

## Update on the Next Phase of Waterfront Revitalization

**Date:** June 27, 2022

**To:** Executive Committee

**From:** City Manager, Deputy City Manager, Infrastructure and Development Services, and Deputy City Manager, Corporate Services

**Wards:** All

### SUMMARY

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#### *Context and Introduction*

More than 20 years ago, the City, Province and Federal government jointly embarked on a project to make Toronto's waterfront a place of local, provincial and national pride. Together, the governments developed a vision for the future, wrote an action plan to realize the vision, and created an organization, Waterfront Toronto, to implement the vision, focused on the Central Waterfront, officially referred to as the Designated Waterfront Area (**Attachment 1, Figure 3**). Two major phases of tri-government investment, initiated in 2001 and 2016, have catalyzed public and private action. Broad public consultation has informed the designs of forward-thinking plans and projects. Today, the waterfront has been transformed; it continues to change daily through construction on the ground, through the development of new plans for the future, and as city life takes root across transformed neighbourhoods.

Toronto today is very different from the city in 2000 when City Council approved the original waterfront vision, *Our Toronto Waterfront* (Fung Report). In the context of a changing city and the progress of revitalization and flood protection on the waterfront, new areas are opening up to become the next candidates for transformation. It is therefore the right time to consider what the next phase looks like and how it will be funded.

With that in mind, in 2021, Council directed staff to reflect on the history of revitalization and renew the waterfront vision for the next generation. City staff have initiated a broad process of public consultation, stakeholder engagement and Indigenous engagement that will continue through 2022 and beyond. The first step has been to articulate four interconnected priorities that focus on the societal challenges that matter most today and to outline shared public objectives that should guide investments and project planning, design and implementation along the waterfront. The four priorities are:

- Strategic economic development;
- Truth, justice and reconciliation, including through Indigenous engagement;
- Equity, inclusion and access, including through housing; and,

- Climate resilience and sustainability.

These priorities will inform the continued transformation of Toronto's Designated Waterfront Area and assist in better coordinating investments across the Western and Eastern Waterfronts, from Etobicoke to Scarborough. A further description of the Western and Eastern Waterfronts can be found in the Comments section below and **Attachment 1**.

The City implements waterfront revitalization in a number of ways:

- Through the tri-government partnership and Waterfront Toronto, the corporation established by the three governments;
- Through the work of City Divisions, Corporations, and Agencies, as well as arm's length bodies, such as CreateTO, Exhibition Place, the TTC, the Toronto and Region Conservation Authority, etc.;
- By collaborating with Provincial Ministries and Federal Departments on various initiatives (i.e., transit initiatives, the Ontario Place Redevelopment, the Rouge National Urban Park, etc.), as well as their agencies (Infrastructure Ontario, Metrolinx, PortsToronto, etc.); and,
- By working with institutions, non-profits and community organizations (Harbourfront Centre, The Bentway, the Waterfront BIA, etc.).

### *This Report*

This report outlines the next steps for City officials in advancing intergovernmental discussions on a renewed vision and priorities for a further phase of waterfront revitalization.

This report addresses City Council direction, provided on November 9, 2021 (EX 27.6) for staff to: "Report to Executive Committee in the first quarter of 2022 with the results of the public consultation and stakeholder engagement process on a next phase of waterfront revitalization and a renewed waterfront vision that sets a path forward for what Toronto will achieve along its 43-kilometre waterfront, from Etobicoke to Scarborough, including anticipated economic development, reconciliation, social, equity and environmental outcomes."

This report:

- Details the results of public consultation and stakeholder engagement, as well as the Indigenous engagement that is in progress (**Attachment 2**);
- Provides a renewed vision for the next phase of waterfront revitalization (Comments section);
- Describes a call to action for innovation-led economic development on the waterfront (**Attachment 3**);
- Summarizes the status of discussions with Provincial and Federal staff on a further phase of waterfront revitalization;
- Outlines revitalization opportunities in the Designated Waterfront Area (Central Waterfront) and the Western and Eastern Waterfronts;

- Discusses implementation and governance in the Designated Waterfront Area (Central Waterfront) and the Western and Eastern Waterfronts; and,
- Outlines the next steps, culminating in a further staff report in Q3 of 2023.

### *From Vision to Projects to Community Life*

The emerging vision is outlined in the Comments section of this report. The vision reflects the results of the initial phase of public consultation and stakeholder engagement.

A related document on strategic economic development opportunities, *Igniting Innovation: A Call to Action for Innovation-led Economic Development on Toronto's Waterfront (Attachment 3)*, has been drafted with the assistance of a volunteer panel of expert advisers. Facilitated by KPMG, the volunteer panel advised City staff on opportunities to advance innovation as a strategic economic development component of the renewed vision.

Villiers Island represents the next opportunity for continued waterfront revitalization in the Designated Waterfront Area, and to create a new sustainable and complete community. Investments in infrastructure will advance the renewed vision's priorities and City policy objectives, such as affordable housing, by increasing the value of land owned by the City and CreateTO (the City's strategic real estate entity) and leveraging private sector investment.

Next phase projects could also include projects that complete waterfront revitalization in precincts already under development (such as the East Bayfront and Keating West), other areas in the Port Lands that connect to Villiers Island (e.g. McCleary District, Basin Media Hub), as well as projects in the Western and Eastern Waterfronts. Ultimately, realizing these opportunities will require a program of public investments similar to those made in previous phases of revitalization.

There is strong public interest in Toronto's Western and Eastern Waterfronts. City Divisions, Agencies and Corporations share this strong interest, demonstrated by their work on projects involving parks, natural heritage, active transportation, shoreline stabilization/resilience and connections to the city's river valleys and ravines.

Staff of the Toronto and Region Conservation Authority and City Divisions have successfully leveraged programs to advance waterfront projects along the wider waterfront, including through intergovernmental funding programs. However, a coordinated governance model is needed in the Western and Eastern Waterfronts, outside of the Designated Waterfront Area, where the Waterfront Toronto model has worked well.

Specifically, a Wider Waterfront Coordination Table will help organize projects and package them for funding, facilitate information-sharing and timely decision-making, coordinate design and delivery, promote input on project phasing and advancement, and build momentum for Provincial and Federal partnerships. The City's Waterfront Secretariat and the Toronto and Region Conversation Authority will co-chair this Table. Additional Table membership will include a range of City Divisions and City and external

Agencies. The Deputy City Manager, Infrastructure and Development Services will be the City's sponsoring/executive lead of this initiative, which is described further in the Comments section of this report.

A number of Provincial and Federal funding programs are well suited for the types of projects in the Western and Eastern Waterfronts typical of City Divisions and Agencies (parks, natural heritage, transit, active transportation and resilience). A key role for the Wider Waterfront Coordination Table will be to maintain, coordinate and prioritize projects for consideration by the Provincial and Federal governments to further the potential commitment to revitalization through relevant existing or new funding programs.

### *Towards a Next Phase*

The City, Waterfront Toronto, CreateTO and the Toronto and Region Conservation Authority will engage Provincial and Federal governments to explore options for funding an ambitious program for the next phase of waterfront revitalization projects. All orders of government face challenging economic pressures; however, waterfront revitalization has delivered significant economic, social and environmental benefits and could continue to do so well into the future. The benefits of waterfront revitalization go beyond leveraging and maximizing available investments, offering an opportunity to coordinate, align and effectively deliver on the priorities of all three orders of government.

Staff of the City, the Ontario Ministry of Infrastructure and Infrastructure Canada have been engaged in preliminary discussions on the next phase of waterfront revitalization. Further intergovernmental discussions are required to determine the scope of work and available funding. As they are interrelated, officials at the three orders of governments are also exploring options for extending Waterfront Toronto's 25 year mandate, which will otherwise expire in 2028.

City staff will continue these discussions with a view to reporting back to City Council in Q3 2023 with an update regarding Provincial and Federal interest. City staff will also report back with an implementation action plan, to be developed by the City, working with CreateTO and Waterfront Toronto, as well as the Toronto and Region Conservation Authority. City staff will, working with the City's Indigenous Affairs Office and the Provincial and Federal governments, engage Indigenous rights holders, including Treaty and Territorial Partners, and urban Indigenous communities on waterfront issues on a proactive and comprehensive basis.

## **RECOMMENDATIONS**

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The City Manager, Deputy City Manager, Infrastructure and Development Services and Deputy City Manager, Corporate Services recommend that:

1. City Council support, in principle, undertaking a further phase of waterfront revitalization that could be enabled through tri-government funding commitments and governance.

2. City Council endorse the following four interconnected priorities to guide a further phase of waterfront revitalization:

- Strategic economic development;
- Truth, justice and reconciliation, including through Indigenous engagement;
- Equity, inclusion and access, including through housing; and,
- Climate resilience and sustainability.

3. City Council request that the City Manager and Deputy City Manager, Infrastructure and Development Services report back in Q3 2023 with the results of intergovernmental discussions on a further phase of waterfront revitalization, and as appropriate, an implementation action plan.

4. City Council authorize City officials to pursue discussions with their Provincial and Federal counterparts on a further phase of waterfront revitalization.

5. City Council request that the City Manager work with the General Manager of Economic Development and Culture, as well as the CEOs of CreateTO, Waterfront Toronto and Toronto's creative, climate and life sciences innovation industries, on the next steps for advancing the recommendations in the report titled: *Igniting Innovation: A Call to Action for Innovation-led Economic Development on Toronto's Waterfront*.

6. City Council request that the Deputy City Manager, Infrastructure and Development Services, the Deputy City Manager, Community and Social Services, the Deputy City Manager, Corporate Services and the CEO of the Toronto and Region Conservation Authority actively pursue support for waterfront projects in the Western and Eastern Waterfronts with other orders of government, including the potential leveraging of existing and future government funding programs, coordinated through a Wider Waterfront Coordination Table.

7. City Council request that the Director, Waterfront Secretariat, working with the Director, Indigenous Affairs Office, undertake further engagement with:

- a. Indigenous rights holders and urban Indigenous communities on advancing the City of Toronto Reconciliation Action Plan 2022-2032 in relation to the implementation of the next phase of waterfront revitalization; and
- b. The public and stakeholders on the implementation of the next phase of waterfront revitalization.

## **FINANCIAL IMPACT**

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

The City's share of a further phase will be further described and analyzed in the further reports, as described above and below.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information outlined.

## **EQUITY IMPACT**

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Since the original *Our Toronto Waterfront* vision in 2000, the waterfront has been envisioned as a shared space that offers benefits for everyone's enjoyment. Affordable housing, environmental protection, public parks and facilities, and pedestrian, cycling and transit connections have been fundamental to waterfront projects from the beginning.

In the next phase of revitalization, the renewed vision emphasizes “equity, inclusion and access, including through housing,” by establishing it as one of four core priorities to guide investments and project planning, design and implementation.

To address this priority, there are opportunities to set and achieve higher goals in the integration of inclusive, connected and accessible public realm and amenities, climate resilient design and access to affordable housing, as well as entrepreneurship and employment initiatives.

The public and stakeholder engagement process for the next phase of waterfront revitalization includes outreach to people and organizations involved with social equity issues, those representing equity-deserving communities and those who have been historically underserved. Section 6 of this report identifies specific Council-approved equity-focused plans, such as the Confronting Anti-Black Racism Action plan, which can be advanced through the next phase of revitalization.

## **RECONCILIATION IMPACT**

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The waterfront has 12,000 years of history as an important place for Indigenous Peoples. This is evident in Toronto's name, derived from the word "Tkaranto," meaning "where there are trees in the water." The Don River and other waterways feeding into Lake Ontario hold historical and ongoing significance as providers of environmental benefits (plants, fish, birds, fauna, and animals), social benefits (gathering of communities for water, trade and social interaction) and economic benefits (transportation, power, food, source of water and trade among communities). The water and waterfront's historical, cultural and ongoing significance to Indigenous communities compels the City to take special care and engage in collaborative approaches to the next phase of waterfront revitalization.

