks, open spaces, and public use areas are developed as identified in the King-Parliament Secondary Plan, the resulting parkland along the west bank of the Don River, combined with the additional local parks to be identified at the precinct implementation stage, should achieve sufficient parklands to accommodate the necessary indoor and outdoor recreation facilities. More detailed comments regarding the shape and westerly extent of the West Don Lands park are outlined in the response to Motion 2 (d).

Motion 2 (d)

Review the shape of the parkland in the West Don Lands to ensure that the green space extends sufficiently far west;

After consulting with the Commissioner of Urban Development Services, it is our understanding that the lands identified on Map C of the Central Waterfront Secondary Plan as Parks, Open Space and Public Use Area, are consistent with the existing Secondary Plan for the King-

Parliament planning area. The Official Plan provisions for the West Don Lands contain a requirement for a shallow flood protection berm along the west bank of the Don River, identified in the King-Parliament Secondary Plan as the Don River Open Space District.

As noted in the plans for the King-Parliament area, the shallow, wide berm has several advantages: it provides a cost-effective means of flood protection, it provides an opportunity for enhancing the amenity of the Lower Don River area, it provides an opportunity to create a regionally-oriented park space within the downtown area, and it helps add value to new private development within the West Don Lands.

If the berm is constructed as required in the King-Parliament Secondary Plan, and is of sufficient width (approximately 120 metres), it results in approximately 8.0 hectares of new green space. Depending on the final configuration of the berm, the necessary grading for flood protection, and final road alignments, this open space should be able to accommodate both indoor and outdoor recreational facilities. The Don River Open Space District extends south-west providing a frontage on the south-east corner of Cherry Street and Mill Street, providing an additional opportunity to locate community facilities in a manner that serves both new and existing communities.

In addition to the lands allocated for the berm, lands will be required in order to locate the indoor and outdoor recreational facilities that will be required to meet the needs of area residents. As noted in the plans for the King-Parliament area, there will be a need to create a new centrally located park as the residential and commercial population of the area grows. The provision of these community-oriented parks will be identified at the precinct implementation stage of the Central Waterfront planning process.

Should it be decided not to proceed with the berm option for the flood protection of the West Don Lands (i.e., as a result of the ongoing Environmental Assessment) provision should be made to ensure suitable parkland opportunities are accommodated in the area.

Motion 3

Report on the parkland and recreation facility needs of the future residents within the area of the Secondary Plan and comment on how new facilities in this area can serve the needs of the broader downtown area;

The proposed Secondary Plan identifies a network of parks, open spaces and public use areas in the form of parkland, plazas, walkways, promenades and natural linkages. The parks, open spaces and public use areas shown on Map C of the Secondary Plan are intended to provide a basic framework for the Central Waterfront. This framework addresses the desire to connect the City with the water's edge and helps achieve and enhance meaningful linkages and connections. By providing opportunities for trail systems, wildlife corridors, and water-oriented uses, this parks and open space framework is principally 'city-wide' in role, character and development, and will by definition suit the resource and serve broader city and region.

In addition to the basic framework shown on Map C of the plan, it has been clear throughout planning processes to-date, that local parks and recreation facilities will be identified as planning efforts move into the more detailed development of precinct implementation strategies. At the

precinct implementation stage, more refined community modelling will assist in better identifying size, location, components, and potential co-location options for various parks and recreation facilities. Nonetheless, it is important to advocate and plan for the needs of the future residents at the Secondary Plan stage.

The 'Commissioners Park' has been identified in order to address the need for community-oriented facilities that will serve the Port Lands district. As noted above, Commissioners Park provides an opportunity to consolidate a range of community-oriented active and passive recreational opportunities, as well as district level facilities such as major sports fields, community recreation centre, or other sports complex. The size of this park is a product of the facility components that will be required to serve the new communities within the Port Lands district. The detailed location and configuration of this park is subject to further study at the precinct implementation stage. Additional community facilities will be distributed appropriately to serve the emerging communities and will be accommodated within the local parks yet to be identified.

The provision of parks and recreation facilities within the Central Waterfront will provide a number of opportunities to address the facility needs of existing communities. For example, the provision of higher-level sports fields, community recreation centres and district parks such as Commissioners Park, will likely draw on a broader catchment area. While these opportunities will not meet all of the facility needs of adjacent communities, the parks designations and policies of the Secondary Plan will improve the resources available to the broader community.

Conclusions:

The parks and open space designations and policy provisions within the Secondary Plan are based on an approach that acknowledges parkland within the Central Waterfront will fulfil a variety of roles within a revitalized waterfront. The plan provides a reasonable basis for meeting the parkland needs of future residents, as well as opportunities to expand and enhance Toronto's City-wide park system.

The majority of lands available for redevelopment in the Central Waterfront are publicly-owned. This presents an opportunity to make certain that the provision of parks and recreation facilities is consistent with the priority placed on creating the best quality of life for people who live, work, invest and visit Toronto.

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The Planning and Transportation Committee also submits the following report (December 6, 2002) from the Commissioner, Urban Development Services:

Purpose:

This report outlines the results of the public consultation process. It also addresses the issue of the development of a sports complex within the Central Waterfront Secondary Plan Area, as well as outlining certain minor changes to the mapping for the Secondary Plan arising from further consultation with City Departments, the Toronto Waterfront Revitalization Corporation (TWRC) and outside agencies.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendation:

It is recommended that the revised “Making Waves”, the proposed Secondary Plan for the Central Waterfront, as further amended by this report, be approved.

Background:

At the November 14, 2002 meeting of the Waterfront Reference Group I was requested to report on the outcome of the recent consultation process on the Secondary Plan and the Toronto Waterfront Revitalization Corporation Development Plan and Business Strategy. I am also reporting on comments received at the November 14, 2002 Waterfront Reference Group meeting and requested changes to the Maps in accordance with their recommendations. I was furthermore requested to report on the concept presented at the November 14 meeting of developing a sports complex within the Central Waterfront Secondary Plan Area.

Comments:

(1) Outcome of the Community Consultation Process

The TWRC, in concert with City staff, held a series of 18 meetings to present to the public the TWRC Development Plan and Business Strategy, as well as revisions to “Making Waves”, the proposed Secondary Plan for the Central Waterfront. The meetings were attended by over 900 people who provided significant input in respect to the proposals. A more detailed analysis of these meetings will be submitted separately by the consultant to the TWRC. It was clear from the public consultation meetings that there continues to be substantial public support for the Central Waterfront Secondary Plan. Participants in the consultation process expect real community benefits from Waterfront redevelopment.

Some contentious issues were raised which are perceived to impact the overall development of the Central Waterfront. They include the future of the Toronto City Centre Airport, the uncertainty regarding the long term plans for the F. G. Gardiner Expressway and issues related to the Front Street Extension. The Front Street Extension is being addressed through an Environmental Assessment process and the Gardiner/Lake Shore Corridor will be subject to further study.

Many of the detailed comments from the public were related to precinct design and development strategy work which will more clearly outline the design details, phasing and implementation for the new communities within the Central Waterfront. This precinct design work will start after the approval of the Secondary Plan and will be done on a precinct by precinct basis.

Comments provided by the public in respect to the Secondary Plan can be grouped as follows:

Front Street Extension

- concerns were raised respecting the size, cost, lack of transit and urban design aspects of the proposed road; and
- the public's recommendation would be not to build the road until the need is proven as a result of further studies pertaining to the redesign of the Gardiner/Lake Shore Corridor.

The F.G. Gardiner Expressway

- support for both the retention and the removal of the elevated Gardiner Expressway was voiced strongly; and
- the general conclusion is that until the final studies on the Gardiner reconfiguration are complete it is premature to make a decision on this matter.

Environmental Issues

- there was strong support for the environmental policies outlined in the plan, but concerns were raised about whether the soils cleanup and water quality improvements would be implemented to a level which ensures the protection of public health and safety; and
- more detailed planning and design work is necessary to define environmental and building performance standards.

Parks and Open Space

- general support was shown for the amount of parkland proposed, but concern was raised that the capital and operating funding may not be available for the facilities required; and
- more detailed precinct work will be undertaken to review the location and configuration of facilities for various land and water based recreational activities as well as studying appropriate funding programs.

Housing

- a general concern was raised as to how the City would ensure the provision of a wide range of housing types and affordability across the waterfront; and
- City staff and the TWRC are continuing to investigate funding programs and options to provide a range of affordable and low-end-of market housing as proposed in the Plan.

Culture and Heritage

- the suggestion was made that the Plan should more clearly identify opportunities for the provision of cultural facilities and the preservation of heritage sites and structures; and
- detailed precinct work will provide recommendations to secure such facilities and ensure preservation opportunities are realized.

Public Ownership

- there was concern that lands in public ownership should stay in public ownership and that 99 year leases should be used instead of outright sales; and
- the TWRC and the three levels of government are still reviewing this issue.

Public Involvement

- the public expects ongoing involvement through a variety of means to ensure continuing public discussion and the resolution of issues; and
- opportunities for continued community consultation will be provided as precinct implementation strategies are prepared.

(2) Comments from the Waterfront Reference Group Meeting – November 14, 2002

There were thirteen deputants at the meeting of the Waterfront Reference Group on November 14, 2002. The comments presented at this meeting were generally consistent with the input received at the meetings held jointly by the TWRC and City staff.

However, one of the suggestions, from Dennis Mills, MP for the Toronto Danforth riding was for the development of a major sports complex to the virtual exclusion of all other uses within the Port Lands. He proposed a facility which would include such features at two olympic sized pools, cross country skiing courses, archery facilities, a velodrome, sports stadium, and many more sports venues.

Such a significantly higher level of facilities, coupled with the loss of a wide range of development opportunity would substantially alter the viability of the TWRC's Business Strategy. The loss of residential, commercial, and/or industrial uses would also be contrary to the principle of the Central Waterfront Secondary Plan to "create dynamic and diverse new communities". As the proposed Secondary Plan incorporates approximately 500 acres of new and improved parks and open space, I believe that there will be ample opportunity within the defined open space areas to provide a wide range of these facilities at both a local and regional scale.

(3) Further Changes to the Secondary Plan Maps

This report recommends further minor changes to the maps previously circulated with my reports dated October 9, 2002, "Covering Report – Central Waterfront Secondary Plan "Making Waves" and November 5, 2002, "Supplementary Report – Central Waterfront Secondary Plan "Making Waves". The following changes to the maps are based on further discussion with other City Departments, the TWRC and outside agencies:

Map A – "Roads Plan"

The "Major Roads" designation is removed from Front Street West east of Bathurst Street and its connection to Wellington Street is also removed. This results in the removal from Schedule A "Proposed Rights-Of-Way (ROW) for Major Roads" of the line defining Front Street West between Spadina Avenue and Bathurst Street as having a 40 M (ROW).

This change was made because the Secondary Plan now shows the existing Gardiner Expressway alignment which is subject to further study.

Map B - "Transit Plan"

The green solid line, "Streetcars In Own Right-of-Way", west of Fraser Avenue and east of Dufferin Street has been moved north to abut the south side of the Gardiner Expressway and continue up Dufferin Street to Springhurst Avenue.

The blue dashed line, "Streetcars In Own-of-Way", west of Princes' Boulevard where it intersects with Saskatchewan Road, continues on Saskatchewan Road and then runs north on Dufferin Street to the streetcar line's western extension south of the Gardiner Expressway.

The Waterfront Reference Group requested an amendment to the Transit Plan to replace the street car line on Princes' Boulevard with a bus line on its own right-of-way. This change is under review with the Toronto Transit Commission and will be confirmed prior to the Plan proceeding to Council.

These changes simplify the transit routes.

Map C - "Parks, Open Space and Public Use Area Plan"

The hatched pattern south of the Don River and north of Villiers Street is extended to west of Cherry Street to include part of the ESSROC pier and is subject to Note 4 "Balance between development and open space subject to Don River environmental assessment and precinct implementation strategy".

The park south of Commissioners Street and lands paralleling the west side of the Don Greenway are shown in alternating, hatched colours of tan and green. These lands are subject to Note 5 "Commissioners Park/Don Greenway alignment subject to further study".

B11 – The Don Greenway text is amended by adding one sentence at the end, underlined below

“A new green corridor will be created in the centre of the Port Lands, functioning as an important open space connection linking the Don Valley, Tommy Thompson Park and Lake Ontario. The corridor will be a key component of the convergence district offering a unique amenity attractive to knowledge-based industries of all types. In addition to providing local parkland, the corridor will be able to fulfil a variety of functions as needed, including neighbourhood recreational facilities, compatible community uses, a wildlife corridor and habitat, and a receptor for stormwater from adjacent communities. In order to accommodate a broad range of recreational facilities, additional parkland will be provided either along the Greenway, or along Commissioners Street, as shown on Map C.”

This change has been made to allow for further study of the best location for a major urban park in the Port Lands. Two options, either parallel to the Don Greenway or along Commissioners Street have been identified. A decision on the best option will be made as part of the work on precinct implementation strategies which will include more public consultation. A minimum 120 m wide green corridor will be provided along the Don Greenway regardless of which option is chosen.

Map E – “Land Use Plan”

The hatched pattern south of the Don River and north of Villiers Street is shown as on Map C.

The park south of Commissioners Street and lands parallel and west of the Don Greenway are shown in the same way as on Map C.

Conclusions:

The most recent 18 community consultation meetings with over 900 people in attendance follow on the heels of an extensive community consultation process held in late 2001 and early 2002, with over 800 people in attendance at 20 different meetings. Both processes provided residents, the business community and various interest groups with a wide range of forums to voice their opinions on the proposed Central Waterfront Secondary Plan. Staff have given serious consideration to the ideas expressed and have attempted to address the issues raised. In some instances, such as the options for modifications to the current configuration of the F. G. Gardiner Expressway, the community has spoken forcefully on both sides of the debate. The current Plan, therefore, assumes that any reconfiguration of the Gardiner/Lake Shore Corridor will be subject to further study.

The above noted changes to the Secondary Plan Maps reflect further staff consideration of various issues and consultation with representatives from other City departments, the TWRC and outside agencies.

The Central Waterfront Secondary Plan is strongly supported by residents throughout the city. Its approval will be an important step towards realizing the revitalization of Toronto's waterfront.

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The Planning and Transportation Committee also submits the following communication (November 15, 2002) from the City Clerk, Waterfront Reference Group:

Recommendation:

The Waterfront Reference Group, at its meeting on November 14, 2002:

- (1) approved, in principle, the revised “Making Waves”, the proposed Secondary Plan for the Central Waterfront contained as Appendix II to the report (October 9, 2002) from the Commissioner, Urban Development Services subject to:
 - (a) incorporating the following additional proposed further changes to the Central Waterfront Secondary Plan as contained in the further report (November 5, 2002) from the Commissioner, Urban Development Services:
 - (i) on Map A, Roads Plan, add a note “Queens Quay East – alignment subject to further study”;
 - (ii) on Map C, Parks, Open Space and Public Use Area Plan, reconfigure the east-west Commissioners Street park to run north-south to abut the Don Roadway;
 - (iii) on Map C, Parks, Open Space and Public Use Area Plan, add a note “Configuration of parkland abutting the Don Roadway - subject to further study”; and
 - (iv) on Map E, Land Use Plan, reconfigure the east-west Commissioners Street Park to run north-south to abut the Don Roadway;
 - (b) amending Map B, Transit Plan, by deleting the street car line on Princes Boulevard and replacing it with a bus line on its own right-of-way; and
- (2) recommended that Mayor Lastman be requested to write to the Rt. Hon. Jean Chretien, Prime Minister of Canada, asking that the Prime Minister re-affirm the Federal Government’s commitment to the revitalization of the Toronto Waterfront, and, in particular, re-affirm its financial support and commitment to the vision put forward by the Toronto Waterfront Revitalization Corporation and the City of Toronto;

and forwarded the report (October 9, 2002) from the Commissioner, Urban Development Services together with the attached draft Secondary Plan, the further report (November 9, 2002) from the Commissioner, Urban Development Services and the Group’s additional recommendations, for consideration by the Planning and Transportation Committee at its Statutory Public Meeting.

