

**Consolidated Clause in Policy and Finance Committee Report 5, which was considered by City Council on May 17, 18 and 19, 2005.**

**1**

**West Don Lands Precinct Plan and  
Environmental Assessment Master Plan**

*City Council on May 17, 18 and 19, 2005, amended this Clause by adding the following:*

*“That Council adopt the following staff recommendations contained in the Recommendations Section of the supplementary report (May 16, 2005) from the City Manager:*

*‘It is recommended that Council:*

- (1) support the process developed by the Toronto Waterfront Revitalization Corporation (TWRC), the City of Toronto, Ontario Realty Corporation (ORC) and FoodShare to work collaboratively on the relocation of FoodShare from its current location at 200 Eastern Avenue to another location as follows:*
  - (i) TWRC will assume the project lead for the relocation effort;*
  - (ii) the relocation team will comprise representation from the TWRC, ORC, FoodShare and the City, including staff from Real Estate, Economic Development and the Waterfront Secretariat;*
  - (iii) all parties agree that the relocation will be at no cost to FoodShare;*
  - (iv) this process will be confirmed in a letter from the TWRC to FoodShare; and*
  - (v) once confirmed, FoodShare will withdraw its request of the Ministry of the Environment (MOE) to elevate the Class Environmental Assessment (EA) for the Lower Don River Flood Protection to an Individual EA;*
- (2) following the identification of a potential site for FoodShare, direct the Waterfront Project Director to bring forward a report advising as to the outcome of this process and how relocation costs are being addressed; and*

- (3) *authorize and direct the appropriate City officials to take the necessary action to give effect thereto.’ ”*

*This Clause, as amended, was adopted by City Council.*

*Council also considered additional material which is noted at the end of this Clause.*

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**The Policy and Finance Committee recommends that:**

- (I) City Council adopt the staff recommendations contained in the Recommendations Section of the report (April 22, 2005) from the City Manager, subject to:**
- (i) amending Recommendation (2) by adding the words “and the West Don Lands Coalition and other citizen stakeholders be consulted during the process;” and**
  - (ii) amending Recommendation (4) by adding the words “and that staff be directed to work with Ontario Realty Corporation to identify and find solutions to the issues;”;**

**so that the Recommendations now reads as follows:**

**“It is recommended that City Council:**

- (1) endorse the April 2005 West Don Lands Precinct Plan as a basis for informing future environmental assessments, development application decisions and contribution agreements with the government partners and TWRC;**
- (2) direct the Chief Planner and Waterfront Project Director to bring forward to Council, for endorsement, TWRC’s urban design parcel guidelines prior to any future development approvals in the West Don Lands; and the West Don Lands Coalition and other citizen stakeholders be consulted during the process”;**
- (3) direct the Chief Planner and Waterfront Project Director that, prior to any residential development approvals in the West Don Lands, the City enter into a binding agreement with the TWRC, and other parties where necessary, to secure the provisions of the West Don Lands Affordable Housing Delivery Strategy including:**
  - (i) reserving sufficient land that is serviced, remediated and free of charge, for the development of new, affordable rental units in an amount comprising at least 20 percent of the total residential units to be built in the West Don Lands; and**

- (ii) excluding replacement social housing units and replacement affordable rental units secured in other Section 37 agreements from the calculation of new, affordable rental units that meet the 20 percent affordable housing target;**
- (4) advise the Ontario Realty Corporation that, as a condition of any development approvals in the West Don Lands, the City will require the withdrawal of its OMB objections to the City's new Official Plan and Central Waterfront Secondary Plan; and that staff be directed to work with Ontario Realty Corporation to identify and find solutions to the issues;**
- (5) direct the Chief Planner to bring forward a staff report addressing the necessary amendments to the in force King-Parliament Part II Plan consistent with the provisions of the West Don Lands Precinct Plan and Class EA Master Plan;**
- (6) direct the City Solicitor to request the Ontario Municipal Board to modify the new Official Plan and Central Waterfront Secondary Plan consistent with the provisions of the West Don Lands Precinct Plan and Class EA Master Plan;**
- (7) direct the Waterfront Project Director to ensure that any future financial agreements binding Council to the revitalization of the West Don Lands are done in the context of tri-government cost sharing of the TWRC Five-Year Business Plan, to be presented to Council for approval later in 2005;**
- (8) authorize the TWRC to file the March 2005 West Don Lands Class Environmental Assessment Master Plan in the public record in accordance with the requirements of the Municipal Class Environmental Assessment subject to the following conditions of approval:**
  - (i) the preferred alternative design for Cherry Street as shown in the Master Plan being identified as "preliminary, subject to further evaluation" in the context of the upcoming Transit EA Study;**
  - (ii) the provision of a continuous uninterrupted dedicated bicycle facility on Cherry Street through the precinct consistent with the City's Bicycle Plan be endorsed in principle, subject to the findings of the Transit EA Study;**
  - (iii) the design and environmental assessment requirements for the Front Street/Trinity Street/Eastern Avenue intersection be re-evaluated following the completion of the Transit EA Study;**
  - (iv) through the future Plan of Subdivision process, further alternative designs be evaluated, and environmental assessment requirements confirmed, for the Eastern Avenue/Eastern Avenue Diversion intersection, the River Street Extension, and the new connection**

**between Eastern Avenue and Bayview Avenue abutting the proposed River Square; and**

- (9) the appropriate City Officials be authorized and directed to take the necessary action to give effect thereto;**
- (II) given that Foodshare's current location appears to be in conflict with the flood protection landform and the public infrastructure, Council reaffirm its commitment to the work that Foodshare does, and that staff facilitate, in conjunction with the Ontario Realty Corporation, the relocation of Foodshare to an appropriate site, at no cost to Foodshare;**
- (III) non-profits and co-operatives be included, as required by the Official Plan, in the affordable housing component of the West Don Lands;**
- (IV) until the Transit Environmental Assessment is completed and the preferred solution identified, transit rights-of-way be protected through this Master Plan by the inclusion of a landscaped area of sufficient width to enable an exclusive public transit operation;**
- (V) the issue of establishing a special development levy to the West Don Lands Precinct, specifically to enhance the public transit component of the West Don Lands Precinct, be referred to the Planning and Transportation Committee; and**
- (VI) the Planning and Transportation Committee be requested to consider innovative ways to utilize funds raised to encourage the public transit orientation expressed in the precinct plan.**

Action taken by the Committee:

The Policy and Finance Committee requested the Chief Planner and Executive Director, City Planning, in consultation with the Toronto and Region Conservation Authority and the Toronto Waterfront Revitalization Corporation, to submit a report directly to City Council for its meeting scheduled to be held on May 17, 2005, on a detailed analysis (and maps) on ways, means, possible delays, trade-offs and costs of permitting Foodshare to continue to occupy its present building as part of the West Don Lands Precinct Plan.

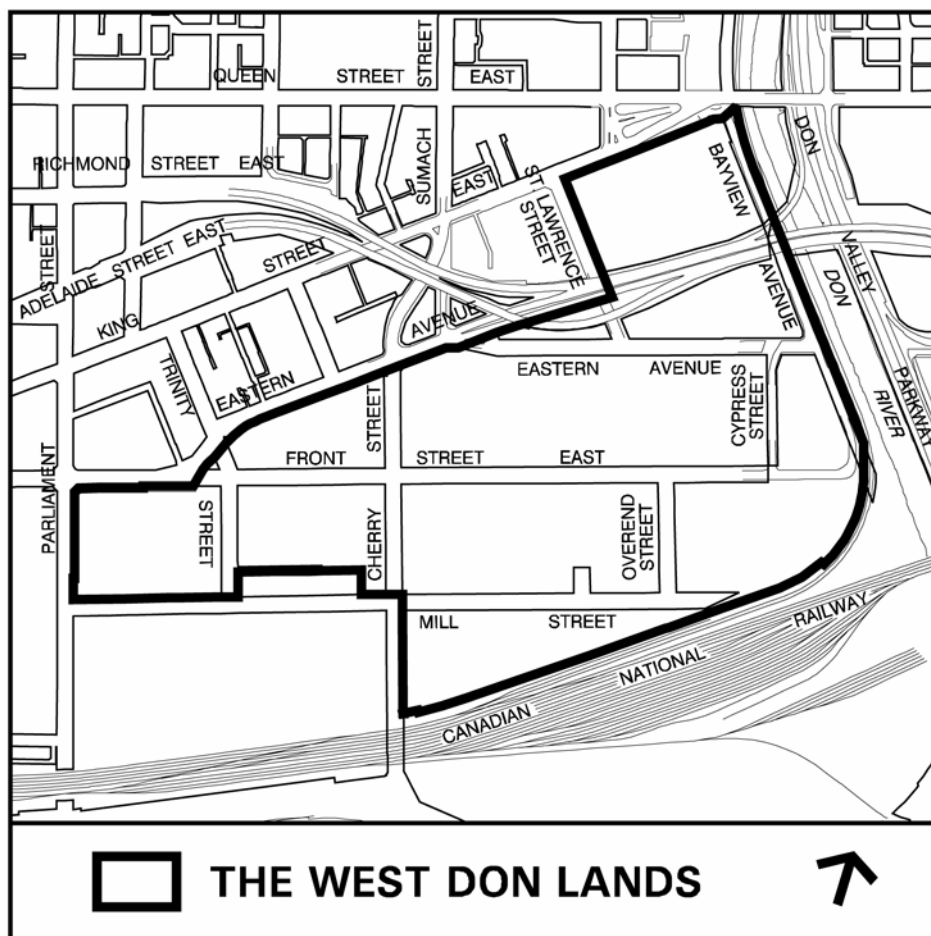
**The Policy and Finance Committee submits the report (April 22, 2005) from the City Manager:**

Purpose:

To seek Council's endorsement of the West Don Lands Precinct Plan and Environmental Assessment (EA) Master Plan. Both plans have been prepared by the Toronto Waterfront Revitalization Corporation (TWRC) in support of its mandate to, among other things, revitalize the West Don Lands.

Financial Implications and Impact Statement:

There are no immediate financial implications resulting from approval of recommendations contained in this report. The City's share of costs associated with revitalizing the West Don Lands in 2005, (\$6.1 million net), is included in the Council- approved 2005 Waterfront Capital Budget. It should be noted however, that a preliminary draft financial viability study indicates that future infrastructure expenditures associated with implementation of the plan will total \$234 million while revenues realized through the sale of land will total \$163 million (including \$7 million GST refund). Thus, the TWRC is forecasting a net funding requirement of approximately \$71 million which will be met through contributions from the three levels of government as part of their original \$1.5 billion commitment to waterfront revitalization.



The City's 2005-2009 capital works program for the Waterfront includes a total of \$213.5 million gross, \$71.2 million (City's share) to fund West Don Lands infrastructure, consistent with the preliminary TWRC estimates provided late in 2004. The funding estimate will need to be adjusted in the context of a tri-government review of the Five-Year Business Plan to incorporate any cost escalations arising from soil, groundwater investigation and updated information from the EA process. Additionally, developments of this size will have significant operating impacts, which are expected to be funded with an increase in tax revenue generated by the development. Financial commitments associated with implementing the attached plans will be recommended as part of the TWRC's Five-Year Business Plan to be presented to Council

later in 2005 and will be addressed in future City capital budget processes. There will be no future net capital impacts on other agency budgets as funding will be recovered from TWRC.

The Chief Financial Officer has reviewed this report and concurs with the financial impact statement.