The significance of the waterfront to the past, present and future of First Nations, Inuit and Métis communities was not meaningfully addressed in the original waterfront revitalization vision documents. This gap aims to be addressed through the renewed vision.

Through the approval of the City of Toronto's Reconciliation Action Plan 2022-2032, the City has committed to building meaningful and lasting partnerships with First Nations, Métis and Inuit communities and to advance actions to address truth, justice and

reconciliation. The renewed vision for the next phase proposes four interconnected priorities that will guide investments and project planning, design and implementation.

A core priority is “truth, justice and reconciliation, including through Indigenous engagement.” This priority can also inform how the other interrelated priorities are advanced – strategic economic development, climate resilience and sustainability, and equity, inclusion and access, including through housing. Examples of the types of projects that can achieve multiple priorities include the Anishnawbe Health Toronto Community Health Centre and the Miziwe Biik Training Institute, currently under construction, and the advancement of a portion of the 5,200 affordable rental housing units allocated to the Indigenous community in the HousingTO Community Action Plan 2020-2030. Opportunities to improve economic inclusion of Indigenous Treaty and Territorial partners, as well as urban Indigenous communities, will be explored through individual projects as well as the implementation process of the next phase of revitalization.

City staff are dedicated to supporting an Indigenous engagement partnership program focused on the renewed vision, which began in April and will continue to the end of 2022. This will inform a long-term approach to embed Indigenous engagement in the next phase of waterfront revitalization. Engagement on the next phase of revitalization will take a distinctions-based approach involving First Nations, Inuit and Métis communities. The First Nations focus will include Treaty and Territorial partners such as the Mississaugas of the Credit First Nation, Huron-Wendat Nation and Six Nations of the Grand River and urban Indigenous organizations and community leaders.

## **DECISION HISTORY**

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### **Our Toronto Waterfront: The Wave of the Future! (1999)**

The City of Toronto report unveiled a broad vision for renewing Toronto's 43-kilometre waterfront, making it one of the most dynamic waterfront areas in North America. It identifies the principles that shaped the vision for Toronto's waterfront over the ensuing two decades.

The report is available here:

[https://www.toronto.ca/wp-content/uploads/2017/11/9958-waterfront\\_pro.pdf](https://www.toronto.ca/wp-content/uploads/2017/11/9958-waterfront_pro.pdf)

### **Our Toronto Waterfront: Gateway to a New Canada (2000)**

The original overarching vision for Toronto's Central Waterfront, entitled *Our Toronto Waterfront: Gateway to the New Canada* was published by the Toronto Waterfront Revitalization Task Force in 2000. It is often referred to as the "Fung Report" after Task Force Chair Robert Fung. This directed more than two decades of public and private sector revitalization activities, resulting in foundational planning frameworks, city-shaping development and significant infrastructure projects.

The key elements of the original vision are:

- Making the water's edge an exciting, year-round public destination from Etobicoke to Scarborough;
- Reconnecting Toronto to its waterfront from a physical, economic and social point of view;
- The creation of dynamic new mixed-use waterfront neighbourhoods;
- The idea that waterfront revitalization can be used as a catalyst to enable economic growth while addressing socio-environmental challenges; and,
- The need for tri-government partnership investments through Waterfront Toronto to deliver on the extraordinary potential of waterfront revitalization.

The report is available here:

<https://www.toronto.ca/wp-content/uploads/2017/11/91f5-torontow.pdf>

### **Central Waterfront Secondary Plan (2003)**

At its meeting on April 16, 2003, City Council adopted the *Central Waterfront Secondary Plan* as an amendment to the former City of Toronto Official Plan. The Plan includes the Port Lands and sets out visions for naturalizing the mouth of the Don River, new parkland, road networks, and transit-oriented mixed-use communities therein.

The Plan identified four Core Principles to help operationalize the original waterfront revitalization vision. These principles are:

1. Removing Barriers/Making Connections
2. Building a Network of Spectacular Waterfront Parks and Public Spaces
3. Promoting a Clean and Green Environment
4. Creating Dynamic and Diverse New Communities

The City Council decision and staff report are available here:

<https://www.toronto.ca/legdocs/2003/agendas/council/cc030414/plt5rpt/cl001.pdf>

### **Waterfront Strategic Review (2015)**

At its meeting on July 7, 2015, City Council adopted the *Waterfront Strategic Review*, with recommendations to support, in principle, undertaking a second phase of waterfront revitalization supported by tri-government funding and governance. Four priority projects for this second phase were approved. The Mayor was asked to lead discussions with his Provincial and Federal counterparts to advance Port Lands Flood Protection, Waterfront Transit, municipal services and public realm projects.

The City Council decision and staff report are available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX7.6>

### **Port Lands (2017 and 2018)**

At its meeting on December 8, 2017, City Council adopted the *Port Lands Planning Initiatives – Final Report* and the *Port Lands Planning Framework*, endorsed the Villiers Island Precinct Plan, and included directions on changes to the Official Plan and further planning studies to be undertaken.



The City Council decision and staff report are available here:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG24.6>

As part of the 2018 Budget process, City Council adopted the report *Port Lands Flood Protection*. The report authorized the Deputy City Manager Cluster B, or his delegate, in consultation with the Acting Chief Financial Officer, to execute a Contribution Agreement with the Provincial and Federal governments and Waterfront Toronto for the \$1.25 billion Port Lands Flood Protection and Enabling Infrastructure project, based substantially on terms attached to the report.

The City Council decision and staff report are available here:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.BU41.1>

### **Next Phase of Waterfront Revitalization (2021)**

At its meeting on November 9, 2021, City Council adopted the report from the Deputy City Manager, Infrastructure and Development Services that provided a general update on Waterfront Revitalization, an outlook on the next phase and requested Council direction on certain transactional matters related to ongoing revitalization.

The City Council decision and staff report are available here:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.EX27.6>

### **Western Waterfront Master Plan Update (2022)**

The Western Waterfront Master Plan was approved by City Council in 2009 and was developed to provide a vision for the Western Waterfront, and to guide future decisions related to improvements to the public realm over the next few decades.

On December 2, 2021, the Infrastructure and Environment Committee requested that City staff prepare a status update report on progress of the Western Waterfront Master Plan (2009) and an indication of when and how the Plan will next be updated. An update report went to the Infrastructure and Environment Committee on May 11, 2022, providing an update on the progress made towards realizing the Western Waterfront Master Plan (WWMP) and next steps.

The Committee decisions and staff reports are available here:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.IE30.15>  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.IE26.20>  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.EX33.20>

### **Status Update on Achieving Additional Affordable Housing in Villiers Island (2022)**

City staff submitted a status update on achieving additional affordable housing in Villiers Island to the Planning and Housing Committee on May 31, 2022, which was deferred to the July 5<sup>th</sup> Committee meeting. The report outlines how the City of Toronto, CreateTO, and Waterfront Toronto staff are developing an affordable housing strategy that will

maximize housing options in Villiers Island to deliver a complete, sustainable, and mixed-use community.

The staff report is available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH34.7>

### **Advancing City Priority Transit Expansion Projects – Eglinton East Light Rail Transit and Waterfront East Light Rail Transit (2022)**

In 2018, City Council approved the Waterfront Transit Network Plan. In June 2022, City Council adopted the report *Advancing City Priority Transit Expansion Projects – Eglinton East Light Rail Transit and Waterfront East Light Rail Transit*. City Council requested a constructability review of the Union Station to Queens Quay Link and the Waterfront East LRT and requested a report in Q3 2023 on a recommended alignment and scope, an updated cost estimate and a funding, financing, and implementation strategy, including a phasing strategy.

The staff report is available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.EX33.2>

### **Aboriginal Affairs Advisory Committee (2022)**

At the Aboriginal Affairs Advisory Committee meeting on June 13, 2022, (deferred from May 18, 2022), a presentation on the Next Phase of Waterfront Revitalization and the Indigenous engagement process was delivered. Item AA18.2 was amended and a motion carried, with the Aboriginal Affairs Advisory Committee recommending that:

1. City Council reassert the Mission of the Reconciliation Action Plan which states that "The City will dedicate time, space, and money with the goal of Returning land to Indigenous governments, communities, collectives, and organizations" and further include that the mission of the Reconciliation Action Plan applies to agencies, boards and commissions, including Waterfront Toronto and CreateTO and should be a core consideration in redevelopment of all City-owned properties.

The Committee decision and presentation is available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.AA18.2>

## **COMMENTS**

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### **1. 2021 Next Phase of Waterfront Revitalization Report**

On November 9, 2021, City Council adopted the recommendations in the Next Phase of Waterfront Revitalization report. The report highlighted 20 years of success along the Designated Waterfront Area (Central Waterfront) and the ongoing implementation of waterfront projects by Waterfront Toronto, working with the three orders of government. A key recommendation included undertaking a public consultation and stakeholder engagement process in 2022 to provide input on a renewed vision that will set a path

forward for what Toronto could achieve along its 43-kilometre waterfront, from Etobicoke to Scarborough, including anticipated economic development, social equity and environmental outcomes.

The report also summarized the findings of the 2020 Waterfront Strategic Review Update, led by KPMG LLP, and outlined a pair of Consent requests from Waterfront Toronto that would increase the corporation's borrowing limit and enable the acceptance and issuance of tax receipts for charitable donations. Lastly, the report described areas of focus and an approvals process to guide the implementation of the work plan for the Port Lands and Villiers Island through the cooperative actions of the City, CreateTO and Waterfront Toronto.

## **2. Waterfront Revitalization Initiative Context**

Since the original waterfront revitalization vision was outlined in 2000, multiple evaluations and audits have noted that the work on the waterfront has been a success. Working together through a unique tri-government partnership and investment model, the three orders of government, through Waterfront Toronto, have delivered social, economic, public realm and environmental benefits. These benefits led to outcomes that are local, provincial and national in significance.

In 2000, the vision document *Our Toronto Waterfront: Gateway to a New Canada* identified the challenge that the urban waterfront had "extensive areas of abandoned land left behind by vacated industry, shipping and railways, and by the mid-20th century incursion of expressways." A new direction was set for the waterfront to become a "model to the world of how economic development, environmental protection and cultural and recreational growth can complement each other... [creating] a place to play, live and work."

This vision has been expanded over time through many comprehensive planning initiatives, informed by a public consultation process and input from numerous stakeholders. This includes the development of the Central Waterfront Secondary Plan, precinct plans and the Port Lands Planning Framework. These and other plans address significant issues, including land use, built form, public realm, affordable housing, sustainability, transportation, services, community infrastructure, environmental remediation, economic development and social equity to create interconnected, complete communities along the waterfront.

As these plans have been implemented, the city and its residents have been reconnected with the waterfront. Through Waterfront Toronto, government partners are building complete communities and streets, raising design standards through an environmental lens, providing new homes and affordable housing, employment opportunities, and parks, public realm and open spaces adjacent to downtown Toronto. New communities are woven into the mosaic of Toronto through new public realm initiatives as well as pedestrian, cycling and transit connections which break down the barriers that have historically separated the waterfront from the rest of the city. New transit investments, including the Ontario Line, will lay the foundation for further growth in the waterfront and provide space for high-quality jobs and a range of housing opportunities for the rapidly growing Greater Toronto and Hamilton region.