The Waterfront Reference Group reports having:

- (1) requested the Commissioner, Urban Development Services to report to the Statutory Public Meeting of the Planning and Transportation Committee on:
 - (a) the outcome of the consultation process, including the October 18, 2002 meeting of the Waterfront Reference Group; and
 - (b) the concept of developing a sports complex within the area of the Central Waterfront Secondary Plan;
- (2) requested the Commissioner, Urban Development Services to report to a future meeting of the Planning and Transportation Committee on the implementation of a Development Permit By-law system;
- (3) endorsed the consultation process outlined in the report (October 9, 2002) from the Commissioner, Urban Development Services; and
- (4) referred the following motion placed by Councillor Lindsay Luby to the Commissioner of Urban Development Services with a request that she report thereon to the January 9, 2003 meeting of the Waterfront Reference Group:

“Notwithstanding the contents of the reports (October 9, 2002 and November 5, 2002) from the Commissioner, Urban Development Services, City Council make a decision on changes to the capacity of the Gardiner Expressway prior to an environmental assessment being undertaken.”

Background:

At its meeting on November 14, 2002, the Planning and Transportation Committee gave consideration to the following reports and communications:

- report (October 9, 2002) from the Commissioner, Urban Development Services, outlining changes to "Making Waves", the proposed Secondary Plan for the Central Waterfront. Details of the further work undertaken regarding the redesign of the Gardiner/Lake Shore Corridor and the Toronto Waterfront Revitalization Corporation's (TWRC) Draft Business Strategy are contained in separate reports and recommending that:
 - (1) the Waterfront Reference Group approve in principle the revised “Making Waves”, the proposed Secondary Plan for the Central Waterfront;
 - (2) the consultation process outlined in this report be endorsed;
 - (3) this report and the attached Draft Secondary Plan be forwarded to the Planning and Transportation Committee for consideration at the Statutory Public Meeting on December 2, 2002;

- (4) the Commissioner of Urban Development Services be requested to report to the Planning and Transportation Committee, for its meeting on December 2, 2002, on the outcome of the consultation process, including the October 18, 2002 meeting of the Waterfront Reference Group; and
 - (5) the Commissioner of Urban Development Services be requested to report further on the implementation of a Development Permit By-law system.
- further report (November 5, 2002) from the Commissioner of Urban Development Services, recommending additional changes to "Making Waves", the proposed Secondary Plan for the Central Waterfront, as a result of the ideas put forward during the Toronto Waterfront Design Initiative (TWDI) held on October 15-17, 2002 and recommending that:
 - (1) the Waterfront Reference Group approve in principle the revised "Making Waves", the proposed Secondary Plan for the Central Waterfront, as further amended by this report; and
 - (2) this report be forwarded to the Planning and Transportation Committee for consideration at the Statutory Public meeting on December 2, 2002.
 - coloured copies of Maps A, B, C, D & E, are appended to the report (November 5, 2002) from the Commissioner, Urban Development Services;
 - communication (November 13, 2002) from Wilfrid Walker, Transport 2000 Ontario submitting comments on the Central Waterfront Secondary Plan.
 - communication (November 13, 2002) from Hamish Wilson submitting comments on the Central Waterfront Secondary Plan.
 - communication (November 10, 2002) from Lester Brown, President, Gooderham & Worts Neighbourhood Association submitting comments on the Central Waterfront Secondary Plan.

The following persons appeared before the Waterfront Reference Group in connection with this matter:

- Dalton Shipway;
- Michael Rosenberg;
- Wilfrid Walker, Transport 2000 Ontario;
- Ben Smith Lea, Niagara Neighbourhood Association;
- Judy Stewart, Harbourside Condominium Owners & Residents Association;
- Helen Riley;
- Hamish Wilson;
- Ane Christensen;
- David Chan;
- Lois James;

- Domenic Kahn, President, Bayside Rowing Club;
- Dennis Mills, MP, Toronto-Danforth; and
- Greg Bonser.

(Report dated October 9, 2002, from the
Commissioner, Urban Development Services,
addressed to the Waterfront Reference Group)

Purpose:

This report outlines changes to “Making Waves”, the proposed Secondary Plan for the Central Waterfront. Details of the further work undertaken regarding the redesign of the Gardiner/Lake Shore Corridor and the Toronto Waterfront Revitalization Corporation’s (TWRC) Draft Business Strategy are contained in separate reports.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report. Financial implications of the waterfront revitalization are outlined in the report on the TWRC Draft Business Strategy which is being forwarded through the Waterfront Reference Group to the Policy and Finance Committee.

Recommendations:

It is recommended that:

- (1) the Waterfront Reference Group approve in principle the revised “Making Waves”, the proposed Secondary Plan for the Central Waterfront;
- (2) the consultation process outlined in this report be endorsed;
- (3) this report and the attached Draft Secondary Plan be forwarded to the Planning and Transportation Committee for consideration at the Statutory Public Meeting on December 2, 2002;
- (4) the Commissioner of Urban Development Services be requested to report to the Planning and Transportation Committee, for its meeting on December 2, 2002, on the outcome of the consultation process, including the October 18, 2002 meeting of the Waterfront Reference Group; and
- (5) the Commissioner of Urban Development Services be requested to report further on the implementation of a Development Permit By-law system.

Background:

The preparation of the Secondary Plan for the Central Waterfront is a major milestone in a series of significant initiatives for this strategic and historic part of the city as outlined below:

November 1999 - Mayor Lastman, in concert with Prime Minister Chrétien and Premier Harris, unveiled a new vision for Toronto's Waterfront.

October, 2000 - the Toronto Waterfront Revitalization Task Force was created to develop an implementation plan for the waterfront vision.

March 2000 - the Task Force released its report providing a conceptual blueprint for Toronto's waterfront revitalization supported by a financial and operational concept.

August 28, 2000 - City Council approved the staff report, Our Toronto Waterfront: Building Momentum. This report contained an analysis of the Toronto Waterfront Task Force report and recommended an implementation strategy for revitalization of the Central Waterfront. Among the recommendations adopted by Council was the direction that a Secondary Plan for the Central Waterfront be developed, "taking into consideration the development concept put forward in the Task Force proposal".

May 31, 2001 - City Council in conjunction with the governments of Ontario and Canada approved the creation of the Toronto Waterfront Revitalization Corporation, in principle, to oversee the four priority projects and prepare a business strategy for the development of the Central Waterfront.

June 2001- City Council gave two additional directions:

- that the Commissioner of Urban Development Services report further to the Waterfront Reference Group and Council on "a plan for public input with respect to various waterfront projects". This plan was prepared for the Reference Group's September 17, 2001 meeting.
- that priority be placed on the following:
 - (a) maximizing opportunities for public participation;
 - (b) creating new public places and spaces in the waterfront;
 - (c) increasing and protecting public access to the water's edge; and
 - (d) advancing and maximizing the public interest through the development process.

October 4, 2001 - the draft Secondary Plan for the Central Waterfront "Making Waves: Principles for Building Toronto's Waterfront" was released. Following this release there was a comprehensive public consultation process including community meetings held in all Districts of the city through to February 2002.

February 20, 2002 – the report on the public consultation process was submitted to the Waterfront Reference Group. The Commissioner of Urban Development Services was directed to review the Secondary Plan against the major themes identified during the

public consultation process and undertake further review on a variety of environmental issues and issues related to the Gardiner/Lake Shore Corridor. The Commissioner was also directed to report on the Secondary Plan to City Council through the Waterfront Reference Group and appropriate Standing Committees in conjunction with reports on options for the redesigned Gardiner/Lake Shore Corridor and the TWRC's Business Strategy.

Comments:

(1) Review of Comments from the Community Consultation Process

Four forums were held throughout the city to discuss the communities' concerns and positions respecting the Central Waterfront Secondary Plan "Making Waves". In total, almost 800 residents attended these community meetings. In addition, there were 16 meetings held to listen to the concerns of various interest groups throughout the city. The following is a synthesis of comments and issues noted in the meetings by residents and various interest groups:

- mixed opinion relating to the redesign of the Gardiner Corridor and how this should be done, as well as concerns respecting tolling and traffic congestion;
- priority for access to the water's edge and generous amounts of green space on the waterfront, not just plazas and squares;
- provision of a larger major park to the south of the Ship Channel as well as additional parks between Bathurst and Parliament Streets, ecological areas and wildlife corridors;
- environmental issues and water quality;
- questions about the magnitude of development contemplated in the Plan - the Plan must not result in a wall of towers and any development must contain a mix of uses;
- ensure the retention of public lands in public hands on the waterfront;
- give consideration to the needs of the boating community when considering development along the waterfront;
- provide greater detail on "green" industries;
- support for improved public transit, bicycle paths and reduced auto dependency;
- retain the Canadian National Exhibition and do not permit residential development on the Exhibition lands;
- concern about the impact of expanding the Toronto Island Airport on waterfront redevelopment;
- add Parliament Street to the list of cultural corridors to be promoted in the Plan;

- protect the key principles of the plan;
- support for a square and pier at the foot of Yonge Street;
- the City must remain the final approval authority;
- concerns about the business plan and how to pay for the development; and
- support for waterfront initiatives across the 46 kilometres of Toronto's waterfront.

(2) Review of Issues in Consultation with the TWRC

In addition to the above community consultation, planning staff further reviewed the concerns identified by the public and business interests. This review was co-ordinated with staff from all relevant City departments, interested agencies, Federal and Provincial staff and the TWRC. The planning review took place in parallel with the preparation of the TWRC's Business Strategy. The final draft of the Central Waterfront Secondary Plan attached to this report is consistent with the development concept underlying the TWRC's Business Strategy. It is important to note that not all policies and proposals in the Secondary Plan will be implemented and/or funded by the TWRC. For example, the elimination of the Dufferin Street jog or the Fort York Master Plan, including the proposed land bridge, are outside of the mandate of the TWRC.

(3) Proposed Changes to the Secondary Plan

The following is a summary of the changes to the Secondary Plan and associated Maps in response to the community consultation process and more detailed analysis of some issues. It should be noted that these changes amount to a fine tuning rather than a complete overhaul.

(a) Removing Barriers/Making Connections

The key task in the context of this principle was a reassessment of the options for the Gardiner/Lake Shore Corridor, in response to the major themes identified during the public consultation process, such as the cost of the proposed tunnelling and issues around construction staging. A joint working group of Urban Development Services, Works and Emergency Services, Toronto Transit Commission, GO Transit staff and advisors for the TWRC was formed to complete this review. Much work has been done, however, it is clear that the ultimate decision on the future of the Gardiner/Lake Shore Corridor will depend on many complex technical studies and community support.

The outcome from the latest work of the joint working group is a revised option which includes a number of potential solutions for various portions of the Gardiner/Lake Shore Corridor. As mentioned above, details regarding this work are contained in a separate report. All of the work will serve as input to the comprehensive Environmental Assessment process required to advance the Gardiner/Lake Shore Corridor redesign. The Central Waterfront Plan shows the current alignment of the Gardiner Expressway pending the conclusion of these studies and the Environmental Assessment process. Current ownership patterns would allow the implementation of the options under review.

Most other elements of the transportation plan outlined in the “Making Waves” report, including pedestrian, cycling and transit networks, have been retained with only minor revisions to address the comments received.

Other changes to the Roads Plan shown in Map A and subsequent maps are as follows:

- the road network in the Bathurst/Strachan area north of Lake Shore Boulevard West reflects the existing conditions including the new Fort York Boulevard;
 - the extension of Wellington Street West from Blue Jays Way to the intersection of Front Street West and Spadina Avenue has been realigned further to the west and away from Clarence Square; and
 - Unwin Avenue has been modified to skirt the Hearn Generating Station lands and building.
- (b) Building a Network of Spectacular Waterfront Parks and Public Spaces/Promoting a Clean and Green Environment

Staff heard a clear message during the public consultation that parks and green space in the Central Waterfront were a crucial aspect of waterfront revitalization. While the parks concept put forward in “Making Waves” was well-received, many members of the public expressed a desire to see more parkland opportunities. This feedback provided a focus for discussions between City staff, Toronto Region Conservation Authority staff and the TWRC with the goal of developing a single parks vision for the Central Waterfront.

The revised parks concept improves Lake Ontario Park at the southern edge of the Port Lands, confirms the Don Greenway as a community amenity and a major “green” link and refines the water’s edge promenade proposals. The main elements of the refined plan are shown conceptually on Map C and consist of the following:

- a minimum parkland depth of 250 metres in the vicinity of Cherry Beach (Lake Ontario Park) resulting in increased parkland immediately west of the Don Greenway. By comparison, the Eastern Beaches boardwalk and beach are approximately 130 m in depth and the Etobicoke/Humber Bay Shores Waterfront Promenade is 50m in width;
- judicious lakefilling along the edge of Lake Ontario Park to create new areas of parkland and off-shore islands. The vision includes a new pedestrian bridge and water feature in the park;
- keeping the Base Lands as an important ecological area where a careful balance between human activities and the natural environment is maintained. To reinforce the importance of the ecological function of the Base Lands, as part of the Tommy Thompson Park Master Plan, the development area to the immediate north has been reduced. Precinct implementation will focus on ensuring an appropriate transition between areas of development and the Base Lands;

- confirming the concept of new parkland south of the Ashbridges Bay Treatment Plant in a configuration which more accurately shows the existing facility, and providing for judicious filling south of the existing shoreline. A peninsula extending south into the lake will help control and direct sedimentation;
- revising the Plan to indicate that future park plans in this area will be coordinated with any future plans for a plant expansion. This acknowledges the City's need to reserve the option of future plant expansion which could integrate new parkland around and on top of any new underground facilities;
- confirming the concept of a Don Greenway with a minimum width of 120 metres north of the Ship Channel and up to 200 metres south of the Ship Channel. The notion of a linear water amenity in this Greenway has been explored on a preliminary basis with promising results. However, detailed studies will be required to examine issues such as water circulation and the land/water habitat of this Greenway;
- introducing a significant new park, Commissioners Park, at the centre of the new Port Lands community. This new park is substantial, approximately 13.5 hectares/33 acres, comparable to Kew Gardens (14 hectares/34.5 acres) and Trinity Bellwoods Park (16 hectares/39.5 acres). In addition to serving the recreational needs of the local community, this park will provide a key open space link between the Inner Harbour water's edge and the Don Greenway;
- reviewing the balance between "green" and development areas north of Villiers Street (see hatched area on Map C), pending the outcome of the Environmental Assessment for the Flood Protection and Naturalization of the Lower Don and the precinct implementation process to follow. Development within the hatched area will only be considered based on the results of the Lower Don River Environmental Assessment process;
- recognizing the Canada Malting site as a waterfront landmark on the western waterfront. Priority should be given to pursuing innovative and creative proposals to revitalize this site and rehabilitate the silo structures; and
- confirming the concept of a pier and plaza at the foot of Yonge Street and adding the possibility of an ancillary hotel as part of a cultural or entertainment facility on this site which could contribute to the vitality of the area.

The overall review of parklands and open space has resulted in changes to ensure an improved balance between local and regional park spaces and improved the function of the open space to be provided. Coupled with this, the dimensions of the water's edge open spaces were further reviewed to ensure the provision of usable parks, bicycle and pedestrian paths, and passive recreational areas in the vicinity of the water.

(c) Creating Dynamic and Diverse New Communities

The Central Waterfront Plan continues to emphasize the importance of a diverse range of uses on the waterfront and the goal of creating a number of new neighbourhoods. Minor changes have been made to reinforce these policies as follows:

- uses requiring large areas of surface parking will be discouraged;
- the City's commitment to an ongoing role for maritime industries in the context of the emerging communities has been confirmed.