Recommendations:

It is recommended that City Council:

- (1) endorse the April 2005 West Don Lands Precinct Plan as a basis for informing future environmental assessments, development application decisions and contribution agreements with the government partners and TWRC;
- (2) direct the Chief Planner and Waterfront Project Director to bring forward to Council, for endorsement, TWRC's urban design parcel guidelines prior to any future development approvals in the West Don Lands;
- (3) direct the Chief Planner and Waterfront Project Director that, prior to any residential development approvals in the West Don Lands, the City enter into a binding agreement with the TWRC, and other parties where necessary, to secure the provisions of the West Don Lands Affordable Housing Delivery Strategy including:
  - (i) reserving sufficient land that is serviced, remediated and free of charge, for the development of new, affordable rental units in an amount comprising at least 20 percent of the total residential units to be built in the West Don Lands; and
  - (ii) excluding replacement social housing units and replacement affordable rental units secured in other Section 37 agreements from the calculation of new, affordable rental units that meet the 20 percent affordable housing target;
- (4) advise the Ontario Realty Corporation that, as a condition of any development approvals in the West Don Lands, the City will require the withdrawal of its OMB objections to the City's new Official Plan and Central Waterfront Secondary Plan;
- (5) direct the Chief Planner to bring forward a staff report addressing the necessary amendments to the in force King-Parliament Part II Plan consistent with the provisions of the West Don Lands Precinct Plan and Class EA Master Plan;
- (6) direct the City Solicitor to request the Ontario Municipal Board to modify the new Official Plan and Central Waterfront Secondary Plan consistent with the provisions of the West Don Lands Precinct Plan and Class EA Master Plan;
- (7) direct the Waterfront Project Director to ensure that any future financial agreements binding Council to the revitalization of the West Don Lands are done in the context of tri-government cost sharing of the TWRC Five-Year Business Plan, to be presented to Council for approval later in 2005;

- (8) authorize the TWRC to file the March 2005 West Don Lands Class Environmental Assessment Master Plan in the public record in accordance with the requirements of the Municipal Class Environmental Assessment subject to the following conditions of approval:
- (i) the preferred alternative design for Cherry Street as shown in the Master Plan being identified as “preliminary, subject to further evaluation” in the context of the upcoming Transit EA Study;
  - (ii) the provision of a continuous uninterrupted dedicated bicycle facility on Cherry Street through the precinct consistent with the City’s Bicycle Plan be endorsed in principle, subject to the findings of the Transit EA Study;
  - (iii) the design and environmental assessment requirements for the Front Street/Trinity Street/Eastern Avenue intersection be re-evaluated following the completion of the Transit EA Study; and
  - (iv) through the future Plan of Subdivision process, further alternative designs be evaluated, and environmental assessment requirements confirmed, for the Eastern Avenue/Eastern Avenue Diversion intersection, the River Street Extension, and the new connection between Eastern Avenue and Bayview Avenue abutting the proposed River Square;
- (9) the appropriate City Officials be authorized and directed to take the necessary action to give effect thereto.

#### Executive Summary:

The completion of the West Don Lands Precinct Plan and supporting Class EA Master Plan represents a major milestone in achieving Council’s priority of tangible results on Toronto’s waterfront. The West Don Lands, along with the East Bayfront area, comprise the first phase of the TWRC’s efforts to revitalize brownfields in the City’s Central Waterfront.

The West Don Lands Precinct Plan proposes four new districts, each with their own distinctive character and historical roots. A fifteen-year build-out is projected resulting in an estimated 6,000 residential units, 85 000 sq. metres (915,000 sq. ft.) of non-residential development, a new 8 ha (19.5 acre) Don River Park, recreation centre and school and new LRT service to the area. Heights of buildings are generally mid-rise (4-10 storeys) with some higher 14 and 24 storey buildings at key intersections and across from the proposed Don River Park along the rebuilt Bayview Avenue (Map 3). In addition to servicing the needs of future and existing communities, Don River Park will also provide a critical flood proofing function removing approximately 210 hectares in Toronto’s east downtown from flood risk.

Revitalization of the West Don Lands will bring improvements to existing water, sewer and stormwater services consistent with the sustainable standards in the City’s Wet Weather Flow Management Master Plan. Transportation improvements consist of a variety of projects including a rebuilt Cherry Street with future transit and bicycle lanes and a landscaped Front St. esplanade leading to Don River Park. The full range of servicing and transportation infrastructure requirements for the future are addressed on a comprehensive basis through the West Don Lands

Class EA Master Plan. Its preparation at this stage is an innovative application of an existing EA process. Not only has it expedited project implementation, it has also ensured close integration of design objectives with the provision of infrastructure. As required by EA legislation, the provision of transit must be done under an individual EA. Accordingly, a separate EA process for transit has been commissioned.

Precinct planning has provided a forum to address the numerous inter-connected elements to realize a new beginning for the West Don Lands. A financial viability study submitted with the precinct plan and EA Master Plan demonstrates that the project can be delivered by the TWRC, with the private sector and three government partners. Government contributions netting \$71 million will be taken from the \$1.5 billion already committed to waterfront renewal and will help realize the broader public objectives for waterfront communities including sustainable development, affordable housing, transit, flood protection, soil remediation, new parks and community facilities.

Staff of the Transportation Services Division and Toronto Water have been consulted on this report and concur with its recommendations.

#### Background:

##### The West Don Lands Today:

The completion of the West Don Lands Precinct Plan and supporting EA Master Plan represents a major milestone in achieving Council's priority of tangible results on Toronto's waterfront. The West Don Lands is one of the primary waterfront precincts under the mandate of the TWRC. Once a centre of heavy industrial activity, the 32 ha (80 acres) West Don Lands has been considered a candidate for revitalization for decades. Between 1988 and 1992, efforts by the City of Toronto and Province of Ontario to create a 7,000 unit mixed-use community were underway only to be cancelled in large part due to the significant costs associated with flood protection and soil cleanup.

Today, the West Don Lands are largely cleared of the industrial buildings which occupied the site although a number of historic buildings, structures and archaeological remnants remain. The Ontario Realty Corporation (ORC) owns the majority of lands, approximately 25 ha (62 acres), with the remaining ownership split between the City of Toronto and a number of privately-owned parcels. Lands within ORC's ownership are on short term lease to various tenants including film production companies, small industries and non-profit groups. The City of Toronto's ownership is limited to a library storage facility and commercial parking lot on a 0.9 ha (2.3 acre) parcel at the south-east corner of Parliament and Front Streets and a 0.4 ha (1 acre) elongated laneway extending from Trinity to Cherry Streets between Front and Mill Streets. The privately-owned lands are generally concentrated on Eastern Avenue in the vicinity of Cherry Street.

The West Don Lands is surrounded by a number of vital communities which have provided the inspiration for the precinct plan. These neighbourhoods include St. Lawrence and the Old Town of York to the west and Corktown to the north. In addition, in the last five years, the historic Gooderham and Worts Distillery has been revitalized to become one of Toronto's freshest destinations for residents and visitors alike. A new residential neighbourhood adjacent to the Distillery on Mill Street has boosted this renaissance.

Soon to come will be the redevelopment and renewal of the 28 ha (70 acre) Regent Park into a series of diverse residential neighbourhoods reconnected with the surrounding community. A newly-created Sumach Street in Regent Park will connect to a revitalized Cherry Street in the West Don Lands. Regent Park is located several blocks north of the West Don Lands between Shuter Street and Gerrard Street.

#### A New Beginning for the West Don Lands:

A number of positive forces have coalesced to ensure that the West Don Lands has a new beginning. New brownfields legislation introduced in 2001 has, amongst other benefits, allowed for site specific risk assessment of contaminated lands, MOE involvement in the review of risk assessments and a comprehensive approach to remediation across multiple properties. Until this time, remediation options were essentially limited to the significantly more costly option of removing and replacing contaminated soils on a parcel by parcel basis. In addition, more in-depth project review and costing of the necessary flood protection measures to remove the West Don Lands from flood risk has resulted in a more manageable project cost with much of the future landform designed as a park amenity for the future community. A final factor has been the creation of the TWRC with the mandate and financial support of the three levels of government to lead waterfront revitalization.

Resolving these former obstacles has enabled the TWRC to develop a viable revitalization concept for reclaiming this largely abandoned area. A fifteen-year build out is contemplated resulting in an estimated 6,000 residential units, 85 000 sq. metres (915,000 sq. ft.) of non-residential development, a new 8 ha (19.5 acre) Don River Park, recreation centre and school and new LRT service to the area. The area's rich history will serve as a context for the emerging new communities. All new infrastructure, construction activities and buildings will be subject to the TWRC's sustainability objectives for the use of leading-edge energy, water, wastewater, and solid waste technologies.

#### Role of the TWRC:

Since the creation of the Toronto Waterfront Revitalization Task Force in 1999, the three orders of government have been working together to realize the potential of approximately 800 hectares (2000 acres) in Toronto's waterfront. Together, they have acknowledged the important role that revitalization can play in the economic, social, environmental and cultural future of Toronto, Ontario and Canada.

The mandate of the Task Force was to produce a financial, organizational and development concept for revitalizing Toronto's waterfront. Its report "Our Toronto: Gateway to the New Canada", released in March 2000, resulted in two significant actions. First, in August 2000, Toronto City Council directed staff to prepare a Secondary Plan for the Central Waterfront, "taking into consideration the development concept put forward in the Task Force proposal." In October 2001, a draft Secondary Plan entitled "Making Waves: Principles for Building Toronto's Waterfront" was released. After extensive public consultation, the Plan was unanimously adopted by Council on April 16, 2003. The second significant action was the creation of TWRC to undertake revitalization, considered essential by the Task Force based on its research of successful waterfront projects throughout the world. The mandate of TWRC is to lead waterfront renewal on behalf of the three governments, acting as equal partners.

As required by the legislation, the TWRC has produced a 30-year business and development strategy and annual business plans for 2003 and 2004. The latter have formed the basis of the city's waterfront capital budget in these years. The TWRC's rolling five-year business plan, another requirement of the legislation, is currently under review by the three governments and is expected to be submitted to Council for approval later in 2005.

Since its establishment, the TWRC has undertaken a variety of initiatives, several of which are under construction including a new water's edge promenade and pier at Harbourfront and various landscaping and lighting improvements at Cherry Beach. Other more comprehensive exercises are underway, laying the foundation for the main essence of waterfront revitalization - the creation of new 21st century communities for people to live, work, visit and enjoy.

The West Don Lands precinct planning process, together with the East Bayfront precinct planning process, comprise TWRC's first phase of community building. These initiatives represent a logical progression of the city fabric into areas which have yet to achieve their potential but which are ripe to do so. A report on the East Bayfront Precinct Plan and related work will be submitted to Council later in 2005.

Elements of the Precinct Planning Process:

The Precinct Plan:

The role of a precinct plan is to express, in a concrete manner, a comprehensive vision within the framework of the Central Waterfront Secondary Plan. The plan must be sufficiently flexible to accommodate a series of market cycles and evolving community structures and requirements. The TWRC's precinct planning process has been "design driven", reflecting a priority on building vital urban communities. Emphasis is placed on the public realm which, developed appropriately and early in the revitalization process, will set the tone and standards for private development to follow. The precinct plan will continue to inform future regulatory documents and development applications. It will also inform business relocation decision-making and developer proposal calls.

### Class EA Master Plan:

Concurrent with the preparation of the West Don Lands precinct plan has been the preparation of a Class EA Master Plan. The EA Master Plan addresses, in one integrated document, the infrastructure required by the future communities including roads, water, stormwater and sewer systems. As the City will ultimately own and operate this infrastructure, the TWRC and City are co-proponents. The Master Plan represents an innovative application of an existing EA process. Not only has it significantly expedited project implementation, it has also facilitated the integration of design objectives with the provision of infrastructure. As required by EA legislation, the provision of transit must be done under an individual EA. Accordingly, a separate EA process for transit is being commissioned.

### Lower Don River Flood Protection Landform EA:

Another key effort that is linked to this exercise but which is on a separate expedited track is the completion of the EA for the Lower Don River flood protection. There are five components to the flood protection project: the opening of the Don River through the existing CNR bridge by adding additional bridge span to allow for improved flow conditions; the creation of a flood protection landform; a small dyke/floodwall along the east and west sides of the Don Roadway from the CNR south to Lakeshore Blvd.; minor modifications to enhance the passage of flood flows at the utility bridge north of the old Eastern Avenue bridge; and the continued dredging of the Keating Channel.

The EA was completed and filed for review by the Toronto Region Conservation Authority in late January and closed for comment in late February. Two Part II order requests were received from existing tenants who will be impacted by the proposed flood protection landform. Staff from the City, ORC, TWRC and the TRCA have been meeting with the two affected parties deal with these issues.

At present, consulting services are being retained to undertake the CNR bridge widening final engineering design component, with construction to begin later this year, as well as the engineering design of the flood protection landform itself. The provision of these two key flood protection components is not only a critical pre-condition for developing the West Don Lands, it will also remove the entire east downtown extending from Bay Street to the Don River, south of Front Street from flood risk.

### The TWRC Sustainability Framework:

Sustainable development is a fundamental driver of the revitalization of Toronto's waterfront and an important component of the precinct planning process. The TWRC Sustainability Framework identifies actions that will lead to remediated brownfields, reduced energy consumption, green buildings, improved air and water quality, expanded public transit, and diverse, vibrant downtown communities. Specifically, the framework promotes development that has positive net effects, creates a pleasant living environment, embraces diversity and provides a hub for creativity and innovation. Themes underlying the precinct plan include energy efficiency, concentrated mixed land-use, transit-supported development, sustainable buildings, air and water quality, healthy communities, reclamation of materials and waste, and improved natural elements.