Waterfront revitalization continues to drive significant economic benefits and contribute to the priorities of all three orders of government. Waterfront Toronto's 2020/21 Integrated Annual Report stated that since inception, investments are estimated to have created 20,785 years of construction employment, 5,000 permanent jobs, added \$2.7 billion of economic activity into the Canadian economy, and generated almost \$1.1 billion in tax revenues (largely Provincial and Federal income taxes). These investments also triggered over \$13.2 billion of private sector investment in the waterfront.

Upcoming project investments over the following five years (2022 - 2026) were estimated in Waterfront Toronto's Rolling Five Year Strategic Plan to result in:

- 10,800 years of full-time employment during construction;
- 5,000 permanent jobs;
- \$373.0 million from tax revenue;
- \$1.1 billion in value-added to Canada's GDP; and,
- \$3.0 billion in private sector development.

There are significant opportunities for additional economic, social and cultural value and environmental benefits through further projects in the next phase of waterfront revitalization that leverage and maximize existing investments.

### **3. Indigenous Engagement and Partnerships**

Waterfront revitalization presents a generational opportunity to advance the City's commitment to truth, justice and reconciliation and build meaningful partnerships and opportunities with Indigenous communities, notably through implementing the recently approved *Reconciliation Action Plan 2022-2032*. Such opportunities include affordable housing, prosperity, economic development, access to land and water, place-keeping and place-making.

With the guidance of the Indigenous Affairs Office, the Waterfront Secretariat has retained an Indigenous engagement specialist, Johnston Research Inc. The engagement process is intended to convene critical conversations with Indigenous rights holders, Treaty and Territorial partners, organizations representing First Nations, Inuit and Métis Peoples and urban Indigenous community members living in Toronto, to inform the implementation of a renewed vision for waterfront revitalization.

The engagement sessions on the next phase of waterfront revitalization began in April 2022 and will continue throughout 2022. The first round of engagement sessions focuses on facilitating introductory meetings to exchange learnings and information about the past, present and future of waterfront revitalization, learn how to best engage communities, Elders and knowledge carriers, and discuss opportunities for the future vision to advance truth, justice and reconciliation with Indigenous Peoples.

The second round of engagement partnership sessions will focus on gathering input on the emerging vision, priorities and needs, potential projects and developing recommendations that address the ongoing role of Indigenous partners through the implementation of the next phase of waterfront revitalization. The engagement partnership program will be coordinated with the public consultation and stakeholder

engagement partnership process discussed in Section 5, and any additional consultations with the Audacity Panel discussed in Section 4.

To this point, City staff have spoken with:

- Mississaugas of the Credit First Nation;
- Huron-Wendat First Nation;
- Six Nations of the Grand River First Nation;
- Toronto Aboriginal Support Services Council (TASSC);
- ENAGB Indigenous Youth Agency; and,
- Toronto Indigenous Community Advisory Board (TICAB).

City staff have also reached out to the following First Nations, Inuit, Métis and urban Indigenous organizations to set up introductory meetings:

- Toronto & York Region Métis Council;
- Haudenosaunee Development Institute;
- Toronto Inuit Association;
- Anishnawbe Health Toronto;
- Anduyhaun;
- Native Canadian Centre of Toronto;
- Native Women's Resource Centre;
- 2-Spirited People of the First Nations; and,
- Miziwe Biik Employment and Training.

City staff also reported to the Aboriginal Affairs Advisory Committee on June 13, 2022, about the progress of the Indigenous engagement process and partnerships. A motion carried that recommended, “City Council reassert the Mission of the Reconciliation Action Plan which states that ‘The City will dedicate time, space, and money with the goal of Returning land to Indigenous governments, communities, collectives, and organizations’ and further include that the mission of the Reconciliation Action Plan applies to agencies, boards and commissions, including Waterfront Toronto and CreateTO and should be a core consideration in redevelopment of all City-owned properties.”

The City of Toronto’s Reconciliation Action Plan was approved unanimously by City Council in April 2022. The Reconciliation Action Plan is a 10-year strategy that provides the foundation for actions that the City of Toronto will take from 2022-2032 and beyond to achieve truth, justice and reconciliation with Indigenous Peoples in Toronto. It is a shared responsibility. Every City Division has a role to play in building relationships, prioritizing and implementing actions and being accountable to Indigenous communities and City Council.

The key actions currently identified for exploration on the waterfront are listed in Section 7. Indigenous engagement and opportunities to advance these actions will inform the priorities and implementation of projects for the next phase of waterfront revitalization. The Reconciliation Action Plan specifically notes that the City will work with Provincial and Federal governments on matters of importance to Indigenous communities. Considering the significant Indigenous population in Toronto and the importance of water and land to Indigenous communities, intergovernmental partnerships are

necessary to deliver on Federal, Provincial and municipal commitments and outcomes related to truth, justice and reconciliation.

Indigenous engagement is an important component of a number of waterfront projects, including those led by City Planning, other City Divisions, such as Parks, Forestry & Recreation, and partner organizations like Toronto and Region Conservation Authority, CreateTO and Waterfront Toronto. The Waterfront Secretariat is coordinating across these project teams to share information and learnings, holding joint meetings where possible, and organizing processes that work best for communities.

Some examples of waterfront projects with ongoing or planned Indigenous engagement programs include the Toronto Island Master Plan, Port Lands Production, Interactive and Creative (PIC) Core Urban Design Guidelines, Leslie Lookout Park, Waterfront Toronto's Parliament Slip project and the Ontario government's Ontario Place Redevelopment initiative. Staff will be using an interdivisional approach to coordinate waterfront-related Indigenous engagement partnership development.

Through the 2022 budget cycle, Council has approved the creation of additional staff positions within the Indigenous Affairs Office to support this work, including one staff person specifically focused on Indigenous affairs on the waterfront and another on Indigenous engagement city-wide.

Waterfront Toronto also continues to be committed to ongoing engagement, relationship-building and partnerships with Treaty and Territorial partners, as well as urban Indigenous communities and organizations. In 2020, Waterfront Toronto and the Mississaugas of the Credit First Nation entered into a Memorandum of Understanding, which sets key objectives, including seeking economic and partnership opportunities and ensuring future waterfront revitalization acknowledges and celebrates Indigenous history, culture and ongoing presence in the area.

Since 2018, Waterfront Toronto and the Mississaugas of the Credit First Nation have implemented a Field Liaison Representative Agreement as part of the Port Lands Flood Protection project. This agreement enables the Mississaugas of the Credit First Nation to observe and actively participate in field monitoring activities on-site for archaeology and fisheries monitoring as Field Liaison Representatives. As part of the Port Lands Flood Protection project, Waterfront Toronto is also working with Indigenous placemaking consultants to facilitate engagement across Indigenous communities to better inform Port Lands Flood Protection public realm design.

### **3.1 What We Heard**

Select input from the Indigenous engagement process and discussions to date include:

- Seek ways to implement Indigenous-owned affordable housing and 'land back';
- Build relationships early and intentionally – pre-engagement is a good approach for strengthening trust, gauging interest and developing appropriate engagement processes;
- Create specific and distinct engagement opportunities for youth;

- Consider the specific significance and importance of water, especially to Indigenous women;
- Consider equitable economic investment opportunities and discuss with First Nations partners;
- Pursue tiered procurement processes that prioritize Indigenous businesses and/or social enterprises;
- Identify potential direct benefits of projects to First Nations, Inuit and Métis communities and be clear about the substantive questions/topics for input;
- Build accountability into projects with measurable goals, monitoring frameworks and report backs on Indigenous community impacts, benefits and barriers;
- Explore recreational, cultural and sustaining opportunities along the waterfront specifically for Indigenous communities (e.g., fishing);
- Ensure placekeeping, cultural heritage and commemoration initiatives include the history of all First Nations, Métis and Inuit Peoples;
- Needs and priorities need to be balanced carefully on the waterfront to protect the water, land and natural resources; and,
- Integrate the renewed vision priorities rather than discussing them in isolation, exploring strategic economic development, climate resilience and sustainability, and equity, inclusion and access through the lens of truth, justice and reconciliation, including Indigenous engagement.

#### 4. The Audacity Panel: An Expert Panel on Innovation

In March 2021, the City convened the Audacity Panel, a group of volunteer advisors to help the City and its partners think boldly about innovation-led economic development on Toronto's waterfront. Audacity Panel volunteers included experienced, senior-level representatives from key innovation industries.

The objective of the Audacity Panel was to help the City and its partners identify how waterfront revitalization can accelerate the growth of Toronto's innovation economy while addressing the four priorities identified in the renewed vision.

The Audacity Panel met four times from December 2021 through May 2022. Alongside the volunteers, each session included the City's Senior Leadership Team (the City Manager, Deputy City Managers, and Chief Financial Officer and Treasurer) and one or more guest speakers.

The Audacity Panel encouraged the City to take bold action on the waterfront by advancing a mission-driven approach to revitalization. Their work resulted in the development of *Igniting Innovation: A Call to Action for Innovation-led Economic Development on Toronto's Waterfront* (**Attachment 3**).

The Call to Action includes three ambitious missions, each focused on a fast-growing sector:

- Creative industries – Establish Toronto as a global leader in emerging media and entertainment technology by 2040;

- Life sciences – Discover and manufacture revolutionary life science innovations in Toronto by 2040; and
- Climate action – Build the world’s leading climate positive urban district by 2040.

Further described in **Attachment 3**, the three missions are multi-generational objectives that can start on the waterfront but scale across the city. They are meant to drive innovation by setting bold, inspirational objectives that help attract and develop the next generation of talent while contributing to big economic, social and environmental outcomes.

The Call to Action is a starting point for a new conversation about the economic development potential of the next phase of waterfront revitalization. It will be used to highlight the innovation-based economic opportunities on the waterfront to Provincial and Federal governments. City staff will also use the Call to Action to drive bold, ambitious development on the waterfront.

## 5. Public Consultation and Stakeholder Engagement

In December 2021, Waterfront Secretariat staff retained Dillon Consulting to support the planning, design and implementation of a public consultation and stakeholder engagement process to advance the next phase of waterfront revitalization. The primary objective of the process was to solicit feedback from a diversity of residents and organizations on a renewed vision for what Toronto could achieve along its 43-kilometre waterfront, from Etobicoke to Scarborough, including anticipated economic development, social equity and environmental outcomes. A key output of the process included identifying a renewed vision through shared priorities that will guide the future evolution of Toronto's waterfront. The City was assisted by staff of Waterfront Toronto, CreateTO and the Toronto and Region Conservation Authority. Provincial and Federal staff were observers at a number of the meetings.

Following the development and approval of a robust engagement plan, City staff hosted six themed stakeholder engagement meetings, three public meetings and four meetings with resident associations from February to March 2022. All meetings were hosted virtually through the Webex platform in compliance with pandemic-related public health measures. A project webpage ([www.toronto.ca/waterfrontNextPhase](http://www.toronto.ca/waterfrontNextPhase)) was launched on the City Planning website that included links to engagement materials such as presentation materials as well as a CheckMarket survey and Social PinPoint mapping activity. Feedback from the meetings, survey and Social PinPoint activity is summarized below.

More information about the engagement processes is available in **Attachment 2**.

### 5.1. What We Heard

#### *Support for Priority Outcomes*

Through the public and stakeholder engagement process, participants expressed strong support for the four proposed priority outcomes:



- Strategic economic development;
- Climate resilience and sustainability;
- Truth, justice and reconciliation, including through Indigenous engagement; and,
- Equity and inclusion, including through housing.

Participants also expressed the continued and specific relevance of accessibility, connectivity, affordable housing, green space, vibrant and inclusive public realm and complete communities.