(d) Making It Happen

The following outlines the more significant changes in Section 5 "Making it Happen", that will be included in the Secondary Plan:

- the Plan has been reviewed to ensure that all necessary wording required by the Planning Act is in place to allow the use of a full range of planning tools, such as the requirement for the dedication of parkland, use of Section 37 (benefits occurring to the City for increased height and/or density) , widening and laying out of roads, designation of Community or Neighbourhood Improvement Areas, and the designation of the Central Waterfront as a Development Permit Area;
- the City of Toronto has been granted the authority to implement a development permit system in the Central Waterfront. This system allows a streamlined municipal approval process by consolidating the zoning by-law, minor variance and site plan approval processes into one through the enactment of development permit by-laws. The streamlined approval process would continue to emphasize up-front public consultation and Council will continue to have final approval of the zoning by-law. The implementation of this process would provide a clear framework for developers and speedier approvals to help ensure the success of the Central Waterfront Plan;
- as the Regulation (Ontario Regulation 246/01) applying to the development permit system has been proclaimed by the Province since the preparation of "Making Waves", minor amendments to the text of the Plan have been made to fully comply with these requirements; and
- the Plan has also been amended to allow for the adoption of either Section 34 zoning by-laws or the development permit system upon the completion of more detailed precinct work.

(e) Other Mapping and Policy Changes

Minor modifications to Existing Use Areas have been made to include areas that were already developed or are in the approval process, e.g. the Tip Top site and the South Beach condominium (both on Stadium Road). Other modifications are noted below:

- the Waterfront Drive along Polson and Cousin's Quay has been realigned to provide a consistently wide open space on the water's edge;
- the Exhibition Place Development Area designation has been expanded to include the Better Living Building to reflect future options for redevelopment in this area;

- the proposed transit line through the Bathurst/Strachan Area will be subject to further study;
- minor changes have been made to Schedule A “Proposed Rights-of-Way (ROW) for Major Roads” in light of further review of the individual requirements, including Cherry Street, Fleet Street and Fort York Boulevard; and
- Map Three, which illustrates the Cultural Corridors, will be modified to recognize the Parliament Street Cultural Corridor. As this map does not form part of the Secondary Plan, this modification will be undertaken at the time of the reprinting of the entire “Making Waves” document.

A list of all modifications to the Plan is attached as Appendix I.

(4) Next Steps

(a) Further Community Consultation Process

Following the October 18, 2002 meeting of the Waterfront Reference Group, the City and TWRC will jointly host a series of public consultation meetings in November. At these meetings the City and TWRC will present information and solicit comments on the revised Waterfront Secondary Plan, and the TWRC Draft Business Strategy. As the report on the TWRC Draft Business Strategy has not previously been the subject of public discussion, this will be the primary focus of this consultation process. There will be:

- four geographic meetings on the TWRC’s Business Strategy – north, south, east and west areas of the city
- four themed meetings as follows:
 - economic and social benefits
 - city building/urban design/transportation
 - parks and public space; and
 - environment
- meetings with key stakeholders and interest groups on the waterfront.

The dates of these meetings will be advertised and posted on the City’s and the TWRC’s web-sites. The results of these meetings will be reported to the December 2, 2002 meeting of the Planning and Transportation Committee, which will conclude the public consultation process on the Central Waterfront Plan and will be its statutory public meeting.

(b) Precinct Work

The next step in waterfront planning will be to prepare precinct implementation strategies. This will be a joint effort of the City and the TWRC. During this phase smaller areas of the waterfront will be examined in more detail to test local road patterns, heights, urban design and other standards, location of community services and local parks, as well as the general form of new buildings. The public will be consulted again as this work is carried out through 2003.

The precinct implementation strategies will form the basis for the creation of by-laws and precinct development agreements to be brought forward to Council for approval. The City has the ability to approve either traditional zoning by-laws or Development Permit By-laws and both of these options will be reviewed further.

Conclusions:

Adoption of the Secondary Plan for the Central Waterfront is a key step in the revitalization of the Waterfront. The Plan outlines the vision, the principles and policies the TWRC will adhere to. In this context the City and the TWRC can move forward on the precinct work and more detailed business planning. It is important to adopt this Plan now to maintain the momentum.

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Appendix I

A Complete List of Policies Which Have Been Modified

- (1) All references to the "Part II Plan" have been changed to "Secondary "Plan" to be consistent with other City plans.
- (2) The following policies have been modified: A1, A6, B8, B9, B12, B13, B17 (NEW), P17, C19, P29, P30, P31, P45.
- (3) Section 5 of the Plan has been rewritten to more accurately reflect the Provisions of Ontario Regulation 246/01 and implementation options.
- (4) Schedule A, "Proposed Rights-Of-Way (ROW) for Major Roads, has been modified.
- (5) Schedule B, "Housing Definitions" has been modified to be consistent with the text of the new Official Plan.
- (6) Appendix 1 has been modified to confirm that the facilities identified are based on full build out of the Central Waterfront.

Appendix II

Revised Secondary Plan

Maps A-E

NB. The numbering of Chapters within the attached text is consistent with the original "Making Waves" document which will be modified upon adoption of the Secondary Plan by Council and reprinted.

Section Four: Core Principles

Waterfront renewal will not be treated as a specific project with a defined finishing point. Rather, it will be managed as an ongoing, phased effort that will carry on over decades. The principles of this Plan will act as a framework for the renewal activities and will be as valid 30 years from now as they are today.

The Central Waterfront Plan is built on four core principles. These are:

- (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

The Plan expands on these core principles. Each principle is divided into two parts: the “Big Moves” that will define the new Central Waterfront and the “Policies” that will bring the vision to life.

In describing the planning framework for the Central Waterfront, words such as “will” and “must” are used in the Plan. It is recognized that the implementation of this Plan will take place over time and the use of these words should not be construed as Council’s commitment to proceed with all of these undertakings immediately. This will be done in a phased manner, subject to budgeting and program availability and the active participation of other stakeholders and all levels of government

- (A) Removing Barriers/Making Connections

If waterfront renewal is to be truly successful, the waterfront will have to feel like and function as part of the city fabric. The first principle of the Plan is to remove barriers and reconnect the city with Lake Ontario and the lake with the city. This is the key to unlocking the unrealized potential of Toronto’s waterfront. The new connections will be north/south and east/west. They are functional, thematic and symbolic in nature. The following “Big Moves” will support the removal of barriers and the creation of new connections across the Central Waterfront:

A1_Redesigning the Gardiner Corridor

The elevated Gardiner Expressway is a major physical barrier that cuts off the city from the waterfront. To ensure the success of a redesigned Gardiner Corridor, funding for major improvements to the road system and GO Transit/TTC services including Union Station must be in place. These improvements will have to be substantially completed before the removal of the elevated expressway. The final configuration of the Gardiner/Lake Shore Corridor will depend on the outcome of detailed study.

A2_A New Waterfront Transit Network

Public transit will be a top priority for connecting people and places to and within the renewed waterfront. An extended Waterfront Light Rapid Transit line will stretch across the Central Waterfront from Exhibition Place to the Port Lands with excellent connections into the city as generally illustrated on Map B. Expanding GO Transit rail services and upgrading Union Station will be critical elements of the new waterfront transit plan.

A3_Lake Shore Boulevard, A Grand Waterfront Boulevard

Lake Shore Boulevard will be transformed into a grand waterfront boulevard through the Central Waterfront. The new boulevard will be generously landscaped, have frequent intersections with streets connecting into the downtown core and will provide ample room for a commuter cycling and pedestrian trail.

A4_Queens Quay, Toronto's Waterfront Drive

Queens Quay will become a scenic waterfront drive from Bathurst Street to the Port Lands with ready access to the public activities on the waterfront. It will be designed to meet the diverse needs of motorists, transit users, cyclists and pedestrians. To the north, the city side will encourage housing, workplaces, recreation and shopping facilities. To the south, the water side will be reserved for spectacular parks, public places and cultural and entertainment facilities in addition to existing development.

A5_Completing the Waterfront Trail

The Martin Goodman/Waterfront Trail will be completed through the Central Waterfront and connected to the City-wide trail system, including the Garrison Creek, Humber Valley and Don Valley trails as generally illustrated on Map C. Upgrades to various parts of the trails will ensure a high standard throughout. Floating boardwalks may provide public access along the head of slips and water's edge in areas where access cannot be achieved in other ways.

A6_Waterfront Cultural and Heritage Corridors

Key cultural and heritage corridors will link the assets of the city with the water's edge. Central Waterfront corridors extend north/south and east/west to form a waterfront cultural grid. Each of these corridors has a unique identity that will be promoted and reinforced.

Policies

(P1) The new waterfront road system, should maintain the capacity of the existing road network. The Front Street Extension, the Richmond/Adelaide interchange improvements, upgrading of the GO Transit Lakeshore service and upgrades to local TTC service will have to be substantially in place prior to the replacement of the elevated expressway.

(P2) Required rights-of-way to accommodate the proposed waterfront road and transit network over time appear on Schedule A of this Plan. The rights-of-way will be sufficient to accommodate travel lanes, transit, pedestrian and cycling requirements as well as landscaping and other urban design elements.

(P3) The realignment of Wellington Street to link with Front Street, east of Spadina Avenue, must respect the integrity of Clarence Square as an important 19th-century historic neighbourhood.

(P4) Union Station will be redeveloped to maximize its capacity as a transportation centre and restore its historic grandeur. As part of this initiative, Union Subway Station will be enlarged by adding a new platform. The rail corridors will be upgraded to provide more GO Transit rail service and a possible rail link to Pearson Airport.

(P5) Wherever possible, new surface transit routes will operate in exclusive rights-of-way on existing and proposed streets to ensure efficient movement.

(P6) Waterfront streets will be remade as “places” with distinct identities. Streets will act as lively urban connections as well as traffic arteries. The needs of motorists will be balanced with high-quality amenities for pedestrians and cyclists.

(P7) A water-based transportation system utilizing water taxis and ferries will become another way of moving people from one end of the waterfront to the other. The Ferry Docks will be revitalized as the hub of all water-based transportation activities.

(P8) Physical connections between the Central Waterfront, the downtown core and adjacent neighbourhoods will be enhanced through high-quality urban design and landscaping on the north/south connector streets.

(P9) Railway underpasses will be transformed into more pedestrian-friendly corridors.

(P10) View corridors will create opportunities to see the lake from the city and the city from the lake. The design of buildings and public and private spaces beside view corridors will be of high architectural quality and take advantage of these views. Streets will be laid out to reinforce views.

(B) Building a Network of Spectacular
Waterfront Parks and Public Spaces

The second principle of the Plan recognizes the significance of the public realm in transforming the Central Waterfront into a destination for international tourism, national celebration and local enjoyment. The Plan promotes the remaking of the Central Waterfront as a special place imbued with spectacular waterfront parks and plazas and inviting natural settings that please the eye and capture the spirit. The following “Big Moves” will help transform the Central Waterfront into an area renowned for its outstanding waterfront parks and public spaces (see Map C):

B7_Reserving the Water’s Edge for Public Use

As renewal takes place, a continuous band of green along the water’s edge, from one end of the Central Waterfront to the other, will be reserved as a public amenity and a legacy for future generations.

B8_The Yonge Street Pier and Public Plaza

A dramatic new pier will be built at the foot of Toronto's historic main street, recognizing and celebrating this area as the centre of Toronto's waterfront. The public plaza and pier will draw residents, tourists, boaters and cruise ships to the Central Waterfront. The pier will be a waterfront icon, visible from both land and water. The pier and plaza will be a gateway to the city accommodating a major cultural, entertainment and tourist destination, possibly including ancillary hotel uses.

B9_Harbourfront Centre, An Even Stronger Draw

Harbourfront Centre will continue to be recognized as an area for the arts, for recreation and entertainment in a magnificent waterfront setting. A new public plaza will be created between Queens Quay Terminal and York Quay Centre. An integrated nautical centre for marine activities will be established.

B10_Creating a New East Bayfront Park

A bold new waterfront park reflecting the industrial heritage of the area and anticipating its extraordinary future will be created between the Jarvis and Parliament Street slips, south of the realigned Queens Quay. The reuse of the existing Marine Terminal building can become a link to the past.

B11_The Don Greenway

A new green corridor will be created in the centre of the Port Lands, functioning as an important open space connection linking the Don Valley, Tommy Thompson Park and Lake Ontario. The corridor will be a key component of the convergence district offering a unique amenity attractive to knowledge-based industries of all types. In addition to providing local parkland, the corridor will be able to fulfil a variety of functions as needed, including neighbourhood recreational facilities, compatible community uses, a wildlife corridor and habitat, and a receptor for stormwater from adjacent communities.

B12_A New Lake Ontario Park

A new Lake Ontario Park will give Toronto a much enhanced continuous urban park system in the tradition of the city's great parks like High Park and Edwards Gardens. Extending from Clarke (Cherry) Beach to Balmy Beach, the new park will encompass a considerably improved North Shore Park, Tommy Thompson Park and the Base Lands, and will incorporate upgrades to the Martin Goodman/Waterfront Trail system in this area. Through judicious lakefilling, new parkland will be created south of the Ashbridges Bay Treatment Plant and on the shores of the Outer Harbour. The parks will be designed to serve the diverse recreational needs of the emerging waterfront communities. The lakefilling will help stabilize the Lake Ontario shoreline, reduce siltation and establish new aquatic and terrestrial habitats. Recreational boating will continue within the new park system.

B13_The Ship Channel

The Ship Channel, which extends from the Inner Harbour to the east end of the Port Lands, will become a powerful focal point around which new mixed-use communities will be built. The needs of existing industries for dockwall space and use of the channel will be balanced with the opportunity to capitalize on the channel as a unique amenity. New north/south canals could expand the use of the channel for activities such as boating or skating.

B14_A New Fort York Park

With the replacement of the elevated Gardiner Expressway, a new park of national prominence (Fort York Park), will emerge. The park will be larger and more visible, regaining the Fort's status as Toronto's most significant heritage resource. The new Fort York Park will be a national, regional and local draw for public events and for the celebration of its military history central to the story of Toronto.

B15_An Expanded Marilyn Bell Park

Almost three hectares will be added to Marilyn Bell Park by carefully consolidating the road network at the west end of Exhibition Place. This will allow the park to be redesigned and improved as a gateway to the waterfront. The expanded park will be much more accessible to South Parkdale residents as well as to visitors, workers and new residents at Exhibition Place.

B16_Ontario Place, A Waterfront Destination

Ontario Place will be woven into the waterfront park system with better access for the public to enjoy its facilities and paid attractions. A new trail system, with connections to the north, east and west, will bring pedestrians and cyclists to Ontario Place. With improved public access, Ontario Place will be reaffirmed as an important waterfront destination for major festivals and tourism events and for the celebration of innovative architecture and landscape design.

B17_Canada Malting- A Landmark Site

The Canada Malting Silos, a landmark and important heritage feature on the Central Waterfront, will be retained and improved. The City will pursue innovative proposals for the site which integrate the silos and enhance public access and enjoyment of the water's edge.

Policies

Defining the Public Realm

(P11) The design of the public realm will be of a standard of excellence characteristic of the great city waterfronts of the world.

(P12) The public realm will be defined by a coherent framework of streets, parks, plazas, buildings, viewing areas, walkways, boardwalks, promenades, piers, bridges and other public infrastructure and open space elements. Its design will reflect its exceptional waterfront setting and integrate and interpret the rich natural and cultural heritage of Toronto's waterfront, including the historic Lake Ontario Shoreline, Taddle Creek and Garrison Creek alignments.

(P13) Parks and plazas strategically located along the water's edge will become centres of public activity – in effect, windows on the lake.

(P14) A unifying approach to landscaping and wayfinding (e.g., signs, kiosks) that is evocative of the Central Waterfront will tie together its various components.

(P15) There will be a coordinated Central Waterfront public art program for both public and private developments.