### Financial Viability of the Project:

Developing the business case for revitalization is also part of the TWRC's mandate. In the case of the West Don Lands, the TWRC has submitted an analysis of the precinct plan's financial viability. The analysis examines project costs, anticipated revenues, land sales and financial contributions of the government partners in order to achieve the precinct plan. The conclusions of this analysis together with City staff's analysis and recommendations are included in this staff report.

### Official Plan Policies:

The former Metropolitan Toronto Official Plan locates the West Don Lands within the Central Area. In the former City of Toronto Official Plan, the West Don Lands is included within the King-Parliament Part II Plan. Pending resolution of a number of technical issues, the Plan applies a Holding (H) symbol under *Section 36 of the Planning Act* to the West Don Lands. The following conditions must be met in order to lift the H:

- (i) a satisfactory street and blocks plan;
- (ii) an infrastructure plan dealing with, among other things, the provision of roads, sewer and water services, public parks and community services and facilities;
- (iii) an environmental management plan dealing with the remediation of soils and groundwater and the provision of flood protection measures;
- (iv) an assessment of the need and feasibility of realigning Bayview Avenue south of Queen Street East, and if desirable, a Plan for the realignment, functioning and implementation of a realigned Bayview Avenue within Regeneration Area B; and
- (v) a phasing plan dealing with the sequencing of new development and the timing of the provisions of matters set out above.

These conditions are to be secured through legal agreements. The King-Parliament Plan envisions a large redevelopment concept for the area but also makes provision for individual sites to be brought forward for development.

The new Official Plan for the City of Toronto is currently before the Ontario Municipal Board. Once in full force and effect, it designates the West Don Lands as a Regeneration and Mixed Use area. The King-Parliament Secondary Plan, an updated King-Parliament Part II Plan, has been included in the new Official Plan. The Secondary Plan contains the same requirements as the King-Parliament Part II Plan for the West Don Lands, although the language is more in keeping with the policies of the new Official Plan.

### Central Waterfront Secondary Plan:

The Central Waterfront Secondary Plan was prepared at the time when plans for the formation of the TWRC were at an early stage. In anticipation of TWRC's leadership role with respect to implementation, the Secondary Plan focuses on enduring principles and key policy directions that would underlie any future city building initiative in the waterfront. It proposes four core principles to guide revitalization:

- (i) Removing barriers/making connections;
- (ii) Building a network of spectacular waterfront parks and public spaces;
- (iii) Promoting a clean and green environment; and
- (iv) Creating dynamic new communities.

The Plan also proposes a series of "big moves" primarily within the public sector's purview. A new beginning for the West Don Lands is one of the "big moves" under the creation of dynamic new communities.

The Waterfront Plan anticipates the preparation of precinct implementation strategies to provide for comprehensive orderly development, soil cleanup, flood control, servicing, urban design, community improvement, heritage and environmental performance standards. Precinct implementation strategies are required to include the following elements:

- (i) streets and blocks structure;
- (ii) height and massing;
- (iii) provision of parking;
- (iv) balance between residential and employment;
- (v) strategies to achieve affordable housing targets;
- (vi) location/phasing of parks, open spaces, public use areas, trails and access linkages;
- (vii) location of schools and community facilities;
- (viii) environmental performance standards;
- (ix) provisions for securing the retention of heritage buildings;
- (x) an archaeological resource assessment of high potential sites prior to development;
- (xi) urban design provisions including quality of waterfront streets, the public realm, signage etc.;
- (xii) public art;
- (xiii) provisions for road, transit trails and bicycle route alignments; and
- (xiv) mechanisms, financial and otherwise, to ensure the above matters are implemented.

The West Don Lands precinct planning process has been designed to address these requirements.

Following the adoption of the Plan by Council, 22 objections were received to the Plan. The Plan is currently at the pre-hearing stage before the Ontario Municipal Board. One party (CN Rail) has subsequently withdrawn its objection. Several new parties have been added. It is anticipated that the hearing will begin this fall.

Zoning:

The West Don Lands are covered by an RA(H) zoning which permits a wide range of uses including residential, live/work, retail, office, light industrial and institutional activities. The height limit for the area is 26 m (85 ft.). The RA zoning sets out an as-of-right built form envelope for new buildings which includes setback and stepback requirements. As outlined in the above discussion on the King-Parliament Part II Plan, the holding (H) symbol can be removed through an application to the City once the conditions outlined in the Plan are satisfied.

#### Site Plan Control:

The West Don Lands is covered by Site Plan Control. Applications for individual development parcels are anticipated in the future.

#### Community Consultation:

The TWRC, in consultation with City staff, implemented a comprehensive public consultation program between December 2003 and May 2004. The consultation process consisted of three public forums and three stakeholder roundtables. The public forums attracted between 100-200 participants. The second of these forums, held in February 2004, was part of an intensive week-long charrette hosted by the TWRC design team. The stakeholder sessions were designed to ensure local issues and concerns were addressed during the process. Approximately 25 participants representing a range of local interests comprised the stakeholder steering committee. Overall, the TWRC team encountered positive feedback.

Consultations on the precinct plan continue to this day with the West Don Lands Committee. The West Don Lands Committee has provided valuable input and feedback based on their long-standing leadership and efforts to promote the revitalization of the West Don Lands.

#### Agency Circulation:

Over 15 City divisions, agencies and boards have been working closely with the TWRC and its design team from project inception to the final production of the West Don Lands Precinct Plan and EA Master Plan. This process has been managed by the Waterfront Project Secretariat. City involvement has included input to the RFP processes, participation in the selection of the consultant teams, membership in City/TWRC steering committees and participation in City/TWRC work groups dealing with transportation, planning implementation, parks, community facilities and affordable housing, and public consultation. In addition, the City team has reviewed and provided comments on three formal circulations of the draft precinct plan, of which the last two circulations included the draft EA document.

The comments which follow describing the various elements of the West Don Lands Precinct Plan and EA Master Plan reflect the input of the City team. Where there remains areas of outstanding concern, these issues are highlighted and addressed.

Comments:

(I) West Don Lands Precinct Plan

The Vision for the Future:

Following a competitive process involving an international search, Urban Design Associates (UDA), an urban design firm based in Pittsburgh, was retained by the TWRC in October 2003 to lead a multi-disciplined consultant team in the development of a precinct plan for the West Don Lands. Over an 8-month period, the UDA team conducted a creative and inclusive process, ultimately developing a highly urban “made in Toronto” vision for this historic precinct.

Copies of the West Don Precinct Plan will be circulated to all members of Council prior to the Policy and Finance Committee meeting. It will be on file with the Waterfront Project Secretariat and Clerks Department and can be accessed on the TWRC website, [www.towaterfront.ca](http://www.towaterfront.ca) should any party wish to view the document.

The future West Don Lands is envisioned as a new mixed-use precinct with an emphasis on urban living. Upon build-out, the community will contain a range of loft-type residential and non-residential buildings, compact townhouses forming intimate streets, a vibrant commercial node, an eclectic live/work area and elegant apartments along a park drive and promenade. The precinct plan divides the West Don Lands into four new neighbourhoods (Map 1):

Mill Street Neighbourhood

This neighbourhood draws on the adjacent Distillery District. New masonry buildings are contemplated to accommodate loft-style living and live/work opportunities.

Front Street Neighbourhood

Drawing on the lively nature of Front Street in the old Town of York, this neighbourhood forms the urban core of the precinct with shops, restaurants, offices and residences.

River Square Neighbourhood

River Street is extended south to a new River Square at Eastern and Bayview Avenues. Mid-rise residential buildings line the park. A cluster of townhouses extend the character of Corktown into the neighbourhood. The Richmond-Adelaide ramps are encased by buildings, reducing their impact on adjacent properties.

Don River Park Neighbourhood

Front Street widens east of Cherry Street into a gracious landscaped boulevard. The boulevard is lined with mid-rise residential buildings. Don River Park is planned to form the focus of the urban neighbourhood, edged by a curving wall of residential buildings. The delicate nature of Corktown is extended south into this neighbourhood. Behind the

streets are a series of courts and mews offering an intimate garden setting for family living.

A perspective showing the character of each of these neighbourhoods appears in Figure 1. Figure 2 contains a perspective showing the future precinct in the context of Don River Park. TWRC's first phase of development will take place in the Mill Street and River Square neighbourhoods. Occupancy of new buildings will be coordinated with the completion of the flood protection landform.

### Parks and Public Realm

The precinct plan proposes a variety of distinctive parks and public spaces to complement the built form in each neighbourhood (Map 2). These include various squares, plazas, parkettes, streetscape design and public art installations. There are four general types of public open space in the precinct plan:

- (i) areas of natural regeneration associated with the Don River;
- (ii) passive parks containing walks, gardens and informal green space;
- (iii) active recreation green space for field sports; and
- (iv) urban open space such as plazas and parkettes.

In addition to public open space, the precinct plan provides for private and semi-public space within and adjacent to residential development. This may take the form of apartment or townhouse courtyards, front and backyard spaces, interior block walkways and roof gardens or terraces.

As the principal open space, Don River Park will serve the entire West Don Lands precinct and surrounding communities. It is also well-located as a trailhead for the Don River and Lake Shore open space park systems. As noted earlier, while forming part of the flood protection landform, the park will be developed for active usage including playground facilities. A Request For Quotations for the preparation of detailed design and construction drawings for Don River Park, to be coordinated with the construction of the flood protection landform, is being finalized by the TWRC. City Parks and Conservation Authority staff are part of the core steering committee for this project.

A related issue which is currently being investigated by the Parks Division, at the request of the ORC, concerns the extent to which the park system shown in the precinct plan satisfies the Official Plan alternative parkland dedication applying to the development of the West Don Lands. This calculation will establish whether the parkland shown in the precinct plan is considered sufficient to satisfy the Official Plan requirements and whether further cash-in-lieu of parkland will be required at the time of development. Regardless of the outcome of this review, parkland in the West Don Lands will not be reduced.

## Heritage

The precinct plan captures both the man-made and natural history of the West Don Lands. The ever-shifting Don River banks has inspired the proposed realignment of the Bayview Avenue extension, the adjacent built form and the creation of a number of curving paths and landforms within the future Don River Park.

The re-use of the historic street pattern wherever possible, combined with the preservation of landmark historic buildings, also forms a critical basis to the development of this Plan. Key heritage buildings identified to be preserved as part of the future vision include the Canary Restaurant, The Dominion Foundry and its adjacent building and the Stihl House building at Cherry Street and Mill Street. In addition, Heritage Preservation Services has requested that the preservation and re-use of two other Dominion Foundry buildings fronting onto Eastern Avenue be considered. This will be evaluated by the TWRC and City during the detailed parcel design process.

Proposed streetscape details designed to reflect the history of the West Don Lands include an industrial motif of steel checker plate tree pit covers, lighting fixtures designed to match the original Distillery fixtures, retention of red brick gutters and the creation of interpretive kiosks with an industrial character. The proposed Dominion Foundry Park also commemorates the industrial legacy of this area.

Finally, as part of the preparation of detailed urban design parcel guidelines, a Stage II archaeological assessment will be conducted on areas of archaeological interest. As well, various remnants of former industrial activities will be investigated with the objective of integrating these artefacts into new development, landscaping and public art. Such features and objects could include historic road surfaces, machinery, rail lines and the like.

## Noise and Vibration Issues

The southern boundary of the West Don Lands is bounded by the Don Rail Yard and CN/GO rail corridor. The Don Rail Yard is used for the shunting of trains, switching cars and train storage. Recently, GO Transit acquired ownership of the Don Rail Yard from CN Rail.

GO Transit staff have participated in the staff working groups and review of the various drafts leading to this final report. They have noted the rail facilities in the vicinity of the West Don Lands are an important strategic asset for the City, the railways and GO Transit, facilitating the efficient and effective movement of goods and people. Therefore, the integrity of the operations and capacity of the corridor and yard should be protected. Residential development or other sensitive land uses located adjacent to rail operations is inappropriate without noise, vibration and safety impact mitigation measures to reduce the incompatibility. Such measures include building setbacks, limiting/restricting sensitive receptors in proximity to the yard, safety berms (or equivalent alternative safety measures), security and acoustical fencing, and site layout and building design.

GO Transit has asked that appropriate conditions dealing with the review of noise and vibration studies and securing mitigation measures, restrictive covenants and safety measures be part of the conditions of lifting the holding (H) provision from the zoning of lands in the West Don Lands. However, the H provision is already in effect and does not contain such conditions. Staff believe that the necessary studies and mitigation measures can be secured through the plan of subdivision review and approval process. Moreover, staff have encouraged the TWRC to commission these studies as early as possible in order to clarify the interface between development and the rail yard and corridor. TWRC advise that they will shortly be proceeding with the urban design parcel plan for the Mill Street neighbourhood. Once a development scheme has been arrived at, this will provide a basis for the evaluation of noise and vibration impacts through the necessary engineering studies.