Many participants agreed that the renewed vision should apply to the city-wide 43-kilometre waterfront, from Etobicoke to Scarborough. This will contribute to equitable experiences along the waterfront for all Torontonians. Participants also articulated that the City must be more deliberate about ensuring equitable social, environmental and economic benefits and outcomes in the wider waterfront in the next phase of revitalization. There was also general support for the tri-government model and, specifically, for Waterfront Toronto's role in implementing waterfront revitalization projects in the Designated Waterfront Area. When discussing projects in the Western and Eastern Waterfronts, some participants articulated the benefit of having an organizational lead that can coordinate plans and unify multiple stakeholders in order to effectively get projects supported and built.

### *Themes*

Key themes emerged, including:

#### Strategic economic development

- A desire for new destinations and tourist attractions across the wider waterfront;
- Support for fine-grain retail in new developments and the small businesses on local main streets;
- Make better use of underutilized spaces, like the Bentway, a new public space underneath the Gardiner Expressway;
- Continued support for waterfront industry, including film and the port;

#### Truth, justice and reconciliation, including through Indigenous engagement

- Broad public support for Indigenous engagement and advancing truth, justice and reconciliation;
- Inclusion of Indigenous leaders and communities in the process;
- Opportunities for Indigenous art, landmarks and signage to share Indigenous history;

#### Equity, inclusion and access, including through housing

- Importance of continuous public access and ownership of the waterfront
- Support for more affordable housing options along the waterfront;
- Improve transit, cycling and pedestrian connections and safe infrastructure to and across the waterfront;
- Continuous active transportation connections along the waterfront, especially in Etobicoke and Scarborough;

- Support for recreational boating, including infrastructure to support kayaking, canoeing and paddle boarding;

Climate resilience and sustainability

- Add more park and green spaces across the waterfront;
- Preserve the current green spaces, wildlife and natural amenities; and,
- Opportunities for urban farming on roofs and other underutilized spaces.

The full summary of public and stakeholder engagement results is available in **Attachment 2**.

## **5.2. Future Engagement**

The public consultation and stakeholder engagement process, in conjunction with the Indigenous engagement program, is the initial phase of a long-term engagement plan. The initial phase is gathering input on the renewed vision and discussing priorities identified for the next phase of waterfront revitalization. The further phase will address the implementation of the vision and its priorities. City staff, with the support of its waterfront partners, are proposing additional stakeholder engagement throughout the rest of 2022 and into 2023 and additional public meetings in early 2023. This program will be coordinated with the Indigenous engagement program discussed in Section 4. City staff will continue to report to the Executive Committee on the outcomes of this engagement in 2023.

In addition, City staff will continue to engage other Divisional staff in Parks, Forestry & Recreation, Heritage Planning and Corporate Real Estate Management to identify opportunities to convene waterfront related engagements with Indigenous partners.

## **6. Status of Discussions with Provincial and Federal staff on a Further Phase of Waterfront Revitalization**

Staff at the City, the Ontario Ministry of Infrastructure and Infrastructure Canada, have been engaged in preliminary discussions on a further phase of waterfront revitalization. Additional intergovernmental discussion is required on the scope and objectives of a potential further phase; on what funding might be available to support a potential further phase; and options for extending Waterfront Toronto's mandate/term to facilitate implementation in the Designated Waterfront Area. City staff will continue intergovernmental discussions with a view to reporting back by Q3 2023.

A report prepared by the Auditor General of Ontario in 2019, following a "value for money" audit of Waterfront Toronto, recommended that the organization should, to the greatest extent possible, work towards becoming a more self-sustaining organization with less reliance on government funding sources. In addressing this recommendation, Waterfront Toronto has developed a Fundraising Action Plan and is in the early stages of implementing a fundraising program. Therefore, it is anticipated that a more diverse revenue stream would support a next phase of waterfront revitalization.

## 7. A Renewed Vision for the Next Phase of Waterfront Revitalization

### *Renewed Waterfront Revitalization Vision*

Published in 2000, *Our Toronto Waterfront: Gateway to the New Canada* (Gateway Report) provided the original vision for Toronto's waterfront. The original vision and the Central Waterfront Secondary Plan's core principles successfully guided the last two decades of waterfront revitalization. They remain relevant and compelling but are no longer sufficient. While the original core principles focused on the built environment, the renewed vision identifies a new set of priorities that focus on today's urgent societal challenges. The next phase of waterfront revitalization will integrate both lenses in the planning, design and implementation of projects.

The four priorities of the renewed vision are:

1. Strategic economic development;
2. Truth, justice and reconciliation, including through Indigenous engagement;
3. Equity, inclusion and access, including through housing; and
4. Climate resilience and sustainability.

What is unchanged is the idea that waterfront revitalization offers a unique opportunity to address complex, often intersecting challenges. The opportunity is more immediate today than it was in 2000. The waterfront is distinct from other land and areas in the city. It connects the city, both east-west and north-south, bringing together natural heritage, parks and public realm, industrial and employment areas, residential areas and the downtown core. The city's significant natural heritage and infrastructure, including rivers, ravines and trails, are woven throughout the city across river valleys that feed into Lake Ontario, demonstrating the interconnected nature of the waterfront's health and quality.

Through much needed climate resilience and infrastructure projects, opportunities have opened up to achieve social, economic and environmental co-benefits. For example, with the anticipated completion of the Port Lands Flood Protection Project in 2024, this area allows the City and its partners to intentionally root original core principles and today's renewed vision priorities into the waterfront's foundation.

The renewed vision and priorities will guide the criteria for the next phase of waterfront revitalization projects, as well as the processes for engaging, collaborating, and designing, implementing and managing these projects, including informing future stages of projects currently underway. A description of each priority area is included below, along with corresponding guiding strategies, plans and approaches for applying these priorities to the waterfront and selected revitalization projects.

Recent (2022) Provincial and Federal budgets are an early indication that the priorities identified in the renewed vision are, in general terms and at a high level, aligned with the priorities of the other two governments. For example, the recent Provincial budget addressed themes that included: economic development and innovation; culture and creative industries; housing; health care and social services; and public transit and infrastructure. The recent Federal budget addressed themes that included: housing; reconciliation; innovation and economic development; and climate. City staff will work

with staff of Waterfront Toronto and CreateTO to research and make the case for how future waterfront projects are aligned with Provincial and Federal priorities.

### *Priority 1: Strategic Economic Development*

To date, waterfront revitalization has incorporated innovative approaches to city-building, and these approaches will continue to inform precinct planning for future waterfront neighbourhoods, communities and industrial areas. The renewed vision identifies specific economic opportunities that support post-pandemic recovery and deliver on economic, social and environmental outcomes.

An expanded Call to Action for advancing this priority outcome is described in **Attachment 3** *Igniting Innovation: A Call to Action for Innovation-led Economic Development on Toronto's Waterfront*. This identifies economic development opportunities in three areas: creative industries, life sciences and climate action.

Existing City of Toronto plans and strategies provide further guidance to complement this Call to Action. These include:

- The City Manager's report on the Toronto's Office of Recovery and Rebuild's (TORR) COVID-19: Impacts and Opportunities;
- The City's Corporate Strategic Plan;
- Toronto's Downtown Secondary Plan;
- Establishing Strategic Priorities for Cultural Investment (2020-2024);
- Spotlight on Toronto: A Strategic Action Plan for the Film, Television and Digital Media Industry; and,
- Port Lands Production, Interactive, and Creative (PIC) Core Urban Design Guidelines.

The City of Toronto's Office of Recovery and Rebuild's (TORR) COVID-19: Impacts and Opportunities report raises the need for intergovernmental funding to address larger challenges accelerated by the pandemic. Through public engagement meetings, similar thematic priorities (e.g., climate and equity) were identified as important lenses for recovery and rebuild projects and decision-making at the City. At the intersection of economic development and equity, the TORR report recommends:

- Maximizing community benefits, job creation and decent work conditions;
- Increasing climate resilience and accelerating Toronto's transition to a sustainable and low-carbon economy; and
- Ensuring gentrification is not a priority of rebuilding.

The TORR report findings have been drawn from by the City Manager and City staff to advance the waterfront vision in the context of recovery.

In 2014, City Council recognized that downtown growth was outpacing the City's ability to secure necessary supporting infrastructure. In response, Council initiated the TOcore study to develop the Downtown Secondary Plan. According to the study, downtown accounts for only 3 percent of Toronto's land area, yet it makes up 40 percent of the

non-residential gross floor area, 38 percent of the residential units proposed in the entire city and is Canada's largest employment cluster with over 500,000 jobs.

According to projections prepared by City Planning, by 2041, the downtown population could nearly double. Its economic potential could reach 915,000 jobs when combined with the two neighbouring areas of Liberty Village and South of Eastern. Between 2016 and 2021, Statistics Canada found that downtown Toronto's population already grew by 16 percent, accounting for 61 percent of the city's population growth.

The Downtown Secondary Plan established a 25-year vision that set the direction for the city centre as the cultural, civic, retail and economic heart of Toronto and as a great place to live. For the most part, the Downtown Plan does not apply to land already subject to the Central Waterfront Secondary Plan. The two secondary plans complement each other, and a key aspect of the next phase of waterfront revitalization will be to support the prosperity and liveability of the downtown, including by ensuring there is space for businesses to grow.

Toronto's Discovery District, a 2.5km downtown research park and health innovation hub, represents Canada's largest concentration of hospitals, research institutes, business incubators and venture capital organizations. Here, entrepreneurs are building Canada's next generation of growth companies and advancing solutions to societal, environmental and economic issues. For these life science innovators, along with those in the climate and creative sectors, to continue to grow, identify solutions and offer economic opportunities, more physical space is required. This is where parts of Toronto's waterfront play a role. Space in select areas of underused land along the waterfront provides an opportunity to enable these innovation-focused institutions (including the city's teaching and research hospitals, as well as its universities, colleges and public libraries), to expand and continue their work as economic drivers and life science, climate and creative industry leaders.

The strategic economic development initiatives described above are not meant to be implemented at the expense of traditional industrial sectors in the waterfront, especially in the Port Lands. The City will continue to work with Port Area industries, including those who utilize Great Lakes shipping to deliver bulk cargo such as sugar, salt, cement and aggregates. Ongoing broader consultation with the Toronto Industrial Network and related businesses, will be managed through the Port Industries Liaison Committee; the committee's mandate is to provide a forum for dialogue among industries and the City of Toronto, CreateTO, Waterfront Toronto, and PortsToronto on economic development, redevelopment and revitalization issues that impact industrial uses and port operations in the Port Lands.

The following section discusses how the City's strategies will prioritize reconciliation, equity and climate to ensure that economic development along the waterfront benefits communities who have been historically underserved and marginalized.

### *Priority 2: Truth, Justice and Reconciliation, including through Indigenous engagement*

Truth, justice, reconciliation and meaningful Indigenous engagement is a priority for the renewed vision and next phase of waterfront revitalization. Indigenous engagement and

relationship building is central to this work. Pre-engagement has begun with Indigenous rights holders, Treaty and Territorial partners such as the Mississaugas of the Credit First Nation, organizations representing First Nations, Inuit and Métis, and urban Indigenous community members living in Toronto. This engagement, facilitated by an Indigenous engagement consultant, lays the groundwork for continuous engagement on the vision's priorities, potential projects and opportunities for advancing the Reconciliation Action Plan through the next phase of waterfront revitalization.

This priority will be advanced through implementing actions identified in the Reconciliation Action Plan, including building relationships and partnerships and improving Indigenous engagement processes. This includes:

- Better coordinating engagement processes across the City;
- Sharing input to build on the knowledge provided;
- Hiring Indigenous staff;
- Learning about and integrating Indigenous ceremonies and practices to respect the water and shoreline of Lake Ontario; and,
- Incorporating lessons from existing Indigenous engagement circles and processes at the City.