Park Design

(P16) Parks in the Central Waterfront will be diverse, well maintained, animated and safe, accommodating a full range of recreational experiences from areas for active play, enjoyment of sports and entertainment to areas for quiet solitude and relaxation. These experiences will be provided in a comfortable setting during all seasons of the year.

(P17) Public community, cultural and entertainment facilities will form part of the fabric of the waterfront park system. A limited number of private cultural, restaurant and entertainment facilities may also be located in the park system provided their associated open spaces remain publicly accessible.

(P18) Sustainable management practices and design and construction techniques that have minimal environmental impacts and return the greatest ecological rewards will be utilized in waterfront parks.

(C) Promoting a Clean and Green Environment

The third principle of the Plan is aimed at achieving a high level of environmental health in the Central Waterfront. A wide variety of environmental strategies will be employed to create sustainable waterfront communities. The following “Big Moves” will showcase the City's commitment to a clean and green waterfront that is safe and healthy and contributes to a better environment for the city as a whole:

C18_Priority for Sustainable Modes of Transportation

A “next generation” transportation system that gives priority to transit, cycling, walking and water transport and reduces the need for car use will form the basis for transportation planning in the Central Waterfront. Future travel demand will be mainly met by non-auto means. Road capacity will be added only to meet local traffic needs.

C19_Protecting the West Don Lands from Flooding

A flood protection berm will be built along the Don River to assist in eliminating flooding problems in the West Don Lands and surrounding neighbourhoods to the west. It will also provide naturalized open space and active parkland along its edge for use by the emerging West Don Lands communities and fulfil a crucial stormwater management function. The adjacent King-Parliament and St. Lawrence neighbourhoods will benefit from this increase in active parkland.

C20_Renaturalizing the Mouth of the Don River

The mouth of the Don River will be rerouted through lands south of the rail corridor. This will improve the ecological function of the river, provide flood protection for the Port Lands and East Bayfront and attract new wildlife to the area. The renaturalized mouth of the river will also become a key open space and recreational link to the Don Valley, West Don Lands, Port Lands and waterfront park system. This enhanced river setting will provide a gateway to the new urban communities in the Port Lands. Bridges that carry the new Queens Quay and Cherry Street over the river mouth will be designed as signature entrances of beauty and inspiration.

Policies

(P19) As part of the strategy to reduce car dependence and shape people's travel patterns early, a comprehensive range of efficient and competitive transportation alternatives will be provided in tandem with the development of new waterfront communities. These include a new transit system as generally illustrated on Map B, as well as pedestrian, cycling and water transportation opportunities as generally illustrated on Map D.

(P20) New waterfront communities will offer opportunities to live and work close together, leading to fewer and shorter commuter trips.

(P21) New traffic management approaches will be pursued to accommodate non-auto modes of transportation, make more efficient use of existing roads (i.e., "smart" technology) and discourage the use of single-occupant vehicles.

(P22) Pedestrian and cycling routes will be safe, attractive, comfortable and generously landscaped.

(P23) The health and biodiversity of the Central Waterfront will be enhanced and restored by protecting existing wetlands, fish and wildlife habitats, rare plant and animal species, shorelines, beach areas, woodlots and lands designated "Natural Areas" and "Environmentally Significant Areas" (see Map C).

(P24) Development will contribute to the improvement of water quality in Toronto's rivers and streams, as well as in Toronto Bay, the Outer Harbour and Lake Ontario.

(P25) Stormwater will be managed as close to its source as possible.

(P26) Combined sewer outfalls that discharge into Lake Ontario, Toronto harbour and the Don River will be progressively reduced consistent with the City's environmental policies.

(P27) The Central Waterfront will be a model of leading-edge environmental technologies. Alternative sources of generating electricity, including co-generation, anaerobic digestion, wind turbines and solar power, will be pursued as well as district heating and cooling.

(P28) The Central Waterfront will showcase successful redevelopment of brownfield sites into sustainable residential and employment areas. Where applicable, remediation requirements will be balanced by the need to protect environmentally sensitive areas.

(P29) Lakefilling will be considered only for stabilizing shorelines, improving open spaces, creating trail connections, preventing siltation and improving natural habitats.

(P30) The creation of parkland south of the Ashbridges Bay Treatment Plant will be compatible with, and closely co-ordinated with, any future plans to expand the facility.

(D) Creating Dynamic and Diverse New Communities

The fourth and final principle of the Plan is focused on the creation of dynamic and diverse waterfront communities – unique places of beauty, quality and opportunity for all citizens. New waterfront communities will be acclaimed for their high degree of social, economic, natural and environmental health and cultural vibrancy, which collectively will contribute to the long-term sustainability of the area and the entire city. The following “Big Moves” implement this principle:

D21_Opening Up the Port Lands to Urban Development

The vast Port Lands, an area more than 10 times the size of London’s Canary Wharf, will be cleaned up and opened to a range of urban development opportunities. The Port Lands will become Toronto’s springboard to the future, a place for wealth creation, originality and creativity in all aspects of living, working and having fun. The Port Lands will be transformed into a number of new urban districts set amid the hustle and bustle of Toronto’s port activities. An enticing environment conducive to the creation of an international convergence district for knowledge-based industries, film and new media activities will be nurtured. It will be a part of the city where “green” industries can be incubated and thrive. The new Port districts will be supported by a rich infrastructure of recreational, cultural and tourist amenities.

Entrepreneurs and creative people in knowledge-based industries will find a variety of choices for both living and working – innovative housing including live/work, lofts, and workplaces that appeal to a range of needs. Businesses will be presented with building and location choices that satisfy all sizes and types of businesses from start-ups to mature international operations. The Hearn Plant will be an asset to this area with many potential reuse options.

D22_A New Beginning for the West Don Lands

With the construction of the flood protection berm and the naturalization of the mouth of the Don River, the West Don Lands will be redeveloped into diverse mixed-use communities. These communities will capitalize on their strategic downtown location, the synergy created by the simultaneous development of the Port Lands and their historic roots as part of the original town of York, as well as the Don River’s new environmental health.

D23_The East Bayfront, A Prominent New Neighbourhood

The East Bayfront will become a prominent waterfront address for working and living amid the energy and abundance of waterfront activities, including a new water’s edge promenade and other public activities in the new East Bayfront Park.

D24_Exhibition Place, A Place for Work, Celebration and Living

Exhibition Place, historically a place for celebration and exhibition, will expand into a dynamic area where people work, visit and live. Housing at select peripheral locations will not detract from Exhibition Place's primary role. The proposed realignment of Lake Shore Boulevard will add to the land available for development and make it easier to integrate Exhibition Place with Ontario Place.

The National Trade Centre will continue to function as a magnet to attract new businesses and support facilities. Synergies may also be created by the presence of the new media businesses of Liberty Village.

The remade Exhibition Place will feature a world-class public open plaza capable of hosting large gatherings and festivals.

New development will respect and celebrate Exhibition Place's existing heritage architecture and views of heritage buildings from the water. Opportunities for adaptive reuse of heritage buildings will be explored.

Policies

Designing the Built Environment

(P31) Development of the Central Waterfront will maintain Toronto's successful tradition of city building at a compact scale combining the best of urban living, amenities and built form. Uses requiring large areas of surface parking will be discouraged.

(P32) Excellence in the design of public and private buildings, infrastructure (streets, bridges, promenades, etc.), parks and public spaces will be promoted to achieve quality, beauty and world-wide recognition.

(P33) New development will be located, organized and massed to protect view corridors, frame and support the adjacent public realm and discourage privatization of public spaces. Built form will result in comfortable micro-climates on streets, plazas and other parts of the public realm.

Nurturing a High Standard of Community Living

(P34) A balance of places to live and work will contribute to the morning-to-evening vitality of new waterfront communities.

(P35) Schools and other community services and facilities will be integral components of new waterfront communities and will be provided in conjunction with new development (Appendix I).

(P36) Local parks will enrich new waterfront communities. Parks planning will take into account such factors as park size, land availability, neighbourhood accessibility, safety and quality of experience in park spaces (Appendix I).

(P37) Innovative approaches for providing the necessary community infrastructure will be explored, including shared use of schools, community services and facilities and local parks as well as integrating community facilities into private developments.

(P38) Public spaces, parks, transportation facilities and other public and private buildings in the Central Waterfront will be designed to ensure accessibility to persons with disabilities.

Housing Options

(P39) A mix of housing types, densities and tenures will accommodate a broad range of household sizes, composition, ages and incomes contributing to the vitality of the Central Waterfront as well as the opportunity for residents to remain in their communities throughout their lives.

(P40) The overall goal for the Central Waterfront is that *affordable rental housing* and *low-end-of-market housing* comprise 25 per cent of all housing units (see Definitions in Schedule B). To the extent possible, and subject to the availability of funding programs and development cross-subsidization, the greatest proportion of this housing will be affordable rental with at least one-quarter in the form of two-bedroom units or larger. Senior government funding programs to assist in the delivery of affordable rental housing will be aggressively pursued, and appropriate opportunities identified to take advantage of such programs.

Creating Special Places to Work

(P41) The Central Waterfront will accommodate a variety of maritime activities, including cargo shipping, cross-lake ferry service, local ferry and water taxi terminals, excursion boats, cruise ships, berthing areas and marinas, maritime support services and the Port of Toronto.

(P42) Land, dockwall and rail service will be sufficient to meet the needs of cargo shipping, passenger cruise ships, ferries, excursion boats, recreational boating and other water-dependent activities.

(P43) The Port Lands will be developed with new media and knowledge-based businesses and “green” industries in addition to maintaining their important role in the city’s economy as a location for downtown-serving and marine-related industries and the Port of Toronto. Large tracts of vacant land, the proximity to downtown, the existing base of film and new media activities, and strategic marketing and planning to attract these businesses will support the emergence of a convergence district in the Port Lands. Entertainment industries such as music, film and television production will operate alongside the communications, software development, biotechnology and publishing sectors.

(P44) Large scale, stand-alone retail stores and/or “power centres” are not part of the vision for the Central Waterfront. New retail development will only be considered within the context of comprehensive precinct development strategies and will be supportive of the other core principles and policies of this Plan. Retail uses which require large areas of surface parking will not be permitted.

(P45) Companies that rely on lake access for their operations will remain important maritime industries on the waterfront to the extent that they can be accommodated within emerging communities.

Creating Special Places to Visit, Relax, Play and Learn

(P46) The Central Waterfront will become the face of Toronto to the world, with a quality of experience and environment comparable to that of other international cities, a place to express the future of the city with confidence and imagination.

(P47) Strategies to attract high-value tourism to the Central Waterfront will receive top priority in order to strengthen Toronto's role as the cultural capital of the nation. The Central Waterfront will be the future location of major international-calibre cultural, entertainment and other tourist attractions.

(P48) A wide variety of year-round experiences for visitors will be offered. Emphasis will be placed on developing new facilities that are enduring, creative and unique to Toronto and its waterfront. Winter conditions will be an important consideration in developing the Central Waterfront's tourism infrastructure.

(P49) Boating opportunities will be expanded to draw city residents, workers and tourists to the waterfront.

(P50) Toronto's story will be told by preserving the waterfront's cultural and natural heritage in the development of new private and public spaces.

(P51) Existing heritage buildings and other elements will be protected and improved. Listed and designated heritage buildings will be conserved for creative reuse in their original locations.

Section Five: Making It Happen

(1) A Simplified Approach to Land Use Regulation

The Central Waterfront will have three types of land use designations (Map E):

- Parks, Open Space and Public Use Areas are areas for use as parks, open spaces and plazas, and can include compatible community, recreation, cultural, restaurant and entertainment facilities. Lands designated Parks, Open Space and Public Use Area in the vicinity of Development Areas may be subject to Precinct Implementation Strategies.
- Development Areas are blocks of land that may be subdivided into smaller areas for a wide variety of mixed-use development ranging from industries to housing to community services and parks; from offices to stores to hotels and restaurants. Development Areas will generally be subject to Precinct Implementation Strategies.

- Existing Use Areas are areas currently covered by planning controls that are consistent with the direction put forward in this Plan. These lands will continue to be governed by existing Official Plan and zoning controls and related Planning Act processes and will not be subject to Precinct Implementation Strategies.

(2) Implementation

The implementation of the principles and policies contained in this Plan will rely on a wide array of planning and financing tools. Planning tools may include the adoption of zoning by-laws, use of holding provisions, temporary use by-laws, agreements under Section 37 of the Planning Act, site plan control and various means of subdividing land. In addition, the City of Toronto has been granted the opportunity to apply a Development Permit System in the Central Waterfront area as an alternative zoning and development control process.

2.1 Planning at a Precinct Level

In order to provide for comprehensive and orderly development of lands in the Central Waterfront, as well as deal with issues of soil cleanup, flood control and servicing, the zoning of lands, other than lands designated Existing Use Areas, to implement the policies of this Plan will generally take place at a precinct level. Prior to the preparation of zoning by-laws or development permit by-laws of lands not designated Existing Use Areas, Precinct Implementation Strategies will be prepared in accordance with the policies contained in Section 2.2 below. The boundaries of each precinct will be determined as part of the preparation of the Precinct Implementation Strategies and the related zoning by-laws(s) or development permit by-law(s).

Rezoning of individual sites within Development Areas will generally only be entertained once a context has been established for the evaluation of specific rezoning applications, through the Precinct Implementation Strategies, and once area-wide infrastructure requirements have been determined, including a fair and equitable means for ensuring appropriate financial contributions for their provision.

2.2 Precinct Implementation Strategies

Precinct Implementation Strategies will include, but not be limited to, the following elements:

- (i) a streets and blocks structure that supports a broad range of development and provides appropriate connections to adjacent communities;
- (ii) minimum and/or maximum standards regarding the height and massing of buildings and the provision of parking;
- (iii) strategies to ensure a balance between residential and employment-based development;
- (iv) strategies by which affordable housing targets can be achieved;
- (v) the location and phasing of local and regional parks, open spaces, public use areas, trails and access linkages;

- (vi) the location and phasing of elementary schools and high schools, libraries, community and recreation centres, day care centres, emergency services and other community facilities and services;
- (vii) a comprehensive set of environmental performance standards for public and private infrastructure, buildings, and activities including, but not limited to, energy efficiency, reduction of CO₂ emissions, water conservation, clean air and waste (reduction, reuse and recycling);
- (viii) provisions for securing the retention of heritage buildings within new developments and an archaeological review of high-potential sites prior to development;
- (ix) urban design provisions dealing with the unique microclimatic conditions of the waterfront, quality of waterfront streets, the public realm, urban plazas, parks, schools, other community services and facilities, and signage;
- (x) public art and urban design standards and guidelines;
- (xi) provisions for protecting and securing necessary road, transit, trails and bicycle route alignments; and
- (xii) mechanisms, financial and otherwise, to ensure the above matters are implemented.

2.3 The Central Waterfront as a Development Permit Area

The City of Toronto has been granted the authority to implement a Development Permit System in the Central Waterfront. This system allows a streamlined municipal approval process by consolidating the zoning by-law, minor variance and site plan approval processes into one through the enactment of development permit by-laws.

2.3.1 The Central Waterfront, as delineated on Map E, is designated a Development Permit Area. Within this area, City Council may enact development permit by-laws based on the following objectives:

- to enable the revitalization of the Central Waterfront to move forward in a timely and strategic fashion;
- to provide certainty for matters of public concern and the achievement of city building objectives, while providing flexibility in the means to achieve these objectives; and
- to streamline the approval process while providing the opportunity for public input into development.

2.3.2 When determining whether any class, or classes of development, or use of land may be permitted, several types of criteria may be used in the development permit by-law in order to ensure high quality urban development. These criteria relate to built-form, use,

intensity of use, compatibility with adjacent uses and other uses within the precinct, parking requirements, relationship to parks, open spaces and the water's edge, proximity and availability of supporting hard and soft services, location relative to public transit and consistency with the policies of the Secondary Plan.