### Community Facilities and Services

Demographic projections forecast a population of 11,000 new residents in the West Don Lands including 860 school age children. Accordingly, the precinct plan identifies a variety of community facilities and services to serve the needs of the future residents. These facilities include an elementary school which is proposed to be combined with a local recreation centre, child care facility and other community uses. Construction of the school should start when the school age population in West Don Lands approaches 250 children. The school and multi-use recreation facility are located in the proposed Mill Street neighbourhood.

Two child-care facilities, including one in the future recreation centre and one of which would likely be integrated with a larger multi-use building are proposed. The recreation centre, which is intended to be built during the first phases of development in the West Don Lands, would include meeting rooms, pool, and a gymnasium.

Library facilities are regarded as adequate during the early years of development given the library nearby at St. Lawrence. However, upon build-out, there may be a need to replace the smaller St. Lawrence neighbourhood library with a larger facility to serve the needs of St. Lawrence, West Don Lands and East Bayfront. Several potential sites have been identified for this facility which would likely be developed as part of a multi-use facility.

Finally, the precinct plan proposes that a number of smaller community spaces be made available to community groups in a number of locations to ensure that services are distributed throughout the West Don Lands. An additional 5,000 sq. ft. of community space has been identified for this purpose.

## Planning Implementation

### Official Plan

With the completion of the precinct planning exercise and the EA for the flood protection landform, amendments/modifications will be required to both the existing and proposed Official Plan documents. A report on the necessary changes will be brought forward for Council's consideration shortly.

### Zoning

The vision for the West Don Land as a mixed-use precinct is generally accommodated by the current RA(H) zoning. As can be seen in Map 3, most of the proposed redevelopment within the Precinct Plan consists of eight storey loft type buildings and four storey townhouses. The height limit under the RA(H) zoning is 26 m (85 ft.). However, taller buildings along Front Street (10 storeys), at prominent intersections (24 storeys) and along the Don River Park (10-14 storeys) will require relief from the zoning. Staff and the TWRC are currently discussing a method of dealing with the height issue which could be accomplished through an overall rezoning of the various sites in the West Don Lands or individual rezonings of specific parcels.

The existing King-Parliament Part II Plan and the Zoning By-law do not include density limits nor do they specifically regulate loft-type buildings. Development within the precinct will be shaped by built form and height standards. The development of urban design guidelines will provide clear direction on built form and standards for setbacks and stepbacks.

As was noted earlier, the existing zoning for the West Don Lands includes a holding (H) symbol. The completion of the various requirements under the precinct planning process has advanced the satisfaction of most of the key conditions including a requirement for the substantial completion of the flood protection works for the Lower Don. The one area outstanding at the moment is the preparation of an environmental management plan for soil and groundwater remediation. The submission of a subdivision application and the preparation of the subdivision agreement will provide a means to further define the specific conditions under each of the matters listed in the holding designation. Furthermore, it is anticipated that one potential means of addressing the financial obligations that go along with satisfying these conditions could be through the government partners' commitment to the TWRC Five-Year Business Plan.

### Plan of Subdivision

A Draft Plan of Subdivision application will be filed by the TWRC to create the public streets and parks in the precinct as well as to establish large blocks of land for the new development. In conjunction with the Holding (H) symbol, subdivision conditions are an important tool that will ensure orderly redevelopment of the West Don Lands and implementation of the Precinct Plan. An application for subdivision approval is anticipated in the near future. This will be followed by applications to divide the large blocks into development parcels. This could be achieved using a variety of planning tools

including additional “small lot” plans of subdivision, consent to sever and removal of part lot control.

### Urban Design Parcel Guidelines

The precinct plan has established an overall vision for the design and character of the various neighbourhoods which will be developed in the West Don Lands. As the TWRC moves toward developer proposal calls, there will be a need to prepare urban design parcel guidelines dealing with the specific design treatment, ground floor use, building envelopes, heights, parking and service locations and other design considerations on a parcel by parcel basis. The parcel guidelines will be prepared by the TWRC and submitted to the City for Council endorsement. The guidelines will then be used as a reference by both the TWRC and City for all development applications. A condition ensuring that Council endorses these guidelines is contained in the staff recommendations.

### ORC Appeals

As noted earlier, both the new Official Plan and Central Waterfront Secondary Plan are currently before the Ontario Municipal Board. One of the appellants is ORC who has raised a series of objections to both Plans. Staff have met with ORC officials on a number of occasions to review their concerns. As of this date, there has been no withdrawal of its objections.

ORC is an active participant in the precinct planning process and has become even more active as the Plan moves towards implementation. Significant City staff resources continue to be devoted to advancing the revitalization of the West Don Lands and defending the City’s Plans before the OMB. Staff recommend that ORC be advised that, as a condition of any development approvals in the West Don Lands, the City will require the withdrawal of its objections to the new Official Plan and Central Waterfront Secondary Plan.

### Affordable Housing

The Central Waterfront Secondary Plan’s housing policy goal is that affordable rental housing and low-end-of-market housing comprise 25 percent of all housing units. The greatest proportion of these units are to be affordable rental housing subject to development cross-subsidization and the availability of program funding. The West Don Lands Precinct Plan contains an Affordable Housing Delivery Strategy. The essential elements of the strategy are:

- (i) 20 percent of all residential units will be affordable rental amounting to approximately 1200 new affordable rental units for the West Don Lands;
- (ii) a further 5 percent of the units will be low-end-of-market ownership, comprising at least 150 units;
- (iii) in addition, TWRC will explore ways to provide affordable ownership units, though not as part of the overall 25 percent target;

- (iv) TWRC will make free, clean, serviced land available for the 1200 affordable rental units on a long term lease, with particular encouragement for non-profit and co-operative housing providers; and
- (v) TWRC and the City are to pursue provincial and federal funding for 1200 affordable rental units, and provincial funding for rent supplements for low income households.

This delivery strategy meets the intent of the Secondary Plan affordable housing policies by ensuring that most of these units will be affordable rental, and that TWRC's assistance through the provision of land will be focused on that objective. Though program funding is critical to meeting the 20 percent target, staff are satisfied that the foundation for achieving this objective as set out in the Precinct Plan has been established. In the event that program funding is not available during the 15-year development of the West Don Lands, TWRC will seek alternative ways to deliver the affordable rental units. The key is to ensure that sufficient land is reserved by TWRC and allocated to develop 1200 new, affordable rental housing units.

The West Don Lands Precinct Plan also contains a map showing the distribution of affordable ownership and rental housing throughout the precinct. While it is recognized that this map is conceptual at this point, it demonstrates the distribution and mix objectives advocated in the Official Plan. The actual sites for ownership and rental housing will be finalized by the TWRC, in consultation with the City, as it moves forward on the development of detailed urban design parcel plans and developer proposal calls.

In the precinct plan, TWRC proposes to explore the idea of creating a Housing Trust to manage the affordable housing proposal calls, hold the long-term land leases and facilitate the development of an affordable ownership program. Recently, TWRC has entered into discussions with the Toronto Community Housing Corporation (TCHC) to determine if a partnership arrangement might assist in the delivery of the affordable housing strategy.

#### Regent Park Replacement Social Housing Units

The Regent Park Secondary Plan, approved by City Council at its meeting of February 1-3, 2005, permits the TCHC to locate up to 312 of the required 2,083 replacement social housing units elsewhere in the east downtown area, other than in Regent Park. The purpose of this provision is to facilitate a broader mix of housing in Regent Park. TCHC and the TWRC have been exploring the possibility of locating some of the 312 units in the West Don Lands.

The intent of both the Central Waterfront Secondary Plan and the precinct plan is to ensure that 1200 additional, new affordable rental units are developed. Replacement Social Housing Units are not considered new, affordable rental units, and do not represent any addition to affordable rental housing in the neighbourhood or the City. At its February 1-3 meeting, City Council approved a motion that Regent Park's replacement units not be permitted to be located in the West Don Lands or East Bayfront unless they are above Council's target for affordable housing for those neighbourhoods, and that no double counting be permitted.

Provisions to secure this requirement will be included in the Section 37 Agreement with TCHC for Regent Park. Condition 3 in the staff recommendations in this report contain a similar agreement to be secured from the TWRC. The practical application of this requirement would be to ensure that TWRC not allocate any of the land being reserved for the 1200 new, affordable rental units in the West Don Lands for any of TCHC's replacement social housing units. Otherwise, if TWRC were to allocate some of this land for the 1200 new affordable units to TCHC to meet their Regent Park replacement obligations, it would effectively lower the waterfront affordable housing target.

The TWRC would still be free to enter into agreements with TCHC to provide land for some of the 312 replacement units, as long as this did not affect the land reserved for the 1200 new affordable rental units. And, no restrictions would apply to TCHC receiving free land to build some of the 1200 new affordable rental units.

Under the City's approvals for Regent Park, it would be possible for TCHC to reallocate some of its rent-geared-to-income subsidies (RGI) from Regent Park to some of the new affordable rental housing to be built in the waterfront or elsewhere in the east downtown area. The City's new Official Plan and the Regent Park Secondary Plan distinguish between the 'bricks and mortar' replacement of social housing units and the RGI subsidies to lower rents for some households with lower incomes. Not every replacement social housing unit will be occupied by a low income household receiving this extra subsidy.

TCHC is entitled to allocate up to 729 of these RGI Subsidies elsewhere in the surrounding area, which includes the West Don Lands and East Bayfront. This would not conflict with Council's motion prohibiting double counting of any of the 2,083 replacement social housing units of Regent Park with the 1200 new, affordable rental units targeted for the West Don Lands.

The essential elements of the Affordable Housing Delivery Strategy for the West Don Lands should be secured in a binding agreement with TWRC. These include the requirement that 20 percent of the residential units be new, affordable rental; that TWRC shall provide sufficient free land to achieve this; and that obligations for replacement social housing or replacement affordable rental housing that originate elsewhere not be deemed to be new, affordable rental housing for the purposes of meeting the housing policy objectives of the Secondary Plan.

(II) Class EA Master Plan

Overview:

The EA Master Plan builds on the City's experience with the Wet Weather Flow Management Master Plan and pioneers the use of this EA tool in Ontario for a development precinct. As a result, it is providing a model for its innovative use in other municipalities. The West Don Lands EA Master plan is a long-range infrastructure plan that addresses water, sanitary, stormwater, and transportation infrastructure needed to support the area as it is revitalized. It deals with infrastructure systems and groups of related projects on a comprehensive basis in order to integrate the assessment of their environmental impacts. Specifically, it addresses potential impacts on the natural environment (aquatic, terrestrial, etc.) and the socio-economic environment (built heritage resources, archaeology, etc.). Should any parties wish to view the document, copies are on file with the Waterfront Project Secretariat and the Clerks Department.

The EA Master Plan was prepared pursuant to the *Ontario Environmental Assessment Act* and the Municipal Class EA (June, 2000), concurrent with the precinct planning process. The EA Master Plan, like the precinct plan, complies with the principles and policies of the Central Waterfront Secondary Plan.

The Class EA process for municipal infrastructure was followed during preparation of the Master Plan. The process has five phases: Problem/Opportunity identification; identification of Alternative Solutions; preparation of Alternative Design Concepts; preparation of Environmental Study Report; and Implementation. Class EA projects fall into three categories according to their environmental significance (Schedule A, B or C). Schedule A projects are minor operational and maintenance activities deemed approved. Schedule B projects include improvements and minor expansions to infrastructure required completion of Phases 1 and 2. Schedule C projects, which generally involve the construction of new facilities and major expansions to existing facilities, also require Phases 3 and 4.

The Class EA Master Plan for the West Don Lands deals with a variety of proposed Schedule A, B and C municipal infrastructure projects. It identifies and addresses the applicable phases of the Class EA process for these projects and provides for future transit lines along designated roads. It does not, however, address the EA requirements for transit projects. These are required to undergo an Individual EA under the *EA Act*. TWRC is working closely with TTC and City staff to initiate a Transit EA for West Don Lands this spring.

Public consultation for the EA Master Plan was carried out concurrently with the precinct planning process. TWRC held three stakeholder meetings and three public forums to obtain community input. Recently, the ORC submitted a letter advising that they continue to have concerns regarding the width of certain road rights-of-way in the West Don Lands. Every effort has been made by the TWRC/City to ensure an appropriate balance between the creation of streets as places and the provision of sustainable modes of transportation including cycling and transit facilities.

If the Master Plan receives endorsement by Council, it will be filed for public review for a minimum 30-day period. The public may request the Minister of Environment to issue a Part II Order (“bump up”) to require an Individual EA for specific projects covered in the Master Plan, but not for the Plan itself.