In addition to better understanding how to engage with Indigenous communities in a manner that respects the Seven Grandfather Teaching, the following Reconciliation Action Plan actions, where they connect to the waterfront, will be discussed throughout the Indigenous engagement and partnerships process.

- **Actions to Restore Truth**
  - Enhance Indigenous Education
- **Actions to Right Relations and Share Power**
  - Improve Relationships with Indigenous Organizations and Collectives
  - Improve Relationships with Treaty and Territorial Partners
  - Enhance Indigenous Civic Engagement
  - Advocate for Indigenous Peoples to Provincial and Federal Governments
- **Actions for Justice**
  - Promote Prosperity
  - Support Indigenous Health and Well-being
  - Increase Access to Affordable Housing
  - Support Indigenous Placekeeping
  - Celebrate Indigenous Arts and Culture
  - Support the Revitalization of Indigenous Languages
  - Improve Access to Traditional Foods and Medicines
  - Return Land and Stewardship Rights
- **Actions to Make Financial Reparations**
  - Improve Indigenous Economic Development
  - Establish a Commitment to Reconciliation with Businesses and Organizations

Advancing truth, justice and reconciliation, will include identifying opportunities to implement existing and in-progress City initiatives such as the Housing Secretariat initiative; "Supporting the Creation of 5,200 Affordable Rental Homes 'For Indigenous, By Indigenous' in Partnership with Miziwe Biik Development Corporation."

Other topics that First Nations, Inuit, Métis and urban Indigenous communities raise will be discussed and considered in the planning, design and implementation stages of the next phase of waterfront revitalization.

*Priority 3: Equity, Inclusion and Access, including through housing*

The renewed vision provides the opportunity to create a more inclusive waterfront in alignment with City strategies that advance equitable outcomes related to affordable housing, accessible design, racial equity, pedestrian and cycling connections, transit infrastructure and community services. The next phase of waterfront revitalization could be used to ensure that City services, spaces and programs along the entire waterfront continue to be inclusive and accessible to all Torontonians.

As the Toronto Office of Recovery and Rebuild 2020 report states, "Toronto's many existing equity-related strategies and action plans can serve as anchors for Toronto's equitable recovery." Opportunity reviews and discussions about advancing these plans and strategies are underway, including:

- Confronting Anti-Black Racism Action Plan;
- HousingTO 2020-2030 Action Plan;
- TOProsperity: Toronto's Poverty Reduction Strategy;
- Seniors Strategy 2.0;
- Multi-Year Accessibility Plan 2020-2024; and,
- Marine Use Strategy.

A key equity concern in Toronto is the availability and accessibility of affordable housing. Affordable housing is an essential component of existing and ongoing waterfront projects, including:

- West Don Lands;
- East Bayfront;
- Quayside;
- Villiers Island; and,
- Other waterfront precincts.

The Council-adopted Port Lands Planning Framework provides direction in Section 4.5.8. for Waterfront Toronto to "investigate opportunities to achieve additional affordable housing in Villiers Island, over and above the minimum requirements in this Framework, potentially in the form of co-operative housing, rent-geared-to-income housing and mid-range rental housing, addressing the financial resources required and potential sources of financial support (p. 220)."

In line with this direction, the City is exploring opportunities for affordable housing targets closely aligned with the Housing Now program. City Planning is also scheduled to present a status update to the Planning and Housing Committee on the work underway to achieve additional affordable housing in Villiers Island.

Finally, in public consultations, the City repeatedly heard that the waterfront must provide direct, safe and accessible connections both north-south and east-west across the city. Many people walk, cycle and take other modes of active transit along the 56-kilometre-long Martin Goodman Trail and the connecting trails in the city's river valleys and ravines. However, there are greater opportunities for promoting active transportation, including creating additional cycling and walking paths and networks and removing barriers to improve connectivity. This work is guided by the Cycling Network Ten Year Plan 2016-2025, the Toronto Multi-use Trail Design Guidelines, the Ravine Strategy and the Pedestrian Cycling Connectivity Study, which explores improvements to rail corridor underpasses at Jarvis, Sherbourne, Parliament and Cherry Streets. Related, there is strong interest in paddling activity along the waterfront and a demand for additional facilities and access to the water.

#### *Priority 4: Climate Resilience and Sustainability*

The renewed vision embeds climate resilience and TransformTO greenhouse gas reduction targets into infrastructure projects (i.e. transit, flood protection) and sets a precedent for climate-positive design. Ongoing precinct development will advance climate positive design and aquatic habitat restoration while advancing public realm improvements and demonstrating how climate resilient initiatives can flourish along Toronto's waterfront.

As a member of the international Resilient Cities Network, the City created its first Resilience Strategy in 2018, which identified flood resilience as a priority action. Providing flood protection for the Port Lands was also identified as a top priority by all three orders of government when they first established Waterfront Toronto in 2001. The Port Lands Flood Protection project demonstrates how the tri-government partnership enables investment in climate resilience. Simultaneously, this project enables the foundations for a new urban island neighbourhood, Villiers Island, more waterfront access, improved dockwalls and natural habitats and wetlands in the area.

Toronto's TransformTO Net Zero Strategy identifies homes and buildings as the primary sources of the city's greenhouse gas emissions. Therefore, it is necessary that new developments along the waterfront be designed to achieve the City's net zero goals by 2040. The Toronto Green Standard supports the City's net zero goal by providing sustainable design and performance requirements for new private and city-owned developments. Waterfront Toronto and the City continue working together to create sustainable neighbourhoods that go above and beyond the Toronto Green Standards to help further the City's net zero objectives. Plans for Quayside and Villiers Island provide direction towards innovative models of zero carbon and climate positive neighbourhoods, respectfully, which demonstrate sustainable and inclusive design.

Waterfront Toronto is also committed to making the city's waterfront a national and global model for sustainability and resilience, using two core documents to ensure the



delivery of green and resilient communities along the waterfront: *The Waterfront Toronto Resilience and Innovation Framework for Sustainability* and the *Green Building Requirements*. By raising the bar on innovative climate and sustainability standards, Waterfront Toronto is advancing the City's policy goals through its internal processes, policies and frameworks. Waterfront Toronto works closely with City Divisions and partners to create accessible parks, public realm and green space and preserve and enhance natural features and heritage. This work contributes to climate resilience, sustainability and the quality of life and wellbeing of Torontonians.

A variety of other City of Toronto documents guide this work, including the:

- Parkland Strategy;
- Biodiversity Strategy;
- Tree Canopy Study;
- Ravine Strategy;
- Toronto and Region Conservation Authority's Trail Strategy;
- Marine Use Strategy; and,
- Green Infrastructure Design and Construction Standard.

Through public and stakeholders consultations, the City heard clearly that the waterfront serves as a place to explore and enjoy nature, gather and connect, engage in cultural and ceremonial practices and provide habitats for plants and animals. The Western and Eastern Waterfronts provide opportunities to create connections between existing green space and enhance natural heritage and shoreline resilience. This includes ongoing projects like the Scarborough Waterfront Project, Rouge Beach Improvement Project, Humber Bay Park Master Plan, Mimico Waterfront Park and "windows on the lake" parkettes at road ends.

### *Fulfilling the Renewed Vision along Toronto's Wider Waterfront*

While waterfront revitalization has historically focused on the Designated Waterfront Area (Central Waterfront), there was consensus that the renewed vision for the next phase of waterfront revitalization must consider the wider 43-kilometre waterfront, specifically including the Western and Eastern Waterfronts. This could provide the opportunity to broaden horizons to address complex issues, expand partnerships, and ensure that all residents experience benefits along Toronto's waterfront.

The wider waterfront includes the:

- Western Waterfront;
- Designated Waterfront Area (Central Waterfront);
- Eastern Waterfront; and,
- The Toronto Islands

While, the Toronto Islands are a part of the wider waterfront geography, they are a City responsibility and projects are largely organized independently from the waterfront revitalization initiative. The City's Parks, Forestry & Recreation Division is currently undertaking comprehensive planning for the Island through the development of the Toronto Island Park Master Plan. The Toronto and Region Conservation Authority has

also undertaken flood mitigation, habitat restoration and shoreline stabilization projects, working with the City.

Maps and descriptions of the waterfront areas are provided in **Attachment 1**.

## **8. Fulfilling the Renewed Vision in the Designated Waterfront Area**

This section outlines a) project types and b) governance and implementation assumptions for the proposed next phase of waterfront revitalization work in the Designated Waterfront Area.

### **8.1. Project Types in the Designated Waterfront Area**

#### *Introduction*

This section outlines the types of projects that staff would recommend for a further phase of waterfront revitalization in the Designated Waterfront Area (Central Waterfront), in line with the renewed vision and priorities.

The first phase of waterfront revitalization focused on establishing communities in the West Don Lands and East Bayfront, as well as the build-out of other areas of the Central Waterfront. The projects, which achieved significant sustainability targets and design excellence, focused on environmental remediation, flood protection, servicing, affordable housing, active transportation, parks and public realm, community services and private sector development. Precinct Plans guided the development of these complete communities. The plans were developed following comprehensive planning informed by a robust public consultation process and input from many stakeholders.

The second phase of waterfront revitalization focused on Port Lands Flood Protection. Toronto's Port Lands area sits within a floodplain and could not be revitalized without investing in flood protection. As a result, flood protection for the Port Lands was a top priority by all three orders of government when waterfront revitalization began in 2001. In 2017, the City, Province, and Federal governments committed \$1.25 billion to the Port Lands Flood Protection project.

Villiers Island represents the next opportunity for continued waterfront revitalization in the Designated Waterfront Area, and to create a new sustainable and complete community. Investments in infrastructure will advance the renewed vision's priorities and City policy objectives, such as affordable housing, by increasing the value of land owned by the City and CreateTO (the City's strategic real estate entity) and leveraging private sector investment.

Next phase projects could also include projects that complete waterfront revitalization in precincts already under development (such as the East Bayfront and Keating West), other areas in the Port Lands that connect to Villiers Island (e.g. McCleary District, Basin Media Hub), as well as projects in the Western and Eastern Waterfronts. Ultimately, realizing these opportunities will require a program of public investments similar to those made in previous phases of revitalization.

## *Affordable Housing*

City Council has taken urgent action to provide more affordable rental housing in Toronto:

- In December 2019, City Council adopted the "HousingTO 2020-2030 Action Plan" to guide the City's efforts to address housing and homelessness needs over the next ten years;
- In January 2019, City Council approved the Housing Now Initiative to use City-owned lands to support affordable rental housing development within transit-oriented, mixed-income, mixed-use, complete communities; and,
- In August 2020, City Council adopted the "Housing and People Action Plan." The plan identified immediate actions to accelerate and expand funding and the supply of rental housing through policy and financial tools.

The City, CreateTO, and Waterfront Toronto are committed to responding to the urgent priorities identified in these Action Plans. The City, CreateTO, and Waterfront Toronto are developing strategies consistent with the existing planning framework and Precinct Plans to maximize housing options in precincts and deliver complete communities that provide a diverse range of homes for Torontonians and allows people to thrive.

Given the urgency and focus on affordable housing, City staff submitted a status update on achieving additional affordable housing in Villiers Island to the Planning and Housing Committee on May 31, 2022, which was deferred to the July 5<sup>th</sup> Committee meeting. The report outlines how the City of Toronto, CreateTO, and Waterfront Toronto staff are developing an affordable housing strategy that will maximize housing options in Villiers Island to deliver a complete, sustainable, and mixed-use community. The affordable housing strategy for Villiers Island will include a minimum of 20% and a target of 30% affordable rental homes on public lands, secured for 99 years or longer, aligned with the City's new income-based definition of affordability.