In addition, the by-law may permit the continued use, enlargement or extension of a legal non-conforming use or a change in use of a legal non-conforming use, provided that the proposal is desirable, avoids hardship, will have no unacceptable impacts on adjoining properties, and is consistent with the policies of this Plan.

2.3.3 The following types of conditions may be included in a development permit by-law and may be imposed prior to the issuance of a development permit.

- requirements for the provision of bicycle trails, walkways, protecting and securing necessary road widenings and transit rights-of-way, parking, parkland, land grading or filling, storm water management and/or any other types of conditions permitted under s.40, 41, or 42 of the Planning Act;
- environmental conditions related to air quality, water and sewers, flood protection, soil cleanup, groundwater protection, storm water management, natural heritage features and functions, and construction-phase environmental impacts, for defined uses or classes of development in areas including hazard lands, contaminated lands, significant natural feature areas and/or any other types of environmentally sensitive areas listed in s.34(3)(3.1) and (3.2) of the Planning Act; and
- the execution of agreements respecting site alteration, grading, filling and/or the removal of vegetation.

2.3.4 As with Site Plan Approval, when enacting a development permit by-law Council may delegate its authority to an employee of the municipality, to:

- (a) approve or refuse an application for a development permit;
- (b) issue a development permit;
- (c) attach conditions to the approval of a development permit; and/or
- (d) enter into agreements with respect to a development permit.

2.4 Contributions to Infrastructure and Community Facilities

The creation of new communities will necessitate major investment in roads, transit, servicing, flood proofing measures, soil remediation, parks and public spaces, and community facilities and services.

Prior to enacting a zoning by-law or development permit by-law on lands designated Development Area, arrangements will be made whereby benefiting landowners will be required to pay a fair and equitable share of the costs of any new infrastructure and community facilities required for such development, through one or more of the following means:

- (i) the payment of an area-specific development charge pursuant to the Development Charges Act;
- (ii) a contribution made pursuant to an agreement under Section 37 of the Planning Act;
- (iii) a cost sharing agreement involving landowners; and/or
- (iv) such other arrangements as may be appropriate.

2.5 Increases in Height and/or Density

In order to assist in the achievement of the full implementation of the policies of this Plan, contributions to one or more community benefits, facilities, or services may be requested in exchange for a height and/or density increase above the existing height and/or density limits, pursuant to Section 37 of the Planning Act, provided that the increase in height and/or density is appropriate, and enhances the Central Waterfront. The benefit will be secured through an appropriate legal agreement that will be registered on title to the lands. Increases are to be measured from the height and/or density for the use permitted in the zoning by-law.

2.6 Holding By-laws

In order to provide for the orderly development of lands in the Central Waterfront, to resolve the issues of soil remediation, flood control, infrastructure requirements and servicing as well as to ensure an equitable sharing of associated costs, Council may enact zoning by-laws pursuant to Sections 34 and 36 of the Planning Act with an “H” holding symbol. This holding symbol may be removed after the necessary studies and plans have been provided and secured through an agreement or agreements entered into pursuant to Section 37 and/or Section 51 of the Planning Act.

(3) Subdivision of Lands

The subdivision of lands within precincts may occur through a simplified Plan of Subdivision and the lifting of Part Lot Control, or the taking of public streets directly and lifting Part Lot Control where an underlying Plan of Subdivision already exists. Severance of lots in Development Areas by application to the Committee of Adjustment generally will only be considered upon completion of the Precinct Implementation Strategies.

(4) Encouraging Excellence in Design

Excellence in design will be promoted through design competitions and design review panels. These processes will encourage the participation of both the local and international design community.

(5) Designating the Central Waterfront
As a Community Improvement Project Area

The Central Waterfront is proposed to be designated a Community Improvement Project Area under Section 28 of the Planning Act. In order to expedite revitalization efforts, Community Improvement Plans will be developed to identify specific revitalization projects.

The Community Improvement Project Area designation allows the City to provide grants or loans for rehabilitating private land or buildings. It also helps focus government funding and investment on well-defined, pre-approved community improvement projects and initiatives such as brownfield redevelopment, heritage restoration, affordable housing, soil and groundwater remediation, infrastructure, parkland acquisition, façade improvements and/or general community beautification projects.

(6) Timely Implementation and
Environmental Assessment

6.1_Environmental remediation, flood protection measures, early construction of transit infrastructure, and the timely provision of community services and facilities will be essential to achieving the revitalization of the Central Waterfront.

6.2_Where applicable under provincial or federal legislation, environmental assessments of Central Waterfront projects will be undertaken. The Environment Assessment process will be an opportunity to integrate Toronto's environmental and sustainability goals into project design and implementation.

(7) Interpretation of the Plan

7.1_The Central Waterfront Secondary Plan consists of Sections IV and V, Maps A to E and Schedules A and B.

7.2_Maps A, B and D cover an area beyond the boundary of the Central Waterfront and will prevail over the Official Plan and any Secondary Plans for the matters covered in these maps.

7.3_Appendix I is part of the Plan for the purpose of illustration only and is not to be interpreted as prescriptive.

7.4_The Toronto City Centre Airport and Toronto Islands are not part of the Plan.

7.5_The transportation alignments, Parks, Open Space and Public Use Areas and Development Areas shown in this Plan are intended to provide a basic framework for the Central Waterfront. Minor adjustments and additions to any of these elements may be made without amendment.

7.6_The text and maps of the Official Plan of the former City of Toronto continue to apply except in cases where the text and maps are in conflict with this Secondary Plan, in which case the text and maps of this Secondary Plan shall prevail.

Schedule A
Proposed Rights-of-Way (ROW) for Major Roads

Roadway ⁽¹⁾	From	To	ROW	Streetcar in own ROW
Bayview Av	Mill St	Queen St E	30 m	No
Cherry St	South Limit	Ship Channel	40-60 m	Yes
Cherry St	Ship Channel	Front St E	40 m	Yes
Commissioners St (new)	Queens Quay (new)	Cherry St	40 m	Yes ⁽²⁾
Commissioners St	Cherry St	Leslie St	40 m	Yes ⁽²⁾
Don Roadway	Lake Shore Blvd E	Commissioners St	30 m	No
Don Roadway (new)	Commissioners St	Unwin Av	40 m	Yes ⁽²⁾
Dufferin St (new)	Front St W (new)	Lake Shore Blvd W	30 m	Yes ⁽²⁾
Front St E	Trinity St	St. Lawrence St	40 m	Yes
Front St W	Spadina Av	Bathurst St	40 m ⁽³⁾	No
Front St W (new)	Bathurst St	CN/CP Railway	40 m	No
Front St W (new)	CN/CP Railway	Strachan Av	36 m	No
Front St W (new)	Strachan Av	Atlantic Av	45+ m	No
Front St W (new)	Atlantic Av	Dufferin St	27 m	No
F. G. Gardiner Exp (new)	Dowling Av	Don Valley Parkway	Varies	No
Lake Shore Blvd (new)	Dowling Av	Carlaw Av	Varies	No
Leslie St	Commissioners St	Lake Shore Blvd E	40 m	Yes ⁽²⁾
Manitoba Dr (new)	Strachan Av	Fraser Av (new)	Varies	Yes
New Street (N of Don River)	Queens Quay (new)	Cherry St	40 m	Yes ⁽²⁾
Parliament St	King St E	Front St E	Varies	Yes
Parliament St (new)	Lake Shore Blvd E	Queens Quay E	24 m	No
Princes' Blvd (new)	Saskatchewan Rd	Manitoba Dr	45+ m	Yes ⁽²⁾
Queens Quay E	Yonge St	Parliament St	40 m ⁽⁴⁾	Yes ⁽²⁾
Queens Quay E (new)	Parliament St	Commissioners St (new)	40 m	Yes
Queens Quay E (new)	Commissioners St (new)	Cherry St	24 m	No
St. Lawrence St (new)	Front St E	King St E	30 m	Yes
Strachan Av	Lake Shore Blvd W	Front St W (new)	30 m	No
Unwin Av (new)	Cherry St	Leslie St	40 m	Yes ⁽²⁾
Wellington St W (new)	Spadina Av	Blue Jays Way	27 m	No
Yonge St	Queens Quay	Lake Shore Blvd (new)	30 m	No
Streetcar only ROW	Eastern Av	Commissioners St	15 m	Yes

- (1) Existing or currently planned roads (e.g. Bremner Boulevard) that are not listed in this schedule will maintain current right-of-way designation.
- (2) Potential new transit service on part or all of the road length.
- (3) Future widening will be to the south of the existing right-of-way
- (4) Does not include the existing rail spur line.

Notes:

- (a) Rights-of-way will be protected to accommodate road, transit, pedestrian and cycling requirements, as well as landscaping and other urban design elements.
- (b) The rights-of-way of other streets within the waterfront shall be determined as part of the precinct planning process.
- (c) Council may require additional right-of-way widenings (e.g. at intersection locations) in order to accommodate appropriate design geometry.

Schedule B
Housing Definitions*

Affordable Housing: Rental and Ownership

Affordable rental housing means housing where the total monthly shelter cost (gross monthly rent including utilities – heat, hydro and hot water – but excluding parking and cable television charges) is at or below one times the average City of Toronto rent, by unit type (number of bedrooms), as reported annually by the Canada Mortgage and Housing Corporation.

Affordable ownership housing is housing which is priced at or below an amount where the total monthly shelter cost (mortgage principle and interest – based on a 25-year amortization, 10% down payment and the chartered bank administered mortgage rate for a conventional 5-year mortgage as reported by the Bank of Canada at the time of application – plus property taxes calculated on a monthly basis) equals the average City of Toronto rent, by unit type, as reported annually by the Canada Mortgage and Housing Corporation. Affordable ownership price includes GST and any other mandatory costs associated with purchasing the unit.

Rental Housing

The term *rental housing* means a building or related group of buildings containing one or more rented residential units, but does not include a condominium, registered life lease, or other ownership forms.

Low-End-Of-Market Housing

The term *low-end-of-market housing* means small private ownership housing units suitable for households of various sizes and composition, the price of which would not be monitored or controlled, but which, by virtue of their modest size relative to other market housing units, would be priced for households up to the 60th percentile of the income distribution for all households in the Toronto CMA, where total annual housing costs do not exceed 30 per cent of gross annual household income.

*To be read in conjunction with Policy (P40).

Appendix 1

Community Services, Facilities and Local Parks

Based on full build-out of approximately 40,000 new residential units and 900,000 sq. m. of non-residential development

General Criteria

Facility/site requirements

- shared use and/or multi-purpose facilities
- capacity to adapt to changing needs of the community over time
- all of the community facilities could be integrated as part of a mixed-use development site

Location criteria

- accessible by public transit
- barrier-free
- grade-related
- good visibility from the street

Guidelines

- timely provision of social infrastructure facilities as development proceeds within each community precinct
- monitoring and review of adequacy of the community facilities shall occur once one-third of the potential development is achieved in each community

Elementary Schools

(6 to 10 at full build-out)

Facility/site requirements

- 1.2 hectares if a single elementary school is located next to a public park
- 1.82 hectares if a joint TDSB/TCDSB elementary school is located next to a public park

Location criteria

- pupils should travel no more than 1.6 km to school
- minimize children crossing arterial roads

Guidelines

- optimal facility must be sufficient to accommodate between 400 and 500 students
- pupil generation rates should be monitored in coordination with both the TDSB and TCDSB

Secondary Schools

(one at full build-out)

Facility/site requirements

- stand alone requires four hectares, or two hectares if located next to a public park with adult-sized ball field and soccer pitch

Location criteria

- locations on arterial roads with direct transit access are preferable

Guidelines

- facility size will be determined by pupil generation rates within the Waterfront
- pupil generation rates should be monitored in coordination with both the TDSB and TCDSB

Local Parkland

Facility/site requirements

- neighbourhood oriented passive and active recreational opportunities
- size and shape will vary depending on community size and facility requirements
- each residential community shall contain at least one local park a minimum two hectares in size

Location criteria

- intended to serve communities within a reasonable walking distance
- where appropriate, regional parkland can also meet local parkland needs
- barrier free, grade-related and good visibility from streets

Guidelines

- distribution, size and facility mix should be relative to population distribution and demographics
- capacity to adapt to changing needs of the community over time

Daycare Centres

(10 to 12 at full build-out)

Facility/site requirements

- licensed capacities of 72 children each, with 735 m² of interior space and 401 m² of contiguous outdoor space

Location criteria

- grade location is preferable
- compliance with appropriate provincial regulation and city policies
- sun, air and noise studies must be completed prior to final selection of sites

Guidelines

- Daycare demand will be assessed as follows:
number of children up to 4 years of age, multiplied by the labour participation rate for women aged 20 to 45 years, reduced to 50-70% to reflect patterns of parental choice with respect to licensed care

Libraries

(one to three at full build-out)

Facility/site requirements

- 650 m² to 1,115 m² preferably located at grade

Location criteria

- good pedestrian and public transit access
- highly visible from the street

Guidelines

- one library for every community with a population of at least 25,000 residents or a comparable combined residential and office worker population
- residents should have access to a library within 1.6 km

Recreation Centres

(four to six at full build-out)

Facility/site requirements

- size is dependent demand

Location criteria

- good pedestrian and public transit access
- highly visible from the street
- ready access to outdoor playing fields and playgrounds (preferably a public park)

Guidelines

- one recreation centre for every 21,000 residents or a comparable combined residential and office worker population

Community service/human service space

Facility/site requirements

929 m² to 1,858 m² of space

Location criteria

- good pedestrian and public transit access
- highly visible from the street

Guidelines

- one facility for each community

(Report dated November 5, 2002, from the
Commissioner, Urban Development Services,
addressed to the Waterfront Reference Group)

Purpose:

This report recommends additional changes to “Making Waves”, the proposed Secondary Plan for the Central Waterfront, as a result of the ideas put forward during the Toronto Waterfront Design Initiative (TWDI) held on October 15-17, 2002.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report. Financial implications of the waterfront revitalization are outlined in the report on the Toronto Waterfront Revitalization Corporation (TWRC) Draft Business Strategy which is being forwarded through the Waterfront Reference Group to the Policy and Finance Committee.

Recommendations:

It is recommended that:

- (1) the Waterfront Reference Group approve in principle the revised “Making Waves”, the proposed Secondary Plan for the Central Waterfront, as further amended by this report; and
- (2) this report be forwarded to the Planning and Transportation Committee for consideration at the Statutory Public meeting on December 2, 2002.

Background:

On October 15-17, 2002 the Toronto Waterfront Design Initiative (TWDI) was held. The TWDI design teams put forward a number of ideas including reconfiguring parts of the open space system, adjusting the alignment of Queens Quay East and Lake Shore Boulevard East, re-locating the proposed GO station at Cherry Street to Parliament Street, and adding a main street south of Commissioners Street to connect the Polson slip and the turning basin of the Ship Channel.

This report is supplementary to my October 9, 2002 report that outlined initial changes to “Making Waves”.

Comments:

Proposed Further Changes to the Secondary Plan

Ideas generated by the Design Initiative can be evaluated as part of the work on the Precinct Implementation Strategies, but I am recommending a few changes to be made now.

The following is a summary of the recommended changes to the Secondary Plan Maps:

- (1) On Map A, Roads Plan, add a note “Queens Quay East – alignment subject to further study”.
- (2) On Map C, Parks, Open Space and Public Use Area Plan, reconfigure the east-west Commissioners Street park to run north-south to abut the Don Roadway.
- (3) On Map C, Parks, Open Space and Public Use Area Plan, add a note “Configuration of parkland abutting the Don Roadway - subject to further study”.
- (4) On Map E, Land Use Plan, reconfigure the east-west Commissioners Street park to run north-south to abut the Don Roadway.