In addition to Provincial EA requirements, TWRC projects in the West Don Lands are subject to the *Canadian Environmental Assessment Act (CEAA)* where federal funding is provided. TWRC is coordinating the two EA processes and will address any additional CEAA reporting requirements. The EA Master Plan document is on file with the Waterfront Project Secretariat and Clerks Department, and can be accessed on the TWRC website, [www.towaterfront.ca](http://www.towaterfront.ca) should any party wish to view the document.

### Servicing

The stormwater, wastewater and water systems in the West Don Lands will be upgraded to address the goals of the Wet Weather Flow Management Master Plan such as minimizing the impacts of stormwater runoff, protecting City infrastructure and cleaning up the lake. The new servicing system is being designed to reflect the new drainage pattern in the precinct resulting from higher grades near the flood protection landform. Specific designs and sequencing of relocated municipal services in areas affected by the flood protection landform will be addressed during the detailed design phase in conjunction with the approval of the plan of subdivision and road closures.

Most of the West Don Lands is currently served by separate storm and sanitary sewer collection systems rather than by combined sewers. Sanitary sewers are generally underused due to limited existing development. The majority of sanitary sewers will need to be replaced or rehabilitated. The existing sanitary sewer on Cherry Street is subject to surcharging from the Low Level Interceptor (LLI) sanitary trunk sewer on Eastern Avenue during rainstorms. To provide for the additional flow from new development in West Don Lands and East Bayfront, a new sanitary pump station may be required near Cherry Street and Eastern Avenue to prevent surcharge from the LLI sanitary trunk sewer into the local sanitary sewer system. Over the long term, waterfront development will increase the load on the LLI. The impacts of this development on the LLI trunk sanitary sewer, which serves much of downtown Toronto, will be the subject of a separate study by the City and TWRC.

Water pressure in the West Don Lands is generally good. The majority of the watermains are over 100 years old but are in relatively good condition. Water conservation/efficiency measures and practices will be applied in the West Don Lands consistent with City policies and the TWRC Sustainability Framework. The sizing of local watermains will be determined by the flows required to fight fires. New watermains will be required on several streets including Eastern Avenue, Trinity Street, St. Lawrence Street, Front Street and Mill Street.

Storm drainage is provided primarily by storm sewers. A small area on Front Street East and Eastern Avenue from Parliament to Cherry Street, and on St. Lawrence Street is served by combined sewers. Approximately 60 percent of the storm system drains to the Don River and 40 percent is directed to the Inner Harbour. There are no existing

stormwater management facilities in West Don Lands. Most of the storm sewer system is 50 to 100 years old. Stormwater discharges from the West Don Lands presently flow untreated into the Don River and Inner Harbour.

A significant portion of the existing storm system does not have the capacity to serve the proposed development in the West Don Lands and will need to be replaced. Furthermore, stormwater currently draining east to the Don River will be redirected south into the Inner Harbour, with construction of the new flood protection landform. A new storm outlet sewer is required south from Mill Street to the Inner Harbour. Existing storm drainage areas connected to combined sewers will be reconnected to the new Cherry storm sewer to provide relief to the surcharge of the combined sewers and alleviate flooding at the Cherry Street rail underpass. A stormwater treatment system will be installed to treat all of the storm flow from the West Don Lands to the criteria required under the Wet Weather Flow Management Master Plan. This is a significant improvement to stormwater infrastructure over existing conditions.

Stormwater will be used as a resource. TWRC has set a preliminary target of using 30 percent of the stormwater from developments for irrigation during the growing season. The main source will be stormwater from roofs which is generally cleaner than stormwater from surface level.

#### Transportation

The EA Master Plan has further assessed specific transportation elements of the Waterfront Secondary Plan including the extent of network requirements for the West Don Lands, related to vehicular, transit, cycling and pedestrian needs. As well, the Master Plan has reviewed the Secondary Plan Schedule of proposed rights-of-way for major roads (Schedule A), and determined the appropriateness of rights-of-way and cross-sections in the context of further detailed transportation and planning assessment.

The following summarizes the key findings regarding the transportation planning elements of the Master Plan study, and provides information respecting decision-making through this process and as the various transportation projects move toward implementation.

#### Existing Conditions

Section 8 of the Master Plan and Map 4 attached to this report address existing and forecast traffic conditions, transit service, pedestrian and bicycle facilities. According to the Master Plan, the West Don Lands area is under-developed in its present form, and generates a nominal amount of traffic activity.

A number of bus routes run on the periphery of the area (e.g. on Parliament Street and Mill Street). King Street East accommodates east-west streetcar service through the northern limit of this area.

In terms of existing vehicular traffic activity, there is a pattern of peak period commuter traffic travelling through the area, between Bayview Avenue and the downtown. The

volume of through traffic in the morning peak hour is approximately 400-500 vehicles. This activity is expected to continue as revitalization occurs.

To the north of the West Don Lands, there are bicycle lanes on River Street from Gerrard Street East to King Street East, on Shuter Street from Victoria Street to River Street, as well as on Gerrard Street East, extending east to Broadview Avenue (except for a section between Parliament Street and River Street). Existing off-road facilities extend south through the Don Valley (Lower Don Trail), linking into east-west connections at Lake Shore Boulevard East.

Existing pedestrian facilities are mostly focussed on sidewalks within the public street right-of-way, and the Lower Don Trail. The Master Plan notes several road sections currently do not have sidewalk facilities including parts of Cherry Street, Front Street East, Bayview Avenue, Eastern Avenue, Eastern Avenue diversion, Sumach Street, St. Lawrence Street, Mill Street, Cypress Street and Overend Street.

#### Project Need and Justification

The Secondary Plan identifies a number of policy statements that provide the framework for this Master Plan. Key among these is the statement that future travel demand will be mainly met by non-auto means, and road capacity will be added only to meet local traffic needs.

Based on waterfront travel demand forecasting, full build out of the West Don Lands would result in total two-way person trip generation for the area of 3,200 morning peak hour trips and 4,500 evening peak hour trips, respectively.

The Master Plan accommodates this need through provision of additional bicycle facilities, pedestrian linkages, protection for high capacity transit facilities, and provision of new vehicle lanes only where necessary to achieve urban design/City building objectives.

#### Identification and Evaluation of Alternatives

The Master Plan assesses a number of transportation improvements, initially considering the range of alternatives that could be applied to address project need and justification. Based on public and agency feedback, a total of seven alternative solutions (out of ten) were identified to be carried forward for further consideration in the Master Plan study, including:

- (i) construction of new public roads or extensions of existing roads within the precinct;
- (ii) widening of existing roads within the precinct;
- (iii) realigning existing roads within the precinct;
- (iv) improving existing bus service to/from and within the precinct;
- (v) provision of new rapid transit lines outside and within the precinct; and
- (vi) construction, extension or improvement of existing pedestrian and bicycle facilities within the precinct.

Transportation improvements identified as a result of the review of alternative solutions are summarized in Table 1 attached. Additional information presented in the Master Plan details the rationale for each project and its schedule. Some of these improvements require additional *Environmental Assessment Act, Planning Act and/or Municipal Act* approvals as documented in the Class EA Master Plan. Having reviewed the project descriptions and the additional work recommended in the Master Plan, staff have identified some additional conditions and requirements which are described in the project-specific sections that follow.

### The Importance of Transit

As noted earlier, the TWRC is working closely with TTC and City staff to initiate a Transit EA for the West Don Lands this spring. Although this EA will be a separate process, it is consistent with and complimentary to the Master Plan in that provision of new rapid transit lines outside and within the precinct is potentially one of the most effective means of addressing project need and justification in a manner that is consistent with City policies related to City-building, sustainability, “Transit First”, and maximizing the efficiency of Toronto’s transportation system.

The Master Plan recognizes and makes provision for the importance of transit in the West Don Lands. A recent update of the travel demand forecasting work undertaken for the Waterfront Secondary Plan has confirmed that an estimated 1,800 transit riders will use the West Don Lands streetcar to travel downtown in the morning peak hour. This includes trips generated by the West Don Lands as well as other trips that may originate in the Port Lands and travel through the area.

By way of comparison, this is equivalent to existing peak hour peak-direction transit demand on Spadina Avenue (exiting southbound from the Spadina Subway Station), and is ten percent higher than current transit demand on St. Clair Avenue West (entering the St. Clair West subway station). Clearly, there is a need to ensure convenient, efficient transit service is provided if the transit travel demand estimates are to be accommodated. Failure to plan to accommodate transit demand would likely result in a commensurate increase auto use in both the West Don Lands and the Port Lands. Map B of the Waterfront Secondary Plan identifies streetcar service in its own right-of-way on Cherry Street. The latest update of the waterfront travel demand forecast confirms the need to continue to plan this level of capacity.

One of the next steps is the initiation of a Transit EA to establish the specific transit required to serve the West Don Lands, East Bayfront and Port Lands, including among other things, a review of alignment and servicing options through this area. Until the Transit EA is completed and the preferred solution identified, transit rights-of-way are protected through this Master Plan by the inclusion of a landscaped median of sufficient width to enable exclusive bus or streetcar operation.

### Bicycle Facilities

Another important means of achieving the key objective of reducing demand for auto use is the construction and extension of bicycle facilities. The City’s Bicycle Plan proposes a

number of key elements to address connections between existing and future communities in this part of Toronto and the waterfront. In particular, the plan proposes bicycle lanes on Cherry Street/Sumach Street to provide connectivity to the waterfront from communities in the West Don Lands, Corktown, a revitalized Regent Park and Cabbagetown. These connections also provide the opportunity for further east-west integration to existing bicycle lanes on Gerrard Street East and Shuter Street.

The provision of bicycle lanes on Cherry Street is consistent with the City's Bicycle Plan, as well as the Central Waterfront Secondary Plan in terms of removing barriers/making connections and promoting a clean and green environment. Notwithstanding that the Master Plan "has not attempted to be definitive" on the issue of bicycle lanes on Cherry Street (pending resolution of the transit requirements), from a City planning policy perspective there is merit in designating bicycle lanes on Cherry Street. Further discussion of this issue is presented in the "Cherry Street" section below.

The Master Plan also proposes a bicycle network through the West Don Lands, including a proposed Mill Street bicycle lane connecting to the existing River Street bicycle lanes via Bayview Avenue/Eastern Avenue are appropriate, but do not provide the direct link to the waterfront that could be achieved with a dedicated bicycle facility on Cherry Street.

#### Design of Major Roads

Preferred designs are identified in the Master Plan for each of the major roads that were assessed and evaluated, namely, Cherry Street, Front Street East and Bayview Avenue. These are also summarized in Table 1 attached for reference. The following section discusses the findings of the Master Plan in relation to these facilities, as well as Mill Street and other local streets.

#### Bayview Avenue

The proposed design for Bayview Avenue will function similar to the present condition, however, it will be re-aligned, extended and widened for bicycle lanes and on-street parking south to Mill Street. The re-alignment responds to the need to create a large open space at the east end of the West Don Lands and takes into account the flood protection/berm requirements of this area.

Bayview Avenue currently has one lane of traffic in each direction through this area, and the Master Plan recommends maintaining this configuration. It is expected that Bayview Avenue will retain its existing commuter traffic function, serving as part of the route from north/east Toronto to the downtown.

Bicycle lanes will be provided on the section of Bayview Avenue connecting Mill Street to Eastern Avenue/River Street. The 30 m proposed right-of-way is consistent with Schedule A of the Central Waterfront Secondary Plan.

#### Front Street East

The Master Plan identifies three distinct cross-sections for Front Street East, with slightly

different functional requirements east and west of Cherry Street (Map 5).

For the section of Front Street East west of Cherry Street, the Master Plan protects for the possibility that a Transit EA could recommend an exclusive transit right-of-way connecting to Cherry Street. This is consistent with Map B (Transit) in the Waterfront Secondary Plan. In this case, the cross-section showing two lanes in each direction allows for wide curb lanes to accommodate vehicles, bicycle and curbside parking. Pedestrian boulevard areas are shown to be 5.5 m wide on both sides of the street. The proposed right-of-way through this section of Front Street East is 30 m, which represents a refinement and reduction from the 40 m width identified in Schedule A of the Waterfront Secondary Plan.

The Master Plan is not clear on the reconfiguration of the intersection of Front Street/Trinity Street/Eastern Avenue. Exhibit 8-11 (Map 5) indicates it is a component of the Schedule B project to re-design of Front Street west of Cherry Street, while Exhibit 8-7 identifies it as a separate, Schedule A project. We recommend that, after the Transit EA has established whether this section of Front Street will form part of the transit project, the design and EA requirements for the reconfiguration of this intersection be re-evaluated.