## *Waterfront Transit Network*

In 2018, Toronto City Council approved the Waterfront Transit Network plan, stretching from Long Branch in the west to Woodbine Avenue in the east. Preliminary design and engineering work is underway to extend the existing Waterfront LRT east to the Port Lands. This will involve upgrading the connection between Union Station and Queens Quay, extending the LRT along Queens Quay East and running along the realigned Cherry Street.

In June 2022, City Council adopted the report *Advancing City Priority Transit Expansion Projects – Eglinton East Light Rail Transit and Waterfront East Light Rail Transit*. City Council requested a constructability review of the Union Station to Queens Quay Link and the Waterfront East LRT and requested a report in Q3 2023 on a recommended alignment and scope, an updated cost estimate and a funding, financing, and implementation strategy, including a phasing strategy.

By providing high-quality transit service, the Waterfront East LRT will help unlock the redevelopment of publicly owned lands and build upon the history of success on

Queens Quay West. This project will add another critical component to the overall Waterfront Transit Network, improve transit accessibility and better connect the existing and planned mixed-use communities along the East Bayfront, Quayside, Villiers Island, and the Port Lands to the rest of the city. Expanded transit access contributes to advancing the “equity, inclusion and access” priority of the renewed vision for the next phase of waterfront revitalization.

Advancing the broader development strategy for Villiers Island provides an opportunity to advance a segment of the LRT along Cherry Street. Higher order transit service is a crucial element of enabling infrastructure to unlock the development of this waterfront area.

### *Villiers Island*

In 2017, City Council approved the Villiers Island Precinct Plan, setting the vision, planning principles and public policy goals for the community. The Precinct Plan, the Port Lands Flood Protection and Enabling Infrastructure project and the Planning Framework set the stage for transforming the most significant undeveloped area remaining in Toronto.

Guided by the Villiers Island Precinct Plan, the City, CreateTO and Waterfront Toronto are developing an implementation plan to achieve the following objectives in Villiers Island:

- Deliver Canada's first climate positive neighbourhood;
- Drive new economic growth and create a regional destination;
- Create a community that is truly affordable and accessible to all; and,
- Produce a nationally significant network of parks and public realm.

Apart from affordable housing and transit, discussed above, key projects that would support the implementation of the Villiers Island Precinct Plan include:

- **Municipal infrastructure** will furnish stormwater management, water and wastewater systems, and a new fine-grain street network to support transit, walking and cycling to and within the Island;
- **Community infrastructure** will provide enhanced local services and facilities in Villiers Island and the Port Lands, such as a community recreation facility, public elementary school, childcare facilities, community agency space and a new fire station;
- **Parks and public realm** will provide different opportunities for people to enjoy the waterfront and the varied river, channel and lakefront edges, including opportunities for marine uses, including additional facilities and access for paddling and related activities; and,
- **Cultural** and catalytic sites will draw people and interest from across the city and country and contribute to economic development and tourism. Opportunities could include event spaces, cultural centres, institutional/civic organizations or community

hubs. The catalytic use building will be integrated with Promontory Park and designed to showcase views of the Inner Harbour.

City staff targeted an update in Q3 2022 with recommendations related to business and implementation planning for the Villiers Island Precinct. The work is well underway, however additional effort is required. The City, Waterfront Toronto, and CreateTO are currently undertaking a range of technical studies to inform the planning and implementation work for Villiers Island. This work includes:

- Further intergovernmental discussion on the project scope and the funding that might be available;
- Advancing development, public realm and open space concepts, phasing plans, and infrastructure design; and
- Preparing a zoning-by-law.

Staff will report comprehensively to Executive Committee in the Q3 of 2023 on business and implementation planning work and an affordable housing strategy for the Villiers Island Precinct.

#### *The Port Lands, Beyond Villiers Island*

In addition to advancing plans for Villiers Island, various ongoing or planned initiatives are underway elsewhere in the Port Lands. These initiatives are guided by the vision in the Port Lands Planning Framework. They include the following:

- Advancing infrastructure plans for transportation, water, wastewater, stormwater and energy-related service planning;
- Undertaking planning and executing the delivery of the priority parks and public realm projects identified in the Planning Framework;
- Making enhancements to the parks and rivers that the Port Land Flood Protection project is delivering. This includes parks, facilities, and natural habitat improvements;
- Completing the Production, Interactive and Creative (PIC) Core Urban Design Guidelines, as well as modernized zoning, which will inform and support film, media and creative industry development and expansion in Media City and Turning Basin Districts; and,
- Expanding the opportunity for new higher density employment uses in the South Port precinct, while preserving critical port functions consistent with changes to the zoning by-law adopted by Council in 2019.

## **8.2. Implementation and Governance in the Designated Waterfront Area**

### *Roles and Responsibilities*

City staff will report in Q3 of 2023 on Provincial and Federal interest in a further phase of waterfront revitalization. Should this occur, City staff will also report back with an implementation action plan. The details of this implementation action plan will depend on the scope of the proposed further phase and tri-government funding discussions.

### *The Role of the City*

Many City Divisions and Agencies play a role in waterfront revitalization. This is because of the City's role as a land owner, owner/operator of municipal infrastructure and regulator (particularly with respect to *Planning Act* matters).

The City's Waterfront Secretariat, housed within the City Planning Division, leads the Toronto Waterfront Revitalization Initiative on behalf of the City of Toronto, ensuring it is planned and implemented according to City priorities, timelines and agreements. Due to the tri-governmental nature of waterfront revitalization, the Waterfront Secretariat coordinates with parallel Secretariats in the Provincial and Federal governments, including through staff level contacts, the executive-level Toronto Waterfront Revitalization Initiative Intergovernmental Steering Committee (IGSC) and a director-level Tri-Government Working Group (TWG).

The Secretariat is the primary City liaison with Waterfront Toronto, with staff of both organizations working cooperatively on a daily basis to advance projects in the Designated Waterfront Area. The Secretariat also provides a "one window" approach for other organizations working with City staff on projects related to waterfront revitalization, including CreateTO, the Toronto and Region Conservation Authority, Metrolinx, PortsToronto and the TTC.

### *The Role of CreateTO*

Established in 2018, CreateTO is the City of Toronto's real estate agency and a catalyst for city building. The agency manages the City's real estate portfolio, develops City buildings and lands for municipal purposes and delivers client-focused real estate solutions to City Divisions, agencies and corporations.

For the first time, Toronto has a single agency with the mandate to take a strategic, whole of government and city-wide approach towards delivering real estate services. CreateTO has a diverse portfolio of development projects, including affordable housing, transit-oriented developments, municipal uses, parks and heritage development.

Effective January 1, 2018, CreateTO took on management responsibilities for two City corporations, Build Toronto Inc. ("Build Toronto") and Toronto Port Lands Company "TPLC"), known legally as Toronto Economic Development Corporation. TPLC is the largest landowner in the Port Lands.

In the Port Lands, CreateTO is responsible for development, leasing, environmental monitoring and asset/land management activities for land under TPLC ownership or control. CreateTO works closely with the City of Toronto to accelerate economic growth and job creation, as well as create new public realm areas in the Port Lands. As the City's strategic real estate entity, CreateTO coordinates with a number of City Divisions, agencies and government bodies.

### *The Role of Waterfront Toronto*

In November 2001, the three orders of government established Waterfront Toronto to oversee all aspects of the planning and development of Toronto's Central Waterfront,

formally described as the Designated Waterfront Area. A map of the Designated Waterfront Area is included in **Attachment 1**.

The three government partners appoint members to Waterfront Toronto's Board of Directors and provide direction and oversight as appropriate via staff level Waterfront Secretariats within each government, and project specific governance structures. Many participants in public consultation meetings expressed appreciation for Waterfront Toronto's revitalization role and support for this role to continue. The renewed vision for the next phase of waterfront revitalization anticipates the continuation of Waterfront Toronto's role in the Designated Waterfront Area. The role of Waterfront Toronto in advancing waterfront revitalization was discussed extensively in the October 2021 next phase of waterfront revitalization staff report, including a summary of the findings of the 2020 Waterfront Strategic Review Update, a follow-up to a review undertaken in 2015.

Some highlights of these past reviews included:

- Waterfront Toronto's mandate and objectives were aligned with the three government's revitalization priorities over the 2015 to 2020 study period;
- The tri-government model — and the Waterfront Toronto model specifically — is an effective vehicle to deliver the three government's priorities on the waterfront; and,
- Waterfront Toronto has built confidence in the revitalization initiative, set a high design standard for the waterfront, and raised the property values of adjacent publicly and privately owned properties.

As noted in the October 2021 report, the Toronto Waterfront Revitalization Corporation Act, 2002 includes provisions for the wind-up of the corporation in 2028. If Waterfront Toronto is to continue beyond 2028, the government partners will need to work together to establish a plan to address Waterfront Toronto's future funding situation and legislative horizon within the next two years. Discussions on this issue are underway. An update will be included in the 2023 staff report.

### *Next Steps*

City staff are of the view that the high-level vision outlined above would, if realized, drive significant economic development, social and environmental outcomes for the city, province and country. The City, Waterfront Toronto and CreateTO will work with the Provincial and Federal governments to explore options for potential public investments in ambitious program of next phase of waterfront revitalization projects. City staff are well aware of the challenging economic pressures faced by all orders of government but are also aware of the significant economic benefits that waterfront revitalization has delivered and could continue to deliver in the future.

City staff will report back in Q3 2023 with an update regarding Provincial and Federal interest in an ambitious further phase of waterfront revitalization. City staff will also report back with an implementation action plan to be developed by the City, CreateTO and Waterfront Toronto; in doing so, City staff will engage directly with the Boards of CreateTO and Waterfront Toronto. The details of this implementation action plan will depend on the scope of work for the proposed further phase, as well as related tri-

government discussions and funding opportunities. It will also be informed by further phases of public, stakeholder and Indigenous engagement processes.

## **9. Fulfilling the Renewed Vision in the Western and Eastern Waterfronts**

This section outlines a) project types and b) the governance and implementation model for the proposed next phase of waterfront revitalization work in the Western and Eastern Waterfronts.

### **9.1. Project Types in the Western and Eastern Waterfronts**

The 2000 report *Our Toronto Waterfront* focused on revitalizing what became known as the Designated Waterfront Area, identifying this as an "Area of Change." This area was characterized by larger and catalytic city-building projects and was the primary focus of the last 20 years of revitalization.

The Western and Eastern Waterfronts are described in the original vision document as areas of "Protection" and "Enhancement," where the goal was "to enhance current green spaces, to increase public access to the waterfront, with public trails along the edge of the lake, and to improve the environment." While the Western and Eastern Waterfronts were recognized in the original vision, their equally important protection and enhancement projects have not advanced at the same rate as projects within the "Area of Change" over the last 20 years of revitalization.

Nonetheless, significant parks, trails, natural heritage and environmental resilience benefits are found along the Western and Eastern Waterfronts, making up expansive, cherished and interconnected natural assets. Natural infrastructure projects aim to protect, enhance and improve these natural assets and access their environmental, social and economic benefits. There are many important planned improvement projects and opportunities along this entire shoreline length – from shoreline protection to park improvements, to dockwall rehabilitation, to connecting trails, to infrastructure that supports paddling and other marine uses – that suffer from a lack of funding to address identified issues and which would benefit from a more coordinated approach to planning, funding and implementation.

These projects play an important role and unique opportunity in advancing key City objectives such as environmental protection and resilience, safe and equitable access to public recreation and open spaces, transportation options (active and public transportation), and quality of life programming. It is imperative that our next phase of waterfront revitalization include developing a strategic and coordinated approach that addresses the importance of continually investing in Western and Eastern Waterfront projects to ensure constant, consistent and equitable improvement across Toronto's entire waterfront.