With respect to Queens Quay East, the TWDI design teams recommended that the existing alignment east of Jarvis Street be retained and that the street when extended east not bisect the Parliament Street slip. Staff will do further work to determine the final alignment for Queens Quay East during the development of Precinct Implementation Strategies.

With respect to the proposed Commissioners Street park, the TWDI design teams recommended that the land area of and the recreational facilities in the proposed park be reconfigured in a north-south direction. Commissioners Park, with an area of approximately 13.5 hectares (33 acres), is intended to be a centrally located park with active sports facilities. The proposed changes to the Commissioners Street park shown on Map C and Map E, maintain the same acreage. In addition to serving the recreational needs of the local community, this park will provide a key open space link between the Don River and the Inner Harbour water’s edge and support the ecological function of the Don Greenway.

Conclusions:

I am recommending additional minor amendments to “Making Waves”, the Secondary Plan for the Central Waterfront, on Map A, Map C and Map E as a result of ideas put forward during the Toronto Waterfront Design Initiative that was held on October 15-17, 2002.

Contact:

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The Planning and Transportation Committee also submits the following communication (March 13, 2003) from the City Clerk, Planning and Transportation Committee:

The Planning and Transportation Committee commenced a statutory public meeting on December 12, 2002 and continued this meeting on January 13, 2003.

At its continuation meeting on January 13, 2003, the Planning and Transportation Committee:

- (1) adjourned its continuation of a public hearing under the Planning Act with respect to the Central Waterfront Secondary Plan to its next meeting on March 24, 2003 (subsequently changed to a special meeting on April 4, 2003);
- (2) supported the following amendments to the Central Waterfront Secondary Plan “Making Waves” attached as Appendix A to the report (January 8, 2003) from the Commissioner of Urban Development Services:
 - (a) that Map A referred to in Point 9. titled “Summary of Proposed Changes to the Text and Maps” on page 11 of the report (January 8, 2003) from the Commissioner of Urban Development Services be amended by ensuring that Queens Quay remains in its present position from Jarvis Street East to the south end of Polson Quay;
 - (b) that any changes to the alignment of Queens Quay East require an amendment to the Central Waterfront Secondary Plan;
 - (c) that bridges to cross the mouth of the Don River to Polson Quay be eliminated other than the option for a pedestrian and cycling bridge which should be maintained;
 - (d) that the requirement for a continuous promenade along the waters edge as set out in the Central Waterfront Secondary Plan be maintained;
 - (e) that the existing lift bridge be retained and the adjacent land areas be enhanced and animated and the Commissioner of Urban Development Services be authorized to detail other industrial features to be preserved and incorporated; and

- (f) that consideration be given for the possible southward extension of City streets through the railway corridor south to Queens Quay from Jarvis Street East to the south end of Polson Quay with a corridor to the lake at the south end of each street;
- (3) requested the Commissioner of Urban Development Services to ensure that the public have an opportunity to discuss and understand the ideas presented at the recent Design Charrette;
- (4) referred the following principles presented by the Design Charrette Team to the January 13, 2003 meeting of the Planning and Transportation Committee to the Commissioner, Urban Development Services for report to the March 24, 2003 meeting of Planning and Transportation Committee:
 - “1. To extend the Toronto street grid to the waters edge, with street widths, including the Lakeshore, scaled to urban development needs and not traffic needs exclusively.
 - 2. To develop a community with mixed residential, retail and other uses as appropriate at medium densities and with sufficient mass that would stabilize neighbourhoods. Building heights with a few exceptions would not exceed 8 storeys and would be built to the waters edge.
 - 3. To create an intimately scaled public lake edge for pedestrian and bicycle movement with regional accessibility.
 - 4. To establish a park system that caters to both local and regional uses. These should be distributed through the portlands, taking into account the ecological needs of the Don River mouth and refraining from aggregating park space into one or two massive areas not conducive to residential, retail, cultural or recreational uses.
 - 5. To utilize to the extent possible existing road alignments and grades, waterways and historical features. This would also allow gradual and effective implementation by both public and private enterprise. However, the removal of the Gardiner Expressway and the conversion of the Lakeshore Boulevard to a normal city street would be an appropriate change.”;
- (5) requested the Commissioner of Urban Development Services to also report to the March 24, 2003 meeting on:
 - (a) ensuring that places of worship are protected in the Plan;
 - (b) in consultation with the Commissioner, Economic Development, Culture and Tourism, on the Parks Inventory Uses for the Commissioners and West Donland Parks;

- (c) the possibility of including additional land uses in the areas marked 'Parks, Open Spaces and Public Use' in the eastern Bayfront area as shown on Map E and that these additional land uses to include residential and mixed use; and
- (6) forwarded to the Commissioner of Urban Development Services three sketches of the Central Waterfront area including Polson Quay which was presented by Councillor Disero, with a request that she consider these when preparing precinct plans.

Background:

At its continuation meeting on January 13, 2003, the Planning and Transportation Committee had before it the following reports/communications:

- communication (November 15, 2002) from the City Clerk, Waterfront Reference Group, advising of the action taken by the Waterfront Reference Group, at its meeting on November 14, 2002;
- report (December 6, 2002) from the Commissioner of Urban Development Services outlining the results of the public consultation process, addressing the issue of the development of a sports complex within the Central Waterfront Secondary Plan Area, as well as outlining certain minor changes to the mapping for the Secondary Plan arising from further consultation with City Departments, the Toronto Waterfront Revitalization Corporation (TWRC) and outside agencies, and recommending that the revised "Making Waves", the proposed Secondary Plan for the Central Waterfront, as further amended by this report, be approved;
- report (January 8, 2003) from the Commissioner of Economic Development, Culture and Tourism responding to several motions respecting parks and recreation facilities in the Central Waterfront Secondary Plan that arose at the December 12, 2002 meeting of the Planning and Transportation Committee and recommending that this report be received for information;
- report (January 8, 2003) from Commissioner of Urban Development Services responding to the motions made at the December 12, 2002, Planning and Transportation Committee meeting and providing recommendations.
- written submissions considered at the December 18, 2002 statutory meetings and its continued meeting on January 13, 2003:

December 12, 2002

- (undated) from David Greig
- (November 29, 2002) from Geoff Woods, Development Review Coordinator, Canadian National Railway Properties Inc
- (December 3, 2002) from Christopher J. Williams, Aird & Berlis LLP, Barristers and Solicitors

- (December 5, 2002) from Jeff G. Cowan, WeirFoulds LLP, Barristers and Solicitors
- (December 9, 2002) from Larry Field, Waterfront Specialist, Watershed Management Division, Toronto and Region Conservation Authority, forwarding Resolution #A263/02 which was adopted by the Toronto and Region Conservation Authority at its meeting on November 29, 2002
- (December 9, 2002) from Stephen Hiley, Director of Planning Development, Ontario, Marathon Developments Inc
- (December 4, 2002) from John Miolla, Commodore, Outer Harbour Sailing Federation
- (undated) from Scott James, Secretary, Wellington Place Neighbourhood Association;
- (December 10, 2002) from Joe Gill, Chair, The Friends of Fort York and Garrison Common
- (December 9, 2002) from Martin Collier
- (December 10, 2002) from Cynthia Wilkey, Chair, West Don Lands Committee,
- (December 11, 2002) from Paul Dockrill, Real Estate Assistant, Real Estate Services, Hydro One Networks Inc
- (undated) from Mitchell Gold, Organizing Committee, First Nations Indigenous Trust
- (December 10, 2002) from M. Noskiewicz, Goodmans LLP, Barristers and Solicitors
- (December 10, 2002) from Patrick J. Devine, Goodman and Carr LLP, Barristers and Solicitors
- (November 1, 2002) from Christopher J. Williams, Aird & Berlis LLP, Barristers and Solicitors
- (December 11, 2002) from Bernd Baldus, Co-Chair, Garrison Creek Steering Committee
- (December 11, 2002) from Hamish Wilson
- (December 11, 2002) from Mary Flynn-Guglietti, McMillan Binch LLP and revised letter dated January 8, 2003 subsequently received

- (December 9, 2002) from Michael J. McQuaid, Q.C., WeirFoulds LLP, Barristers and Solicitors
- (December 11, 2002) from Patrick J. Devine, Goodman and Carr LLP, Barristers and Solicitors
- (December 6, 2002) from Patrick J. Devine, Goodman and Carr LLP, Barristers and Solicitors
- (December 11, 2002) from Stephen H. Diamond, McCarthy Tétrault LLP, Barristers and Solicitors
- (December 12, 2002) from Greg Bonser;
- (December 12, 2002) from Paula Boutis, Chapter Chair, Eastern Canada Chapter, Sierra Club of Canada
- (December 12, 2002) from Jeff Brown, obo Citizens Against the Front Expressway
- (December 11, 2002) from Wilfrid Walker, obo Transport 2000 Ontario
- (undated) from Susannah Bunce, Planning Action
- (December 7, 2002) from Michael Rosenberg
- (December 12, 2002) from Dalton C. Shipway, obo Eric Advokaat, Lura Consulting
- (undated) from Helen Riley
- (undated) from Faye Lyons, CAA Central Ontario
- (undated) from Martin Koob
- (December 12, 2002) from Boris Mather, for Citizens for a Lakeshore Greenway
- (undated) from Kevin H. Currie, and obo Wheel Excitement Inc
- (undated) from Lynn Clay, Executive Director, Liberty Village B.I.A
- (undated) from Robert Eisenberg, York Heritage Properties, Toronto Carpet Factory, obo Liberty Village Businesses
- (December 12, 2002) from Joe Lobko, Chair, obo Toronto Society of Architects,
- (undated) from Jacob Allderdice, obo Advocacy for Respect for Cyclists

- (December 12, 2002) from Paul Young, Health Promoter, South Riverdale Community Health Centre
- (undated) from William M. MacKay
- (undated) from Christopher J. Williams, Aird & Berlis LLP, Barristers and Solicitors
- (December 12, 2002) from Jacqueline Courval, Co-Chair and John Carley, Co-Chair, Friends of the Spit
- (December 12, 2002) from Karen Buck.

January 13, 2003

- (December 12, 2002) from Nicholas T. Macos. Heenan Blaikie LLP. Lawyers - Patent and Trade Mark Agents
- (December 16, 2002) from Stanley Makuch, Cassels Brock & Blackwell LLP, Barristers and Solicitors
- (undated) from H. Bruce Crofts
- (January 8, 2003) from Mary Flynn-Guglietti, McMillan Binch LLP
- (January 10, 2002) from J. Pitman Patterson, Borden Ladner Gervais LLP, Lawyers
- (January 9, 2003) from Mark Sterling, BES, B.Arch, OAA, Partner, Sterling Finlayson Architects
- (undated) from Robert Freedman, Director, Urban Design, City Planning, Urban Development Services
- (undated) from A.J. Diamond, Diamond and Schmidt Architects
- (January 12, 2003) from Peter Clewes, Architects Alliance
- (January 13, 2003) from Mark Sterling, B.E.S., B.Arch., OAA, obo Toronto Participants in the Toronto Waterfront Design Initiative

The Planning and Transportation Committee also had before it Map A to Map E inclusive, appended to the report (March 12, 2003) from the Commissioner, Urban Development Services, which have been forwarded to all Members of Council under separate cover.

The Planning and Transportation Committee also had before it the following material, and copies thereof are on file in the office of the City Clerk:

- appended to the communication (November 15, 2002) from the City Clerk, Waterfront Reference Group:
 - communication (November 13, 2002) from Wilfrid Walker, Transport 2000 Ontario;
 - communication (November 13, 2002) from Hamish Wilson; and
 - communication (November 10, 2002) from Lester Brown, President, Gooderham & Worts Neighbourhood Association;
- appended to the communication (March 13, 2003) from the City Clerk, Planning and Transportation Committee:
 - written submissions considered at the Statutory meeting held on December 12, 2002 and continued on January 13, 2003:

December 12, 2002

- communication (undated) from David Greig;
- communication (November 29, 2002) from Geoff Woods, Development Review Coordinator, Canadian National Railway Properties Inc.;
- communication (December 3, 2002) from Christopher J. Williams, Aird & Berlis LLP, Barristers & Solicitors;
- communication (December 5, 2002) from Jeff G. Cowan, WeirFoulds LLP, Barristers and Solicitors;
- communication (December 9, 2002) from Larry Field, Waterfront Specialist, Watershed Management Division, Toronto and Region Conservation Authority, forwarding Resolution #A263/02 which was adopted by the Toronto and Region Conservation Authority at its meeting on November 29, 2002;
- communication (December 9, 2002) from Stephen Hiley, Director of Planning Development, Ontario, Marathon Developments Inc.;
- communication (December 4, 2002) from John Miolla, Commodore, Outer Harbour Sailing Federation;
- communication (undated) from Scott James, Secretary, Wellington Place Neighbourhood Association;

- communication (December 10, 2002) from Joe Gill, Chair, The Friends of Fort York and Garrison Common;
- communication (December 9, 2002) from Martin Collier;
- communication (December 10, 2002) from Cynthia Wilkey, Chair, West Don Lands Committee;
- communication (December 11, 2002) from Paul Dockrill, Real Estate Assistant, Real Estate Services, Hydro One Networks Inc.;
- communication (undated) from Mitchell Gold, Organizing Committee, First Nations Indigenous Trust;
- communication (December 10, 2002) from M. Noskiewicz, Goodmans LLP, Barristers and Solicitors;
- communication (December 10, 2002) from Patrick J. Devine, Goodman and Carr LLP, Barristers and Solicitors;
- communication (November 1, 2002) from Christopher J. Williams, Aird & Berlis LLP, Barristers and Solicitors;
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- communication (December 11, 2002) from Mary Flynn-Guglietti, McMillan Binch LLP and revised letter dated January 8, 2003 subsequently received;
- communication (December 9, 2002) from Michael J. McQuaid, Q.C., WeirFoulds LLP, Barristers & Solicitors;
- communication (December 11, 2002) from Patrick J. Devine, Goodman and Carr LLP, Barristers and Solicitors;
- communication (December 6, 2002) from Patrick J. Devine, Goodman and Carr LLP, Barristers and Solicitors;
- communication (December 11, 2002) from Stephen H. Diamond, McCarthy Tétrault LLP, Barristers and Solicitors;
- communication (December 12, 2002) from Greg Bonser;
- communication (December 12, 2002) from Paula Boutis, Chapter Chair, Eastern Canada Chapter, Sierra Club of Canada;

- communication (December 12, 2002) from Jeff Brown, obo Citizens Against the Front Expressway;
- communication (December 11, 2002) from Wilfrid Walker, obo Transport 2000 Ontario;
- communication (undated) from Susannah Bunce, Planning Action;
- communication (December 7, 2002) from Michael Rosenberg;
- communication (December 12, 2002) from Dalton C. Shipway, obo Eric Advokaat, Lura Consulting;
- communication (undated) from Helen Riley;
- communication(undated) from Faye Lyons, CAA Central Ontario;
- communication (undated) from Martin Koob;
- communication (December 12, 2002) from Boris Mather, for Citizens for a Lakeshore Greenway;
- communication (undated) from Kevin H. Currie, and obo Wheel Excitement Inc.;
- communication (undated) from Lynn Clay, Executive Director, Liberty Village B.I.A.;
- communication (undated) from Robert Eisenberg, York Heritage Properties, Toronto Carpet Factory, obo Liberty Village Businesses;
- communication (December 12, 2002) from Joe Lobko, Chair, obo Toronto Society of Architects;
- communication (undated) from Jacob Allderdice, obo Advocacy for Respect for Cyclists;
- communication (December 12, 2002) from Paul Young, Health Promoter, South Riverdale Community Health Centre;
- communication (undated) from William M. MacKay;
- communication (undated) from Christopher J. Williams, Aird & Berlis LLP, Barristers and Solicitors;
- communication (December 12, 2002) from Jacqueline Courval, Co-Chair and John Carley, Co-Chair, Friends of the Spit; and
- communication (December 12, 2002) from Karen Buck.