Immediately east of Cherry Street, the existing right-of-way is maintained to the proposed north-south Road "C" located approximately 70 m further east, to respect the existing heritage buildings situated on the north and south sides of the street. Within the existing 20 m right-of-way, the Master Plan proposes a single lane in each direction, in combination with a westbound left turn lane at the intersection of Cherry Street. Pedestrian boulevards are shown to be approximately 2.5 m and 4.5 m on the north and south sides of the street, respectively. Retention of the existing right-of-way represents an adjustment to Schedule A of the Central Waterfront Secondary Plan which identified a 40m width through this section.

From this point east to Bayview Avenue, the Master Plan proposes a right-of-way of 42 m. Within this width, the plan provides a generous 16.6 m landscaped linear median park strip, and two traffic lanes in each direction. Wide curb lanes accommodate vehicular and bicycle traffic, with the possibility of introducing off-peak period on-street parking. Pedestrian boulevard areas are shown to be 5.2m wide on both sides of the street. The proposed right-of-way through this section of Front Street East represents a refinement and slight increase of 2 m relative to Schedule A of the Waterfront Secondary Plan.

## Cherry Street

From King Street East to Eastern Avenue, Cherry Street is proposed to be reconstructed with a single lane in each direction within its existing right-of-way, which varies from 22 m to 28 m according to the Master Plan. From Eastern Avenue to the railway corridor, Cherry Street is proposed to be re-aligned and widened to provide two lanes in each direction to accommodate its expanded role as a key connector to the waterfront. The Master Plan proposes a widening occurring on both sides of the street in order to limit the impact to the surrounding area. Within this section, the right-of-way between Eastern Avenue and Front Street East ranges from 35.68 to 35.85 m. From Front Street East to Mill Street the proposed right-of-way is 35 m, and south of Mill Street to the rail corridor the proposed right-of-way is 37 m. Pedestrian boulevard widths range from 3.65 m to 4.85 m.

Provision has been made to protect for dedicated transit lanes on Cherry Street, subject to further review through a Transit EA. Current travel demand forecasts for the West Don Lands and Port Area indicate it is necessary to protect for a high capacity transit service linking to the downtown (in addition to an extension of dedicated transit service on Queens Quay East. Provision of lower capacity transit service (e.g. bus operation) will not be adequate to accommodate forecast travel demand, necessitating either a commensurate increase in projected auto traffic or a reduction in the magnitude of planned development in the West Don Lands and Port Lands to offset increased auto volumes. The Master Plan assumes that if dedicated transit service were provided on Cherry Street, it would initially extend south from King Street East (or Front Street East) to the rail corridor and terminate in a service loop. A later phase would see service extended south on Cherry Street, linking into the Port Lands.

In addition to making provision for dedicated transit lanes on Cherry Street, as noted earlier, there is a need to recognize the importance of cyclists using this facility, consistent with the City's Bicycle Plan and waterfront policy objectives regarding connectivity to the waterfront and encouraging more sustainable transportation modes. In this regard, the Master Plan notes that cross-section alternatives can be explored during detailed design, to accommodate reserved bicycle lanes on Cherry Street, from Mill Street to King Street East. Accordingly, the staff recommendation on the EA Master Plan seeks Council's endorsement of a continuous uninterrupted dedicated bicycle facility on Cherry in principle, subject to the findings of the Transit EA. It is also noted that the provision of bicycle lanes could require alterations to the other elements of the road cross section. These must be established prior to seeking EA approval.

Schedule A of the Central Waterfront Secondary Plan identifies a right-of-way width of 40m on Cherry Street, from south of the rail corridor to Front Street East. The Master Plan proposed rights-of-way of 35m (Front Street East to Mill Street) and 37m (Mill Street to the rail corridor) represent a reduction and refinement of the Secondary Plan schedule.

## Mill Street

Mill Street, east of Cherry Street, is shown in the Master Plan with a right-of-way of 25 m accommodating one lane of traffic in each direction and parking, with bicycle lanes in each direction connecting to Cherry Street and Bayview Avenue. It has been realigned from a point just west of the proposed Road E to its connection with the proposed realignment of Bayview Avenue to provide adequate development blocks for institutional uses on the south side of Mill Street. Along with Front Street East, Mill Street will play an important role in accommodating peak period commuter traffic flow through the West Don Lands.

Mill Street, west of Cherry Street, is proposed to be widened to accommodate bicycle lanes, and parking on the north side. This work is not defined as a project in the context of the Master Plan, and will be considered in the course of implementing the City's capital works programme.

## Eastern Avenue

The Master Plan recommends that Eastern Avenue be reconfigured at its eastern end to connect to a River Street Extension and Bayview Avenue with two 8.8 m one-way sections separated by the proposed Foundry Park. Each of these road sections will contain two traffic lanes and a dedicated bicycle lane connecting Bayview Avenue to River Street. Pedestrian boulevards of 5.0m width are shown adjacent to the bicycle lanes. In order to achieve this cross-section, it is proposed that this portion of Eastern Avenue has a 60 m right-of-way. This 60 m right-of-way includes River Park.

The Master Plan also identifies the reconfiguration of the intersection of Eastern Avenue/Eastern Avenue Diversion/Sumach Street to provide local operational improvements. There remains uncertainty as to the number of traffic lanes recommended for the new Eastern Avenue connection to a realigned Bayview Avenue abutting the proposed River Square as well as other EA-related issues. Accordingly, the staff recommendation on the EA Master Plan (Condition 8) includes a requirement that these issues be studied in more detail in the context of the future plan of subdivision process, and that the EA requirements be re-evaluated at that time.

## River Street

River Street is shown in the Master Plan extending south from King Street East to connect to Eastern Avenue at the proposed River Square. Within the proposed 20 m right-of-way, this street will provide a single lane in each direction with parking, and dedicated bicycle lanes. A pedestrian boulevard width of 3.6 m will be provided on both sides of the street.

While Exhibit 8-11 in the Master Plan (Map 5) identifies the River Street Extension as a Schedule B project, more information is required to substantiate this conclusion. In contrast to other Schedule B projects in the Master Plan, this project is a substantial new road which we believe warrants further evaluation of design alternatives. We

recommend that alternatives for the River Street Extension be evaluated in more detail, and its EA requirements be re-evaluated as part of the future subdivision process.

#### Summary of Next Steps:

If City Council approves the recommendations of this report, the Class Environmental Assessment Master Plan Study Report will be filed on the public record for a minimum of 30 days according to the requirements of the Class EA process.

During this period, members of the public, interest groups and government agencies may request that a Part II Order be issued for any element of the Master Plan. A Part II Order, if granted by the Minister of the Environment, can elevate the status of any project contained in the Master Plan from a Class EA to an Individual Environmental Assessment.

If a Part II Order request is received, the Ministry of the Environment must review the reasons for the request and initiate a 45-day staff review, followed by a 21-day Ministerial review period.

If a Part II Order is not granted or if no requests or objections are received during the 30-day filing period, individual projects within the Master Plan that do not require any further approvals are considered approved under the Environmental Assessment Act and may proceed to detailed design and construction.

### III West Don Lands Financial Feasibility:

The TWRC has prepared a draft financial feasibility study to examine the potential funding requirements of the three levels of government in the West Don Lands. This study is not intended to represent a definitive financing plan for the West Don Lands and other waterfront precincts. This will be provided in the form of a detailed five-year plan that will be presented to Council for approval later in 2005. The feasibility study instead provides a high-level analysis of the potential financial outcomes for the development of these lands.

#### Expenditures:

According to the study results, the total projected infrastructure expenditures associated with implementing the plan are currently estimated at \$234 million. As shown in Table 2 below, the largest components of these expenditures are for major works such as the flood control berm and for the provision of typical local infrastructure that is necessary for servicing new development. This total was developed using a full costing approach that incorporated all relevant work required from project initiation to final completion, including professional fees (engineering, design, program management, etc.), contingency, and GST. It excludes items to be paid by developers (such as grading within development blocks, and sidewalks and landscape costs for roads), or by school boards (such as schools, although the TWRC will provide land for this purpose).

Table 2- Summary of Proposed West Don Lands Expenditures	
	Estimated Cost (\$2005 millions)
Project Implementation	20.5
Local Servicing	59.9
Parks and Open Space	17.6
Community Facilities	21.5
Environmental Remediation	22.0
Public Transit	20.0
Major Infrastructure	71.2
Total:	233.6

These infrastructure estimates have been developed by the TWRC in conjunction with a number of engineering consulting firms based on the street layout established in the precinct plan and on the available knowledge of existing soil conditions. The soils conditions currently appear to introduce the greatest potential uncertainty into the infrastructure and remediation cost estimates. As information on soils conditions is currently limited, the TWRC cautions that the overall \$234 million estimate for total project costs will continue to be preliminary until soil/groundwater investigations have been carried out, and environmental risk assessments, sustainability audits, and the site plan and detailed design processes have been completed.

#### Revenues

The primary revenue component in the plan will be realized through the sale or lease of land to developers. As most of the land will be developed for residential use, the revenues realized from land sales will depend primarily on developers' assessments of the market price that can be achieved for the finished residential housing units.

The TWRC has prepared pro-formas that attempt to assess the maximum price that developers can pay for land based on assumptions regarding the ultimate sale price of the finished units, building construction costs, various other costs and typical expected developer profit margins. Based on this approach, the TWRC is currently estimating that land sales will generate revenue of approximately \$156 million. It has been assumed that 20 percent of the land will be set aside for affordable rental housing and that this land will not generate any land sales revenue. Not included in this amount are an estimated \$30M of development charges and \$6M of parks levies expected to be generated for the City to fund infrastructure and parks across the municipality.

The principal potential variability in the revenue estimates arises from future cycles in Toronto's housing market. To a much lesser degree, revenues may also be impacted by the availability of financial incentives provided for commercial development in the West Don Lands as part of the Community Improvement Plan currently being drafted by staff. These incentives would increase the attractiveness of commercial development and, therefore, increase the price that developers are willing to pay for commercial land.

## Government Contributions

With estimated expenditures of \$234 million and estimated revenues of only \$163 million (including a \$7 million GST refund), the TWRC is forecasting a shortfall of approximately \$71 million. This shortfall will be met through contributions from the three levels of government as part of their original \$1.5 billion commitment to the waterfront revitalization.

The City's 2005 – 2009 capital works program for the Waterfront includes a total of \$213.5M (gross)/\$71.2M (City portion) to fund West Don Lands infrastructure, consistent with preliminary TWRC estimates provided late in 2004. This amount will need to be adjusted in the context of the tri-government review of the five-year plan to incorporate any cost escalations based on the most current information available at the conclusion of this process.

The principal reason for the shortfall is that the TWRC is carrying out works that are above and beyond those usually carried out by a developer. These include widescale environmental remediation, and provision of major flood control works, community facilities, and public transit infrastructure. In addition, the TWRC is setting aside 20 percent of the land that will be provided free of cost to developers of affordable rental housing. Based on the anticipated government contributions, and on the estimated expenditures and projected revenues calculated by the TWRC, the implementation of the West Don Lands Precinct Plan appears viable from a financial perspective.

## Conclusions:

The revitalization and re-integration of the West Don Lands into the city fabric has been a long-standing priority of the City of Toronto. The three governments have assigned the TWRC the mandate to lead this effort. The West Don Lands precinct planning process has demonstrated the value of a waterfront agency dedicated to revitalization. The TWRC assembled a multi-discipline design-focused team to produce a development concept for the creation of diverse urban neighbourhoods. It ensured the plan was produced through a transparent and inclusive process with all stakeholders. City departments, agencies, boards and commissions were involved at all stages from project inception to completion.

The precinct planning process has provided clear direction on a number of obstacles which stymied the revitalization of the West Don Lands in the past. Opportunities under new brownfields legislation have been explored to demonstrate that soil remediation efforts and costs are manageable. Similarly, the flood protection landform EA has provided clarity both as to the nature and extent of flood protection requirements as well as costs. Infrastructure improvements and costs have been determined within an integrated community design process. The TWRC has balanced a desire to attract private sector investment to this precinct with the broader public objectives of creating a waterfront for all Toronto citizens.

The TWRC's project schedule anticipates shovels in the ground at the end of this year for the construction of the additional rail bridge span allowing improved water flow conditions. Clearing of the site for construction of the flood protection landform will begin early in 2006. Accordingly, the TWRC is working closely with the ORC and City on related issues, including

relocation of businesses situated in the area of the future landform. The TWRC’s first developer proposal call will take place later this year with the first residential occupancy targeted to occur in late 2007. During this period, a number of planning and other approvals will be required from the City as well as its financial support. The West Don Lands Precinct Plan and Class EA Master Plan provide a sound framework for focusing the efforts of the City and other government partners as we move towards the realization of a new beginning for the West Don Lands.