The City and the Toronto and Region Conservation Authority are working together to advance several important Western and Eastern Waterfront initiatives including, the Humber Bay Park Master Plan and the Scarborough Waterfront East and West Projects. However, there is a priority need and shared benefit to developing a more



coordinated project delivery and governance model focused on advancing these worthwhile projects over the next 20 years of waterfront revitalization.

A number of Provincial and Federal funding programs are well suited for the types of projects in the Western and Eastern Waterfronts that are typical of City Divisions and Agencies (parks, natural heritage, transit, active transportation and resilience). For example, the Scarborough Waterfront Project can realize significant new recreational and habitat creation opportunities while protecting properties from erosion due to extreme weather events and changing climate, including high lake levels. There is a need for funding to be identified and agreements executed so that projects can be advanced to the EA and design stages. This will ensure they are shovel-ready for senior government funding opportunities. These project lists should be maintained and coordinated for consideration by the Provincial and Federal governments, including leveraging City funds to apply for relevant Provincial and Federal funding programs, such as the federal Disaster Mitigation Adaptation Fund, Active Transportation Fund and others.

A map of the wider waterfront, including recently completed, ongoing or upcoming projects, can be found in **Attachment 1**.

## **9.2. Implementation and Governance in the Western and Eastern Waterfronts**

*Key Issue: Need for coordinated governance and consolidated project delivery*

While the Designated Waterfront Area has an existing and functional governance model for project delivery, with Waterfront Toronto as the key implementing partner, the Western and Eastern Waterfronts lack this same level of coordination. As Western and Eastern Waterfront projects are delivered across a multi-jurisdictional geography, they would benefit greatly from a more coordinated governance model for project planning, funding, design and implementation. This new model will take the form of a Wider Waterfront Coordination Table (the "Table"). This Table will provide a forum for coordinating projects to boost the impacts of protection and enhancement projects in the Western and Eastern Waterfronts, beyond the capability of project teams working independently of each other.

The key roles and opportunities presented by more coordinated governance and project delivery model are listed below.

**Organize projects and package them for potential funding.** Project partners should identify where components or individual phases of larger wider waterfront projects may be bundled as part of adjacent and complementary funded capital projects (i.e., transportation projects; civil works upgrades; and/or existing capital park projects). This can include all stages of wider waterfront project planning, from feasibility analysis and conceptual design, to design development, and project tendering and implementation. This will allow for a coordinated approach in responding to potential funding opportunities and matching funding sources to projects.

**Facilitate information-sharing and timely decision-making.** The number of wider waterfront partners and the scale and complexity of projects requires effective

communication and leadership to identify and address potential issues, advance improvements and reduce overlap. City Divisions and the Toronto Region and Conservation Authority will provide information on technical issues to inform clear decision-making.

**Coordinate projects through funding, planning, design and implementation stages.** Wider waterfront partners can maintain and document a list of projects and identify which projects may be feasibly implemented according to relevant timeframes (short-term (5 year) projects, medium (5-10 year) and longer-term (10+)). This may include improvements or expansions of shorelines, parks, trails, and/or natural heritage; and programming.

**Provide input on how to phase projects and advance them to shovel-ready status.** Coordinating approaches to phasing projects can reduce costs, improve outcomes and ensure effective and efficient project delivery. To help ensure priority projects are at, or as near to, 'shovel-ready' status as is possible, the Table will undertake comprehensive scans to determine all outstanding statutory approvals, permits and/or enabling agreements and licenses still needed to support future implementation; and to identify where additional stakeholder consultations may be warranted. This could position projects more favourably in intergovernmental discussions and ensure projects are ready to take advantage of available funding opportunities and bundle with other funded capital projects.

**Build momentum for Provincial and Federal partnerships.** Determine which projects and outcomes are aligned with the objectives of other orders of government, non-profit agencies, and other potential funding sources. Identifying potential funding sources that can be leveraged to attract senior government funds. All wider waterfront projects have the potential to not only achieve local improvements and outcomes, but deliver broad city-building benefits, including economic development and/or protection of life safety, property, or public/private assets.

*Recommended Action: Inaugurate a Wider Waterfront Coordination Table*

As mentioned above, one of the key issues facing the implementation of wider waterfront projects is the need for improved coordination through a governance model that clarifies roles and responsibilities for project delivery across this large and multi-jurisdictional area. The scope and purpose of a recommended Wider Waterfront Coordination Table is to align priorities, processes, funding and decision-making across multiple stakeholders working to advance and implement approved projects along Toronto's 43-kilometre waterfront. This Table will help achieve key City waterfront outcomes such as environmental protection and resilience, shoreline safety and access, transportation options (active and public transportation), and quality of life programming.

The City's Waterfront Secretariat and the Toronto and Region Conservation Authority will co-chair the Wider Waterfront Coordination Table. Its focus will be the Western and Eastern Waterfronts, with ongoing coordination with Waterfront Toronto-led projects in the Designated Waterfront Area and projects on the Toronto Islands led by Parks, Forestry and Recreation and Toronto and Region Conservation Authority. Membership of the Table should include the Division and agency heads from core waterfront

organizations. This will include the Toronto and Region Conservation Authority and City of Toronto Divisions, including City Planning, the Waterfront Secretariat, Community Planning, Economic Development & Culture, Transportation Services, Parks, Forestry & Recreation, Corporate Real Estate Management and the City Manager's Office. The Deputy City Manager, Infrastructure and Development Services will be the City's sponsoring/executive lead of this initiative.

In addition to the core members above, as appropriate, the Table will include: CreateTO, Waterfront Toronto, Ports Toronto, Waterfront BIA, Parks Canada, Infrastructure Canada, Infrastructure Ontario, Ontario Place, Exhibition Place, and Harbourfront Centre.

## **10. Conclusion and Next Steps**

While the original vision for waterfront revitalization guided the last 20 years of public realm improvements and the construction of complete communities, a renewed vision is needed to address today's priorities and challenges and to realize the opportunities that have been unlocked from previous phases of revitalization work. A renewed vision is proposed in this report. The vision has been, and will continue to be, informed by an engagement process with the public, stakeholders, First Nations, Métis and Inuit communities and an expert panel, which began in January 2022 and will be ongoing into 2023. The vision will guide priorities, inform desired outcomes, mobilize potential funding and coordinate the City and its partners on project planning, design and delivery along the entire waterfront, from Etobicoke to Scarborough.

The four priorities for the next phase of waterfront revitalization are:

- Strategic economic development;
- Truth, justice and reconciliation, including through Indigenous engagement;
- Equity, inclusion and access, including through housing; and,
- Climate resilience and sustainability.

The renewed vision reflects our ambition to expand what is possible to achieve by exploring opportunities to advance these priorities beyond the Designated Waterfront Area, incorporating and maximizing benefits along the Western and Eastern Waterfronts. The opportunities include city-building and catalytic projects in the Designated Waterfront Area, as well as natural infrastructure projects that protect and enhance the city's natural assets in the Western and Eastern Waterfronts.

Types of projects that can interconnect the four priority outcomes include: affordable housing, infrastructure, transit and active transportation connections, parks, public realm and natural heritage initiatives, Indigenous place-making, heritage, public education and arts and culture initiatives, economic innovation hubs, community services and facilities, catalytic cultural sites, and climate resilience and natural infrastructure projects.

This next phase of waterfront revitalization also includes opportunities to organize investment through the three economic development opportunity areas identified along the waterfront: creative industries, life sciences and climate action. The renewed vision's priorities, types of projects and economic development areas align with

Provincial and Federal priorities, offering the opportunity to leverage existing and future investments to deliver on important shared objectives.

A key challenge facing the implementation of wider waterfront projects through the next phase of waterfront revitalization is the need for improved coordination in building momentum for Provincial and Federal partnerships. To address this challenge, a Wider Waterfront Coordination Table will be established. The Deputy City Manager, Infrastructure and Development Services will be the City's sponsoring/executive lead of this initiative. Staff of the City's Waterfront Secretariat and the Toronto and Region Conservation Authority will co-chair this Table; it will help organize projects and package them for funding opportunities, facilitate information-sharing and timely decision-making, coordinate design and delivery, facilitate input on project phasing and advancement, and build momentum for Provincial and Federal partnerships. Its focus will be the Western and Eastern Waterfronts, however, it will also facilitate coordination with Waterfront Toronto-led projects in the Designated Waterfront Area and projects on the Toronto Islands led by Parks Forestry and Recreation and Toronto and Region Conservation Authority.

Staff of the City, the Ontario Ministry of Infrastructure and Infrastructure Canada have been engaged in preliminary discussions on the next phase of waterfront revitalization. Further intergovernmental discussion is required to explore a potential scope of work and potential available funding, as well as options for extending Waterfront Toronto's mandate/term to facilitate implementation in the Designated Waterfront Area. City staff will report back in Q3 2023 with an update regarding Provincial and Federal interest in a further phase of waterfront revitalization. City staff will also report back with an implementation action plan, to be developed by the City, working with CreateTO, Waterfront Toronto and the Toronto and Region Conservation Authority.

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## **ATTACHMENTS**

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Attachment 1: Waterfront Maps  
Attachment 2: Public and Stakeholder Engagement Summary (Dillon Consulting)  
Attachment 3: Igniting Innovation: A Call to Action for Innovation-led Economic Development on Toronto's Waterfront (KPMG)

## ATTACHMENT 1: WATERFRONT MAPS

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The 43 kilometers from Etobicoke to Scarborough, including the Western, Central (Designated Waterfront Area) and Eastern Waterfronts, make up the wider waterfront. The Toronto Islands are also a part of the wider waterfront geography, however, they are a City responsibility and projects are largely organized independently from the waterfront revitalization initiative. The original *Our Toronto Waterfront* vision's Principles for Renewal described a "One Vision – Three Lenses" approach to waterfront revitalization. This approach recognized that there are distinct differences in the types of projects appropriate for "Areas of Change" versus "Areas of Protection" and "Areas of Enhancement." This approach continues to be relevant when considering the next phase of waterfront revitalization in the Western, Central and Eastern Waterfronts.

The Designated Waterfront Area (Central Waterfront), considered an Area of Change, builds on larger and catalytic city-building projects (i.e., Port Lands Flood Protection) and includes opportunities for new neighbourhoods, including affordable housing, transit, schools and community services to create complete communities that integrate connectivity, accessibility and mobility. The Western and Eastern Waterfronts can be considered Areas of Enhancement and Protection. These areas largely hold opportunities for parks, natural heritage, and environmental resilience projects, including shoreline protection and dockwall rehabilitation.

Maps of the City's waterfront, including the Western, Designated Waterfront Area and Eastern Waterfront can be found below, along with a list of completed, ongoing and upcoming projects. These projects demonstrate the scale and scope of what's being done along the waterfront and the types of projects that could be included or imagined in the next phase of waterfront revitalization.

With this in mind, Toronto's wider waterfront can be looked at as four sub-areas, each with their own characteristics. These areas are:

- **The Designated Waterfront Area:** In the centre of Toronto's waterfront, this area stretches from Jameson Avenue and Exhibition Place in the west to Leslie Street in the east. It is defined in the 2002 *Toronto Waterfront Revitalization Corporation Act*, 2002, which also created Waterfront Toronto and described the scope of the organizations' work as being to "To implement a plan that enhances the economic, social and cultural value of the land in the designated waterfront area."
- **The Western Waterfront:** Extending from Etobicoke Creek in the West to Jameson Avenue in the East, with Lake Shore generally as the northern border, the Western Waterfront includes Marie Curtis Park, Colonel Samuel Smith Park, the Humber Bay Parks, the iconic Humber Bay Arch Bridge and the Western Beaches, such as Sunnyside Beach.
- **The Eastern Waterfront:** Extending from Leslie Street in the West to the Rouge River and the City of Pickering to the East. The northern border is different at different points. From west to east, Queen Street, Kingston Road and Lawrence Avenue each serve as the northern border at certain points. Highlights of the

Eastern Waterfront includes the Eastern Beaches, such as Kew Beach and Woodbine Beach, the Scarborough Bluffs, as well as East Point Park, the Guild Inn, Port Union and the Rouge Park.