January 13, 2003

- communication (December 12, 2002) from Nicholas T. Macos. Heenan Blaikie LLP. Lawyers - Patent and Trade Mark Agents;
- communication (December 16, 2002) from Stanley Makuch, Cassels Brock & Blackwell LLP, Barristers and Solicitors;
- communication (undated) from H. Bruce Crofts;
- communication (January 8, 2003) from Mary Flynn-Guglietti, McMillan Binch LLP;
- communication (January 10, 2002) from J. Pitman Patterson, Borden Ladner Gervais LLP, Lawyers;
- communication (January 9, 2003) from Mark Sterling, BES, B.Arch, OAA, Partner, Sterling Finlayson Architects;
- communication (undated) from Robert Freedman, Director, Urban Design, City Planning, Urban Development Services;
- communication (undated) from A.J. Diamond, Diamond and Schmidt Architects;
- communication (January 12, 2003) from Peter Clewes, Architects Alliance;
- communication (January 13, 2003) from Mark Sterling, B.E.S., B.Arch., OAA, obo Toronto Participants in the Toronto Waterfront Design Initiative;
- communication (February 4, 2003) from Christopher J. Williams, Aird & Berlis LLP, Barristers and Solicitors;
- communication (March 24, 2003) from Larry A. Torkin, Kintork (Ontario) Ltd.;
- communication (April 4, 2003) from Boris Mather, for Citizens for a Lakeshore Greenway;
- communication (March 27, 2003) from Cynthia Wilkey, Chair, West Don Lands Committee;
- communication (March 27, 2003) from the City Clerk, Task Force to Bring Back the Don, advising that the Task Force to Bring Back the Don, at its meeting on March 26, 2003, adopted the following Motion and directed the City Clerk to forward said Motion regarding the Proposed Secondary Plan for the Central Waterfront, "Making Waves", to the Planning and Transportation Committee Public Meeting, held under the Planning Act, scheduled to be held on April 4, 2003:

“The Task Force to Bring Back the Don strongly supports Central Waterfront Plan ‘Making Waves’ as revised in the March 12, 2003, Staff Report to Planning and Transportation Committee.

The Task Force to Bring Back the Don is committed to ongoing consultation with the City throughout the Precinct Planning process. We will particularly be focusing upon the following matters:

- (1) the Transportation Plan, to advocate for the excellent suggestion from the international architects' design charrette that the GO station be placed at the foot of Parliament Street - not Cherry Street. This option would 1) draw back development from the renaturalized Don, and 2) focus public transit and pedestrian traffic on an emerging Parliament Street "gateway" to the Waterfront;
- (2) the Roads Plan as it affects the proposed renaturalized Mouth of the Don, with particular reference to the location and environmental functioning of bridges and roads crossing the renaturalized area;
- (3) the Parks Plan, with particular reference to opportunities for creating open space synergies between active recreation parks (such as the proposed "Commissioners Park") and passive recreation areas (such as the renaturalized Don River and the "green corridor" linking the Don to the Lake Ontario Park); and
- (4) the Water's Edge condition, with a view to creating areas of soft, natural water's edge in appropriate areas, certainly in the renaturalized Don, but also at places such as the intersections of the "green corridor" and the Ship Channel.

The Task Force to Bring Back the Don recommends that Council adopt the Secondary Plan as submitted so that the City and its citizens may proceed expeditiously revitalizing Toronto's Central Waterfront with the renaturalized mouth of the Don River as a centrepiece.”;

- communication (March 26, 2003) from Paul P. Ginou, Fraser Milner Casgrain LLP, Barristers and Solicitors;
- communication (March 27, 2003) from Patrick J. Devine, Goodman and Carr LLP, Barristers and Solicitors;
- communication (April 2, 2003) from Larry Field, MCIP, RPP, Waterfront Specialist, Watershed Management Division, Toronto Region Conservation Authority;
- communication (April 3, 2003) from Josephina D. Erzetic, Solicitor, Ontario Power Generation;
- communication (April 1, 2003) from Dr. Verna J. Higgins;

- communication (April 3, 2003) from John A.R. Dawson, McCarthy Tetrault LLP, Barristers and Solicitors;
- communication (April 3, 2003) from Stephen Hiley, Director of Planning Development, Ontario, Marathon Developments Inc.;
- communication (April 1, 2003) from Sybelle von Kursell, MCIP, RPP, Municipal Planning Advisor, Ministry of Municipal Affairs and Housing;
- communication (April 2, 2003) from John Miolla, Commodore, Outer Harbour Sailing Federation;
- communication (April 2, 2003) from Sharon Poitras, Treasurer, Gooderham & Worts Neighbourhood Association;
- communication (April 3, 2003) from Joe Gill, Chair, The Friends of Fort York and Garrison Common;
- communication (April 3, 2003) from Michael J. McQuaid, WeirFoulds LLP, Barristers and Solicitors;
- communication (April 3, 2003) from Christopher J. Williams, Aird & Berlis LLP, Barristers and Solicitors;
- communication (April 2, 2003) from Stephen Kaufman, Director of Real Estate, Home Depot Canada;
- communication (April 3, 2003) from Mark Noskiewicz, Goodmans LLP, Barristers and Solicitors;
- communication (April 3, 2003) from Marc Kemerer, Cassels Brock & Blackwell LLP, Barristers and Solicitors;
- communication (April 3, 2003) from Nicholas T. Macos, Heenan Blaikie LLP, Lawyers;
- communication (April 3, 2003) from Paul E. Johnson, MCIP, RPP, Kentridge Johnson Limited Planning Consultants;
- communication (April 4, 2003) from Ross Bobak, Co-Chair and M. Comar, Co-Chair, Canada Camp Commission;
- communication (April 3, 2003) from Hamish Wilson;
- communication (April 4, 2003) from Pierre Klein, President, Cabbagetown South Association, obo the West Don Lands Committee;
- communication (April 4, 2003) from Greg Bonser;

- presentation material submitted by Paul Bedford, Chief Planner, Urban Development Services; and
- presentation folder submitted by Bob Naylor.

Paul Bedford, Chief Planner, Urban Development Services gave a presentation on Making Waves, the Proposed Secondary Plan for the Central Waterfront.

The following persons appeared before the Planning and Transportation Committee on April 4, 2003:

- Robert Fung, Chair, Toronto Waterfront Revitalization Corporation;
- Paul Young, South Riverdale Community Health Centre;
- Jack Diamond;
- Robin Clarke, Page & Steele Architects;
- Dalton Shipway;
- John Carley, Co-Chair, Friends of the Spit;
- Julie Charles, obo Outer Harbour Sailing Federation;
- Boris Mather;
- Kevin Currie;
- Michael Rosenberg, Environment and Economy Coalition;
- Sharon Poitras, Gooderham & Worts Neighbourhood Association;
- Lara Mrosovsky;
- Pierre Klein, West Donlands Committee;
- Adele Freeman, Toronto and Region Conservation Authority;
- Christopher Williams, Aird & Berlis LLP, Barristers and Solicitors;
- J. Robert Naylor;
- Hamish Wilson;
- Joe Gill, Friends of Fort York;
- Michael Kovacevic, Goodman & Carr;
- Pitman Patterson, Borden Ladner Gervais LLP, Barristers and Solicitors;
- Josephina Erezetic, Ontario Power Generation;
- Greg Bonser;
- Alexandra Pike, Davis Ward Phillips & Vineberg, Barristers and Solicitors;
- Robert Cash, Skye Properties Ltd.;
- Marc Kemerer, obo Harbour Remediation and Transfer;
- Gerald Swinkin, Blake, Cassels & Graydon LLP, Barristers and Solicitors;
- Michael McQuaid, obo St. Marys Cement Inc.;
- Paul Johnston, MCIP, RPP, Kentridge Johnston Limited Planning Consultants;
- David Hanna, CFGD;
- W. Thomas Barlow, Fasken Martineau DuMoulin LLP, Barristers and Solicitors;
- Jerry Sprackman, The Docks, Waterfront Entertainment Complex;
- Karen Buck, Citizens for a Safe Environment;
- Kevin Mercer, Executive Director, RiverSides Stewardship Alliance; and
- Roger Brook.

(City Council, at its meeting on April 14, 15 and 16, 2003, had before it, during consideration of the foregoing Clause, the following report (April 11, 2003) from the Commissioner of Works and Emergency Services:

Purpose:

The purpose of this report is to respond to a request from the Planning and Transportation Committee for a report to City Council on the appropriate right-of-way width for a four-lane Front Street, between Bathurst Street and a point 170 metres east of Strachan Avenue.

Financial Implications and Impact Statement:

There are no financial implications associated with the adoption of this report.

Recommendation:

It is recommended that a 40 metre right-of-way be specified for the Front Street Extension between Bathurst Street and a point 170 metres east of Strachan Avenue.

Background:

At its meeting on April 4, 2003, the Planning and Transportation Committee, during consideration of the Central Waterfront Secondary Plan – “Making Waves”, requested the Commissioner of Works and Emergency Services to submit a report directly to the April 14, 2003 City Council meeting on the exact right-of-way figure to be inserted into Schedule “A” of the Secondary Plan to reflect a four-lane cross-section for the Front Street Extension, between Bathurst Street and a point 170 metres east of Strachan Avenue.

Comments:

The proposed Central Waterfront Secondary Plan currently identifies a 40 metre right-of-way for the portion of Front Street between Bathurst Street and a point approximately 170 metres east of Strachan Avenue. A 40-metre right-of-way would permit a four-lane cross section, with bicycle lanes, sidewalks and landscaped boulevards and allow for other future corridor uses including expansion for a transit way or additional travel lanes while preserving the pedestrian, cycling and contextual amenities.

City Council, at its regular meeting held on February 4, 5 and 6, 2003, approved a four-lane design for the Front Street Extension. At the same meeting, City Council, in considering the review of the Gardiner/Lake Shore Corridor Proposal contained in the Central Waterfront Secondary Plan, adopted a number of recommendations arising from the Policy and Finance Committee and Waterfront Reference Group, including undertaking a “scoping study” to identify Terms of Reference for a Gardiner/Lake Shore Corridor Environmental Assessment (EA) study of “retain and ameliorate” proposals that include evaluating the potential of incorporating development under the elevated portion of the expressway. City Council also directed that when staff report on the results of the scoping study in 2004, they also report on the costs involved in the City undertaking a full Environmental Assessment of the Gardiner/Lake Shore Corridor and

all previous studies relating to removing the Gardiner Expressway (Clause 3 contained in Policy and Finance Committee Report No. 1, adopted by City Council at its regular meeting held on February 4, 5 and 6, 2003).

The Central Waterfront Plan currently before Council states that the redesign of the Gardiner Expressway Corridor with a modified road network is one of the most important ingredients in revitalizing the Central Waterfront and provides a great deal of flexibility in developing appropriate solutions in the future. However, as Council is aware, many of the plans being developed by the Toronto Waterfront Revitalization Corporation for a major reconfiguration of the Gardiner require a six-lane Front Street. In light of Council's previous directive to continue the review of Gardiner options and report back in 2004, it would be prudent to protect a 40-metre right-of-way for Front Street through the Secondary Plan. This would continue to provide the flexibility in developing appropriate solutions for the Gardiner/ Lake Shore corridor and, should a major reconfiguration be advanced at some future date, would allow the City to acquire the required lands for a nominal sum through the Planning Act process, as it is possible that lands adjacent to the Front Street corridor will be redeveloping over the next ten to fifteen years. This would significantly reduce future land acquisition costs for the City if Front Street were to be widened or the corridor uses expanded to address transit, utility or access needs.

The right-of-way width required to protect for a minimum four-lane Front Street cross-section is 33 metres. This figure has been derived on the basis of deleting two lanes, at 3.5 metres each, from the 40-metre right-of-way. A 33 metre right-of-way also would accommodate the proposed bicycle lanes, sidewalks and landscaped boulevards that have been committed through the EA process.

Conclusions:

A 33-metre right-of-way is the minimum required to accommodate a four-lane Front Street with bicycle lanes, sidewalks and landscaped boulevards from Bathurst Street to a point approximately 170 metres east of Strachan Avenue. However, it is recommended that the Central Waterfront Secondary Plan identify a 40 metre right-of-way for this portion of Front Street to provide for future opportunities at least cost to the City. This would support and allow flexibility in the reconfiguration of the Gardiner Expressway as well as protect for a potential future widening of Front Street for road or transit purposes.

Contact:

*John P. Kelly, P.Eng., Manager, Infrastructure Planning
Tel: 416-392-8340; Fax: 416-392-4808; e-mail: jkelly@toronto.ca)*

(City Council also had before it, during consideration of the foregoing Clause, the following report (April 11, 2003) from the Commissioner of Urban Development Services:

Purpose:

This report responds to the motions made at the April 4, 2003, Planning and Transportation Committee meeting.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that:

- (1) the proposed Secondary Plan for the Central Waterfront “Making Waves” as attached to the report from Urban Development Services dated March 12, 2003, as amended by the motions of the Planning and Transportation Committee at its meeting held on April 4, 2003 and as further amended by the recommendations of this report, attached as Appendix A and the accompanying maps be adopted as an amendment to the existing Official Plan for the former City of Toronto;*
- (2) Council request the appropriate civic officials to take the necessary actions to modify the new City of Toronto Official Plan adopted by Council on November 26, 27, and 28, 2002, to reflect any changes resulting from the adoption of the Secondary Plan for the Central Waterfront; and*
- (3) Council direct all City Departments, Agencies, Boards, and Commissions and other related bodies owning, or managing land within the Central Waterfront Area to continue to manage their land holdings within the Central Waterfront in a manner which is consistent with the policies of the Secondary Plan and Council’s Reporting and Communications Protocol for Waterfront Revitalization.*

Background:

At its meeting on April 4, 2003, the Planning and Transportation Committee requested that reports be submitted directly to City Council for its meeting on April 14, 2003 on a number of issues. This request included the requirement that staff meet with a variety of deputants and report on the outcome of these meetings. In addition to reporting on the issues raised by all the deputants to the Planning and Transportation Committee meeting on April 4, 2003, it was also requested that this report address issues related to achieving a 71% non-auto modal split.

Comments:

1. Incorporation of a Sculpture Garden within the Central Waterfront

Urban Development Services staff have consulted with staff from Economic Development and Tourism who offer the following comments in respect to the provision of a Sculpture Garden within the Central Waterfront.

“The Parks and Open Space areas identified in the proposed Secondary Plan can, by definition, include compatible community, recreation, cultural, restaurant and entertainment facilities. The proposed policies in the Plan allow for the establishment of a coordinated Central Waterfront public art program for both public and private developments.

Although the Plan provides a framework which fully supports public art and facilities such as a sculpture garden, it is premature to make decisions at the detailed level of parks and open space planning and programming. As noted in the Plan, Precinct Implementation Strategies will be required to provide for comprehensive and orderly development and to implement the policies of the Plan as well as to identify the location and phasing of local and regional parks, open spaces, public use areas, trails and access linkages. Opportunities for public art and facilities such as sculpture gardens will be better addressed during the Precinct Implementation work and in subsequent design stages, with appropriate public consultation. In addition, we would expect that such matters will go before the Economic Development and Parks Committee for review and discussion.”