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Concurrence with Financial Impact Statement provided by:

Josie LaVita, Director, Financial Planning Division  
 (416) 397-4229; jlavita@toronto.ca

Attachments:

- |   |  |
|---|--|
| Map 1 – West Don Lands Neighbourhoods             | Map 5 – Road Improvement Alternatives    |
| Map 2 – Parks and Public Spaces                   | Figure 1 – West Don Lands Neighbourhoods |
| Map 3 – Height Map                                | Figure 2 – Don River Park Perspective    |
| Map 4 – Lane Configurations and Intersection Plan | Table 1 – Summary Road Improvements      |

Table 1

Summary of Proposed West Don Lands Road Improvements

Proposed Improvement	Municipal Class EA Schedule
(1) Realignment and extension of Bayview Avenue	C
(2) Reconfiguration of the Eastern Avenue/Eastern Avenue diversion intersection	A
(3) Reconfiguration of the Front St/Eastern/Trinity intersection	A
(4) Widening of Front Street East – Cherry to Bayview Avenue	B
(5) Widening, extension and realignment of Mill Street	B
(6) Widening of Cherry Street – King Street E. to Mill Street	C
(7) Widening of Cherry Street – Mill Street to the rail corridor	C
(8) New local streets – various (Streets “A” to “H” in the Master Plan)	A
(9) Extension of River Street from Eastern Avenue to Bayview Avenue	A
(10) Retirement of the eastern end of Eastern Avenue	B
(11) Retirement of the eastern end of Front Street East	B

Proposed Improvement	Municipal Class EA Schedule
(12) Retirement of Overend St.	B
(13) Construction of the Trinity pedestrian/bicycle underpass of the rail corridor	C
(14) Construction of the Richmond Hill GO Rail pedestrian/bicycle underpass	C
(15) Construction of the Pedestrian/bicycle bridge over the Don River	C
(16) Retirement of Cyprus Avenue	B

**The Policy and Finance Committee also submits the communication (May 4, 2005) from Michael Shapcott, Research Co-ordinator, Toronto Disaster Relief Committee:**

I am writing on behalf of the Toronto Disaster Relief Committee regarding the West Donlands Precinct Plan, which is item (1) on the May 5th Policy and Finance Committee agenda. I am unable to attend the meeting in person, so I would ask that this letter be circulated to committee members and that our recommendations be considered as part of this item.

We have two fundamental concerns regarding the precinct plan:

- (1) **Too Much Unaffordable Housing:** The current housing mix calls for threequarters of the units to be unaffordable, and only 25 percent affordable. Moreover, the city’s definition of “affordable” means that the majority of Torontonians – low, moderate and middle-income people – will be able to afford only a tiny fraction of the new homes. We urge the committee to amend the precinct plan to create a more inclusive and sustainable housing mix.
- (2) **Public Lands In Public Hands:** A significant portion of the West Donlands (and Central Waterfront) lands are in public hands (federal, provincial or municipal). At public meetings and in private conversations during the consultation process for West Donlands, the head of the Toronto Waterfront Revitalization Corporation, Robert Fung, has repeatedly said that public lands should remain in public hands. We believe that this principle needs to be incorporated explicitly into the West Donlands precinct plan.

Too much unaffordable housing:

The precinct plan calls for a mere 1,200 affordable homes in the West Donlands – only 25 percent of the overall total. Toronto City Council should not endorse a precinct plan that effectively excludes the majority of Torontonians from finding an affordable home. The city’s affordable housing crisis remains desperate. The underlying homeless disaster is growing worse. City Council should be using a major development opportunity – like the West Donlands – to create Toronto Disaster Relief Committee an inclusive and sustainable community with an appropriate housing mix. Just to the west of the West Donlands is the St. Lawrence

neighbourhood, which has a much better mix of private and social housing, including affordable and subsidized units. St. Lawrence should be a positive example in guiding the West Donlands development. Slightly farther west, and south, is the Harbourfront – a solid wall of unaffordable, high-rise buildings – a model of urban planning gone wrong.

Even the 25 percent of housing to be designated as “affordable” is not truly affordable. The city’s definition of “affordable” uses the Canada Mortgage and Housing Corporation average market rent as a benchmark. The average rent for a typical, two-bedroom apartment in Toronto is \$1,052. To afford that, renters need an annual household income of approximately \$42,000 (based on the standard calculation of 30 percent of income going to shelter). More than two-thirds of tenant households in Toronto have annual incomes of less than that amount – and about half of all households in the city are under that figure. One-in-four Toronto households are living in poverty. For them, the city’s so-called “affordable” housing is not affordable at all.

Recommendation (1): Increase the mix of affordable housing:

We are asking the committee to amend the staff report to direct that the mix of affordable housing, including co-op, non-profit, supportive, subsidized and alternative housing, be amended to create a more inclusive and sustainable community in the West Donlands.

Public lands in public hands:

Recommendation (2): Ensure that public lands remain in public hands:

We are asking the committee to amend the staff report to include a specific provision incorporating the earlier commitments of Mr. Fung that public lands will remain in public hands. This provides an effective, long-term guarantee that the West Donlands neighbourhood will continue to provide a healthy and sustainable mix of housing and other uses.

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(A copy of the West Don Lands Precinct Plan was forwarded to all Members of Council by the Urban Development Services office, and a copy thereof is on file in the office of the City Clerk, City Hall; and a copy of the West Don Lands Class Environmental Assessment Master Plan - Toronto Waterfront Revitalization Corporation, is also on file in the office of the City Clerk, City Hall.)

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(Copies of the Maps attached to the report dated April 22, 2005, from the City Manager were forwarded to all Members of Council with the May 5, 2005, agenda of the Policy and Finance Committee and copies thereof are also on file in the office of the City Clerk, City Hall. These maps are also included below.)

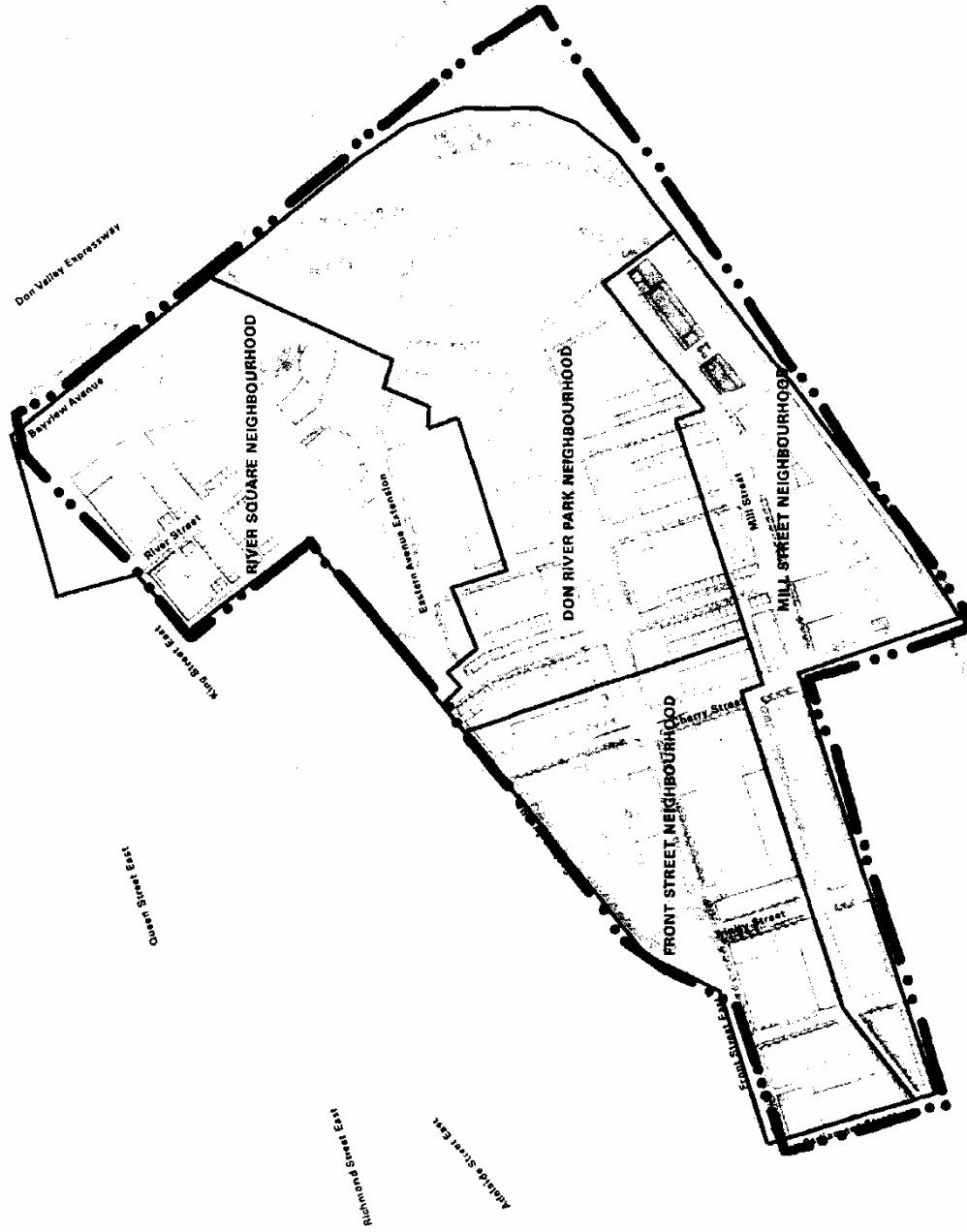
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Robert Fung, Chair, Toronto Waterfront Revitalization Corporation; and Pino Di Mascio, Partner, Urban Strategies Inc., provided a presentation to the Policy and Finance Committee on the West Don Lands Precinct Plan and Environmental Assessment Master Plan.

The following persons addressed the Policy and Finance Committee:

- Cynthia Wilkey, Chair, West Don Lands Committee, and filed a written submission;
- Julie Beddoes, Vice-President External, Gooderham & Worts Neighbourhood Association; and filed a written submission;
- Debbie Field, Executive Director, Foodshare Toronto, who provided Members of the Policy and Finance Committee with basil plants, apples and jars of honey, and also filed a written submission; and
- Gary Waddington, Ontario Realty Corporation, and filed a written submission.

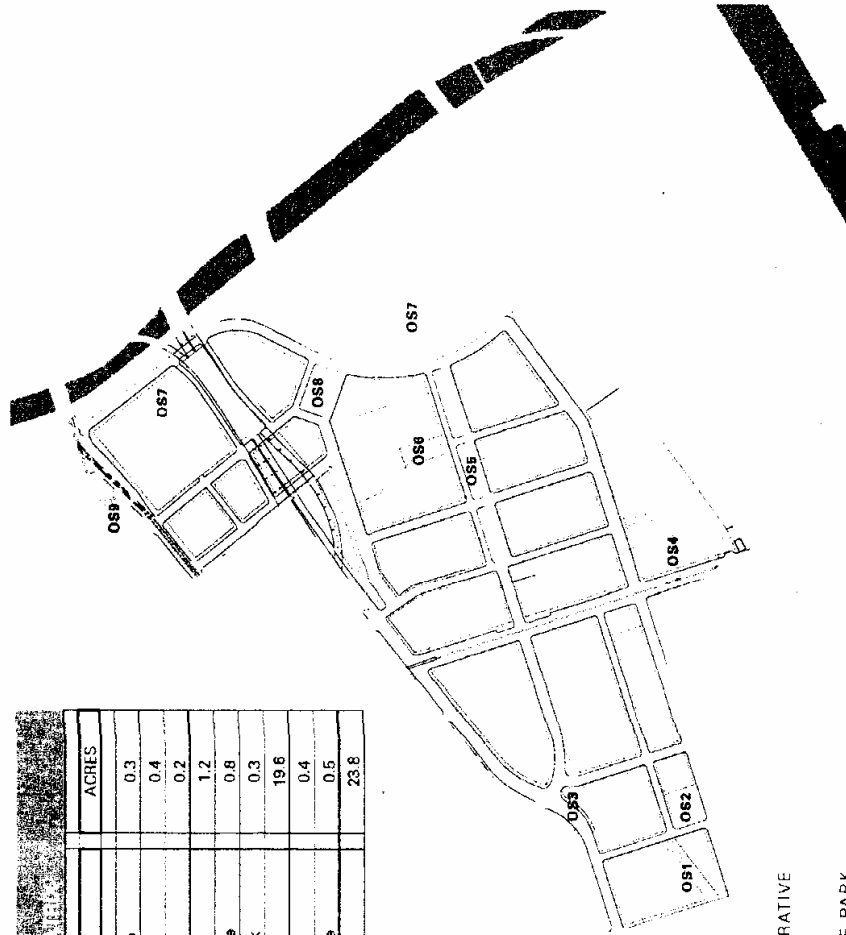
Map 1



West Don Lands Neighbourhoods

Map 2

#	OPEN SPACE TYPE	ACRES
OS 1	Parliament Street Lane	0.3
OS 2	Distillery Park	0.4
OS 3	Trinity Square	0.2
OS 4	Mill Street Lanes	1.2
OS 5	Front Street Promenade	0.8
OS 6	Dominion Foundry Park	0.3
OS 7	Don River Park	19.6
OS 8	River Square	0.4
OS 9	Queen Crossing Square	0.5
NET		23.8



NATURAL REGENERATIVE

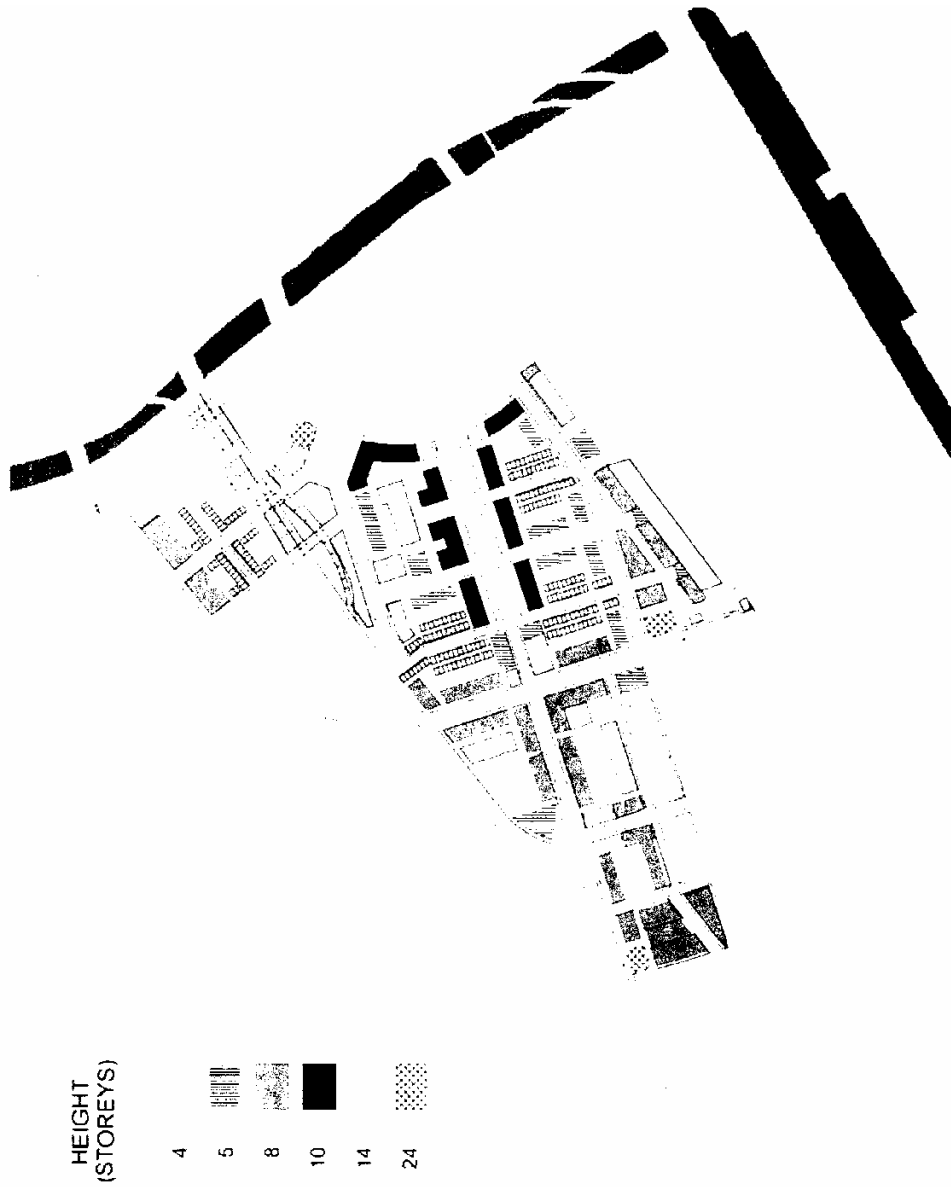
PASSIVE PARK

ACTIVE RECREATION

PLAZAS, PARKETTES, & STREETSCAPES

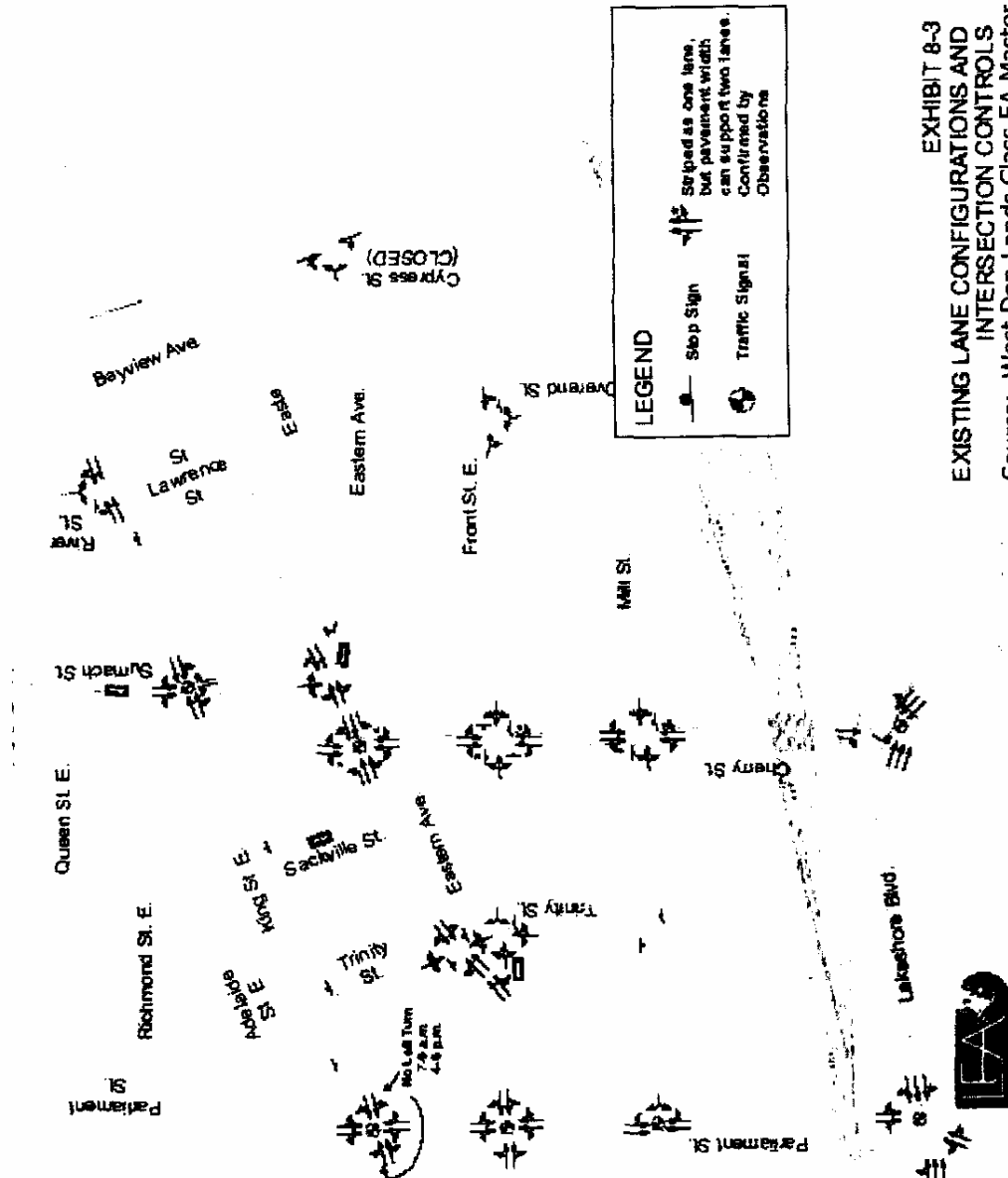
Parks & Public Spaces  
 West Don Lands Precinct Plan

Map 3



Height Map  
West Don Lands Precinct Plan

# Map 4



**EXHIBIT 8-3**  
**EXISTING LANE CONFIGURATIONS AND**  
**INTERSECTION CONTROLS**  
Source: West Don Lands Class EA Master Plan



# Map 5

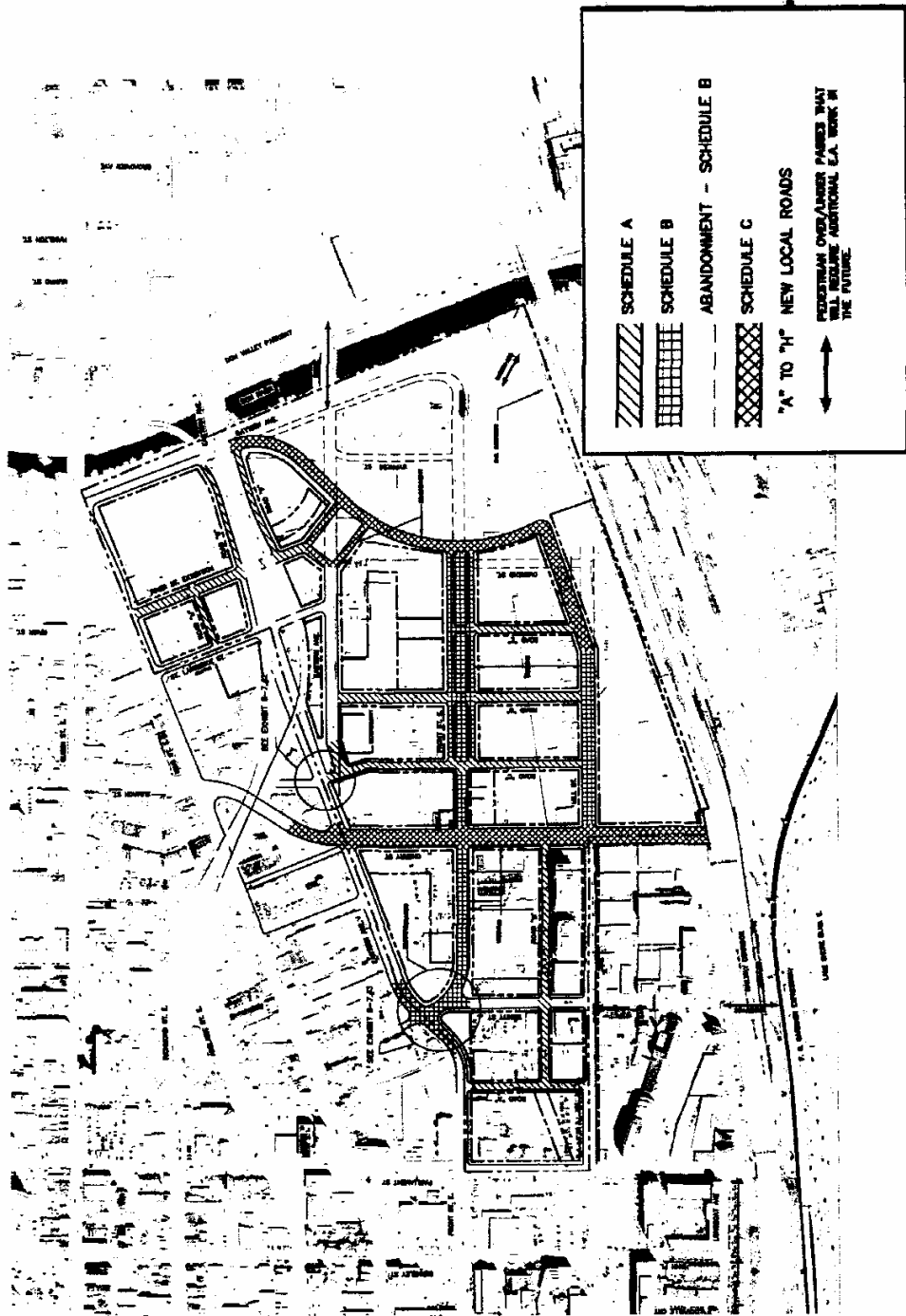