- **Toronto Islands:** The Toronto Islands, are a collection of 15 individual islands all linked together in Lake Ontario, roughly three kilometers off the shore from downtown Toronto. The Islands contain beaches, parks, the Centreville Amusement Park, restaurants and a farm. Centre Island includes the Billy Bishop Toronto City Airport. Primary access to the Toronto Island Park is via ferry routes from the Jack Layton Ferry Terminal off Queen’s Quay at the foot of Bay Street. Historic residential communities are located on Ward’s and Algonquin Island. The Billy Bishop Toronto Centre Airport is accessed by ferry or pedestrian tunnel connected to Bathurst Quay, at the foot of Bathurst Street.

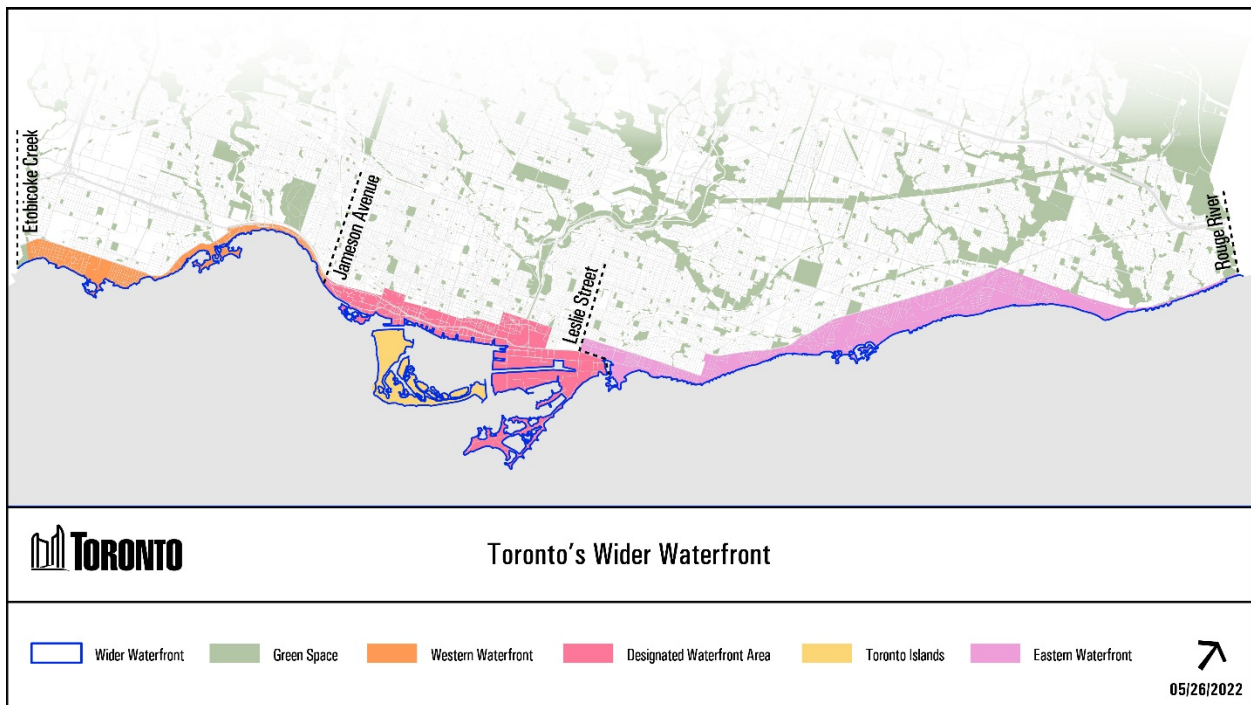
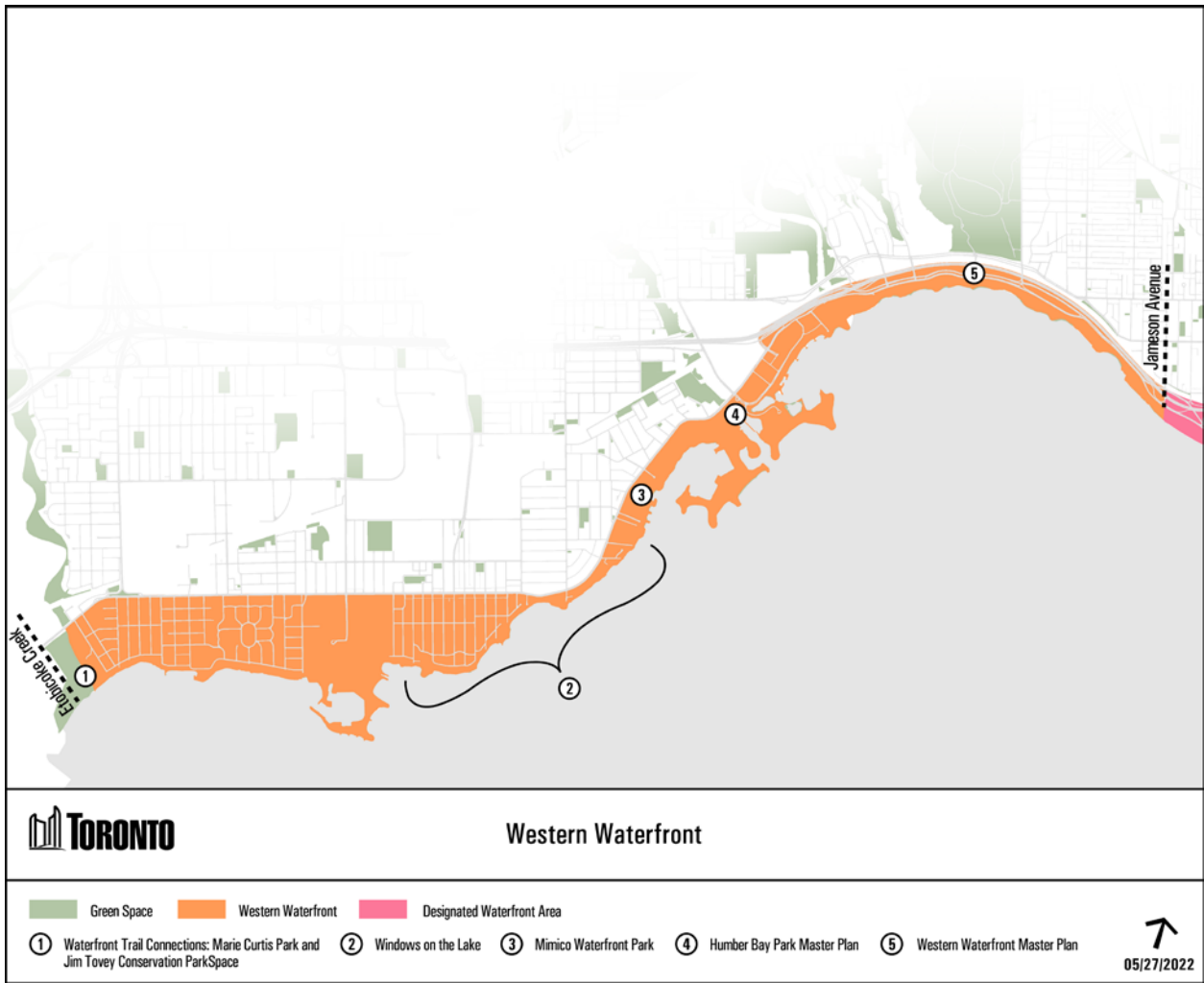
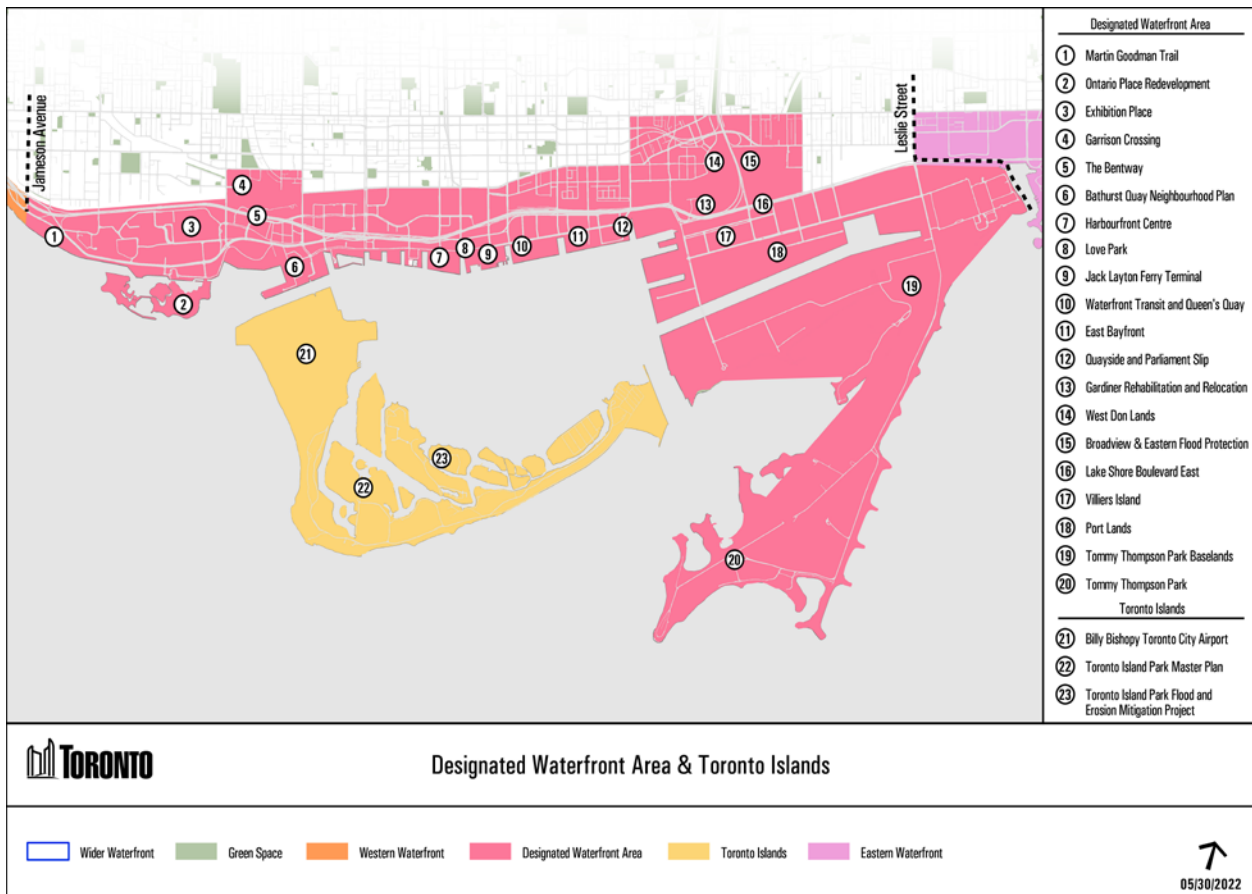


Figure 1. Toronto’s Wider Waterfront, from Etobicoke to Scarborough



**Figure 2. Western Waterfront**





**Figure 3. Designated Waterfront Area and Toronto Islands**



**Figure 4. Eastern Waterfront**