2. Response to the Deputations

Over thirty persons deputed to the Planning and Transportation Committee on a variety of issues related to the proposed Secondary Plan for the Central Waterfront. These comments can be classified as being similar to concerns raised and discussed in the January 8, 2003 report on the Central Waterfront Secondary Plan and may be outlined as follows:

Environment, Parks and Open Space

- a number of persons identified issues related to the overall amount and location of the proposed Open Space, while voicing concerns respecting the lack of open space provided for existing areas of development*
- concerns were raised in respect to the adequacy of public access along the water's edge and in some instances the impact of development on the natural environment*
- various deputants identified particular concerns respecting the proposals in relation to their particular holdings*

The current proposals establish a broad range of policies to provide adequate environmental protection while also offering a substantial amount of public open space at both a local and regional scale. These policies also identify that detailed planning will be undertaken through the precinct implementation process to address the specific concerns raised by individual land owners in respect to their individual holdings. The location of the central park to the north of Commissioners Street was achieved after significant review with many interest groups of open space requirements and environmental issues. While this location will impact on particular land owners, the Park is a significant and important element of the Plan which is needed to ensure that the active recreational requirements for the Central Waterfront and adjacent areas are adequately addressed over the long term as the redevelopment of the Central Waterfront is realized.

Proposed Land Uses and Timing

- while many land owners support the proposal for the long range development of the Central Waterfront, some have expressed concerns that there will be undue delay in realizing this development and want to ensure that their particular lands are dealt with expeditiously*

The Plan recognizes that there will be certain precincts which are to be developed in advance of others. The provision of adequate infrastructure and a high level of public transit in conjunction with development is fundamental to achieving the quality of city building envisioned by this Plan. Until these basic levels of service are able to be provided, mixed use development would be considered to be premature.

Business Continuation Issues

- *various existing land owners and industrial operators identified concerns respecting the continuation of their current operations, both in the short term and in the longer term as development proceeds*

The Central Waterfront Secondary Plan represents a vision to be achieved over a 20-25 year time period. As such, it does not reflect existing land use and ownership patterns. The Plan provides a range of policies intended to ensure that viable existing uses are protected or that arrangements are made to assist in providing reasonable relocation alternatives within the City or when possible, within the Central Waterfront. In addition, the Toronto Waterfront Revitalization Corporation's (TWRC) Development Plan and Business Strategy has budgeted for costs associated with business interruption and relocation issues. The TWRC will play a vital role in achieving the plan's long term objectives.

Transit

- *concerns have been expressed that development within the Central Waterfront must be based on a "transit first" premise and that road widths should accommodate only the minimum required private vehicular traffic, while providing for ample transit, cycling and walking facilities*

The standards provided for in this Plan are intended to create a generous public realm and the minimum necessary facilities for private vehicular traffic and servicing. Modifications to Schedule A in the proposed Secondary Plan will also address concerns raised at the Planning and Transportation Committee respecting the appropriate right-of-way width for the Front Street Extension.

3. Meetings with Representatives of various Land Owners and Industrial Deputants

Staff undertook a number of meetings with representatives of the individual industrial land owners and the owners of other sites being considered for development in accordance with the direction of the Planning and Transportation Committee. In general there were a number of consistent issues identified by these representatives which can be summarized as follows:

- *concern that existing operations may not be allowed to continue unhindered in the short term until new development is proposed in their precinct*
- *concerns that in the longer term new development should not create impossible constraints on their continued operation of existing industrial businesses which are not required to move*

- *the planning process should identify a schedule for the acquisition of lands necessary to achieve the broader development goals such as the acquisition of open space and that the Plan should not be used as a tool to achieve expropriation without compensation.*

City staff from Urban Development Services in concert with staff from the Toronto Waterfront Revitalization Corporation (TWRC) and Economic Development, Culture and Tourism have initiated a strategy to identify the needs of existing commercial and industrial operations within the Central Waterfront. Upon completion of this work staff will discuss with these businesses, opportunities for their relocation or retention within their existing locations. It should be noted that the TWRC also has budgeted within their Development Plan and Business Strategy for the implementation of the programs to find suitable retention or relocation options, as well as to acquire lands which will be needed in both the short and the long term. It is essential, however, that the Secondary Plan be approved by City Council to initiate this process. Staff is also recommending some minor changes to policies which should provide some of the surety to deal with the interim use issues noted by the deputants. The basis for these changes and the policies can be found in the following Sections and in Appendix A to this report.

4. Response to issues raised by various Yacht and Boating Clubs

In discussion with representatives of the various yachting and boating clubs a number of issues were identified which addressed concerns related to the land based side of their facilities as well as ensuring the continued and improved functioning on the water side of their activities. Policies P 40 and P 41 currently recognize the importance of the continued needs for their land based facilities, however, this report recommends some minor changes to the existing policies related to the importance of the water-based recreational components of the open space system.

It was also recognized that details within Maps C, D and E created concerns related to lakefill areas within the Outer Harbour, as well as constraints which could be caused by the possible construction of a bridge at the eastern end of the Harbour. In addition, the potential creation of water connections from the Turning Basin through the Outer Harbour to the Lake identified environmental and boating related issues. These concerns were not only identified by the boating community, but also by representatives from Ontario Power Generation Inc. (OPG) and by representatives of the Friends of the Spit. It is proposed that these issues be addressed through modifications to the Maps which would remove details pertaining to the creation of lakefill in these areas, the bridge, or cuts to allow water passage from the Lake to the Turning Basin. The potential for the creation of land based connections (portage locations) for canoes, kayaks, or other small craft has been retained through the retention of the designation of "potential water route" locations on Map D.

It is recommend that minor changes to the Plan to recognize the importance of the range of water based recreational activities within the Central Waterfront be adopted. Site specific concerns, however, related to particular design issues should be dealt with in the precinct implementation work.

5. *Response to issues raised respecting “The Docks”*

Discussions with representatives of “The Docks” have confirmed that the current policies of the Plan should not negatively impact existing operations of these entertainment facilities. While there have been outstanding issues related to these uses, the resolution of these issues is not impacted by the approval of the Secondary Plan.

6. *Response to Achieving a 71% Non-Auto Modal Split*

As noted in previous discussion respecting the issue of future transportation modal splits, aggressive objectives have been applied and tested as part of the Central Waterfront transportation analyses and research, as well as in consultation with TTC and GO Transit.

The objective of a 71% non-auto modal split is consistent with principles applied in the Secondary Plan and the recently approved Official Plan. It is also based on what appears to be realistically achievable as a reasonable extension throughout the waterfront of travel patterns already demonstrated within the most successful parts of the City’s Central Area, including the “Kings” and existing Harbourfront areas. These areas currently have peak period, non-auto modal splits as high as 66 percent. This increases up to 81 percent when considering trips within the Central Area only. These characteristics clearly demonstrate the potential that can be achieved across the waterfront by applying the principles contained in the Plan including most importantly, the “transit first” initiative.

One of the key waterfront transportation initiatives is the “transit first” strategy. This will require a staged implementation schedule and accompanying financial plan for the construction and operation of transit facilities in advance of and in parallel with significant waterfront development. This strategy will ensure that higher-order transit services are constructed at an early stage in the development process, and that the modal split objectives of the Plan are achieved from the outset.

Other initiatives can be introduced incrementally over time, subject to enabling legislation, funding programmes/commitments and continuing advances in technology. These are likely to include, for example, innovative programs and initiatives related to cycling and walking (e.g. freebikes, “ebikes”, pedestrian design and amenity), goods movement, sustainable transportation and integration of land use and transportation.

Conclusions:

The attached Appendix A details minor amendments to the statutory text and maps of the proposed Central Waterfront Secondary Plan “Making Waves”. These changes are intended to address specific concerns identified in both the submissions by the deputants, as well as in discussions with the representatives of various land owners and businesses in the area. While it is recognized that these amendments may not fully respond to the detailed concerns identified by all of the deputants, the amendments should significantly narrow the range of concerns identified in presentations to the Planning and Transportation Committee.

The approval of the amended, proposed Secondary Plan for the Central Waterfront will signal Council's endorsement of a bold plan to achieve significant long term improvements to the environmental and economic conditions at the heart of the City. This will also allow for continued public involvement in a new era of change and transformation to Toronto's Central Waterfront.

Contact:

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Attachment:

Appendix A: Revised "Making Waves" the Proposed Secondary Plan for the Central Waterfront

APPENDIX A

The Planning and Transportation Committee passed motions at its meeting on April 4, 2003 recommending various changes to the statutory text of the proposed Secondary Plan. Further to these motions and in response to the concerns noted above in this report, it is proposed that the following portions of existing text from the proposed Secondary Plan for the Central Waterfront "Making Waves" be amended as set out below in bold text. In addition, mapping changes are proposed (see attached Maps A-E) which would no longer show the lakefill in the Outer Harbour, a bridge over the eastern end of the Outer Harbour and water connections from the Ship Channel through the Outer Harbour to the Lake.

(Existing) B12_A NEW LAKE ONTARIO PARK

A new Lake Ontario Park will give Toronto a much enhanced continuous urban park system in the tradition of the city's great parks like High Park and Edwards Gardens. Extending from Clarke (Cherry) Beach to Balmy Beach, the new park will encompass a considerably improved North Shore Park, Tommy Thompson Park and the Base Lands, and will incorporate upgrades to the Martin Goodman/Waterfront Trail system in this area. Through judicious lakefilling, new parkland will be created south of the Ashbridges Bay Treatment Plant and on the shores of the Outer Harbour, subject to an environmental assessment. The parks will be designed to serve the diverse recreational needs of the emerging waterfront communities. The lakefilling will help stabilize the Lake Ontario shoreline, reduce siltation and establish new aquatic and terrestrial habitats. The requirements of recreational boating will continue to be met within the new park system.

(Proposed) B12_A NEW LAKE ONTARIO PARK

A new Lake Ontario Park will give Toronto a much enhanced continuous urban park system in the tradition of the city's great parks like High Park and Edwards Gardens. Extending from Clarke (Cherry) Beach to Balmy Beach, the new park will encompass a considerably

improved North Shore Park, Tommy Thompson Park and the Base Lands, and will incorporate upgrades to the Martin Goodman/Waterfront Trail system in this area. Through judicious lakefilling, new parkland may be created south of the Ashbridges Bay Treatment Plant and on the shores of the Outer Harbour, subject to an environmental assessment and taking into consideration comments from interested parties, including the recreational boating community. The parks will be designed to serve the diverse recreational needs of the emerging waterfront communities. The lakefilling will help stabilize the Lake Ontario shoreline, reduce siltation and establish new aquatic and terrestrial habitats. The requirements of recreational boating will continue to be met within the new park system.

(Existing) (P42) The Port Lands will be developed with new media and knowledge-based businesses and “green” industries in addition to maintaining their important role in the city’s economy as a location for downtown-serving and marine-related industries and the Port of Toronto. Large tracts of vacant land, the proximity to downtown, the existing base of film and new media activities, and strategic marketing and planning to attract these businesses will support the emergence of a convergence district in the Port Lands. Entertainment industries such as music, film and television production will operate alongside the communications, software development, biotechnology and publishing sectors.

(Proposed) (P42) The Port Lands will be developed with new media and knowledge-based businesses and “green” industries in addition to maintaining their important role in the city’s economy as a location for downtown-serving and marine-related industries and the Port of Toronto. Large tracts of vacant land, the proximity to downtown, the existing base of film and new media activities, and strategic marketing and planning to attract these businesses will support the emergence of a convergence district in the Port Lands. Entertainment industries such as music, film and television production will operate alongside the communications, software development, biotechnology and publishing sectors.

In the interim, until redevelopment proceeds, existing business operations will continue in the Port Lands. As redevelopment proceeds, Performance Standards may be established to ensure new and existing uses (which do not need to be relocated) can comfortably co-exist, without negatively impacting their operation. A relocation strategy will be developed to accommodate appropriate city-serving businesses that need to be close to the downtown as well as other businesses that are dependent on water/rail access.

(Existing) (P48) Boating opportunities will be expanded to draw city residents, workers and tourists to the waterfront.

(Proposed) (P48) Boating opportunities will be expanded to draw city residents, workers and tourists to the waterfront. The Central Waterfront offers an opportunity to provide internationally acclaimed boating facilities, particularly in the Outer Harbour. The design, location and viability of such facilities will be developed further in the Precinct Implementation Strategies, in consultation with the appropriate stakeholders.)

(A copy of Maps A to E, appended to the foregoing report are on file in the office of the City Clerk.)

(City Council also had before it, during consideration of the foregoing Clause, the following communication (April 10, 2003) from the General Secretary, Toronto Transit Commission:

At its meeting on Wednesday, April 9, 2003, the Commission had before it your communication dated April 4, 2003 advising that the Planning and Transportation Committee at its special meeting on April 4, 2003, directed that a copy of the report entitled, "Further Consolidated Report - Central Waterfront Secondary Plan 'Making Waves' ", be forwarded to the Toronto Transit Commission with a request that the Commission consider this report on April 9, 2003 and report, if necessary, to City Council for its meeting on April 14, 2003.

In response to the above request from the Planning and Transportation Committee, the Commission approved the following motions:

1. *Whereas, at its meeting of April 4, 2003 the Planning and Transportation Committee of the City of Toronto forwarded the Further Consolidated Report - Central Waterfront Secondary Plan to the Toronto Transit Commission for consideration and report, if necessary, to City Council for its meeting of April 14, 2003; and*

Whereas the success of the development of the Central Waterfront depends on achieving a high level of transit use, and the establishment of transit-oriented travel patterns from the outset of development; and

Whereas the Commission wants to enshrine this objective in the Plan to ensure that higher-order transit services are constructed at an early stage in the development process; and

Whereas TTC staff have worked jointly with City staff on an amendment to the plan to achieve this objective.

Therefore be it resolved that:

The Toronto Transit Commission requests Toronto City Council to amend the Central Waterfront Secondary Plan by adding to Section 5: Making it happen of the report the following:

- 2) *District-specific Transit Implementation Schedule Required Before Development Can Proceed*

Because of the area-wide, integrated, nature of developing an effective transit network, transit implementation must be managed on a broader area-planning basis. It cannot be managed effectively through precinct planning, or a sub-area planning process. To achieve the objectives of the Central Waterfront Plan, a high level of transit use is required in each of the four development areas, and it is essential that transit-oriented travel patterns be established from the outset. For this reason, the implementation of transit improvements will require a separate financial planning and approval process.

For each of the four development areas, a staged implementation schedule, and accompanying financial plan for the construction and operation of transit facilities, will be required before development can proceed in that development area. This will ensure that high-order transit services are constructed at an early stage in the development process and that the transit-oriented objectives of the plan are achieved from the outset.

2. *The TTC inform Council of its concerns regarding:*
 - i) *The lack of clarity regarding future tri-level funding responsibilities with respect to allocation of transit monies with the TWRC Business Plan;*
 - ii) *The lack of commitment regarding funding the \$600 million gap identified as a difference between City of Toronto identified transit needs of \$1.4 Billion over 30 years and the TWRC Business Plan;*
 - iii) *Concerns regarding the absence of itemized transit projects and phasing strategy necessary to properly support the build-out of precinct plans; and*
 - iv) *The need for a re-statement of protocols and consultation procedures necessary to protect and ensure the TTC's ability to apply good planning and due diligence.*
3. *That the Commission request the TWRC to ensure that the funds earmarked for transit are used to actually build transit at a very early stage in the proceedings.*

The foregoing is forwarded to City of Toronto Council for consideration at its meeting on Monday, April 14, 2003 in conjunction with Report 5, Clause 1 of the Planning and Transportation Committee.)

(City Council also had before it, during consideration of the foregoing Clause, communications from the following:

- (a) *(April 8, 2003) from Greg Bonser;*
- (b) *(April 11, 2003) from Brad Teichman, McCarthy Tetrault LLP, on behalf of the Canadian Pacific Express and Transport Ltd.;*
- (c) *(April 4, 2003) from John Carley, Co-Chair, Friends of the Spit;*
- (d) *(April 8, 2003) from Douglas Barrett, Executive Chairman, PS Production Services Ltd.; and*
- (e) *(April 14, 2003) from Carmen Costa, President and Chief Executive Officer, Harbour Remediation and Transfer Inc.)*

(Councillor Walker, at the meeting of Council held on April 14, 15 and 16, 2003, declared an interest in the foregoing Clause, in that he is one of the parties named in a litigation matter related to the Toronto Port Authority.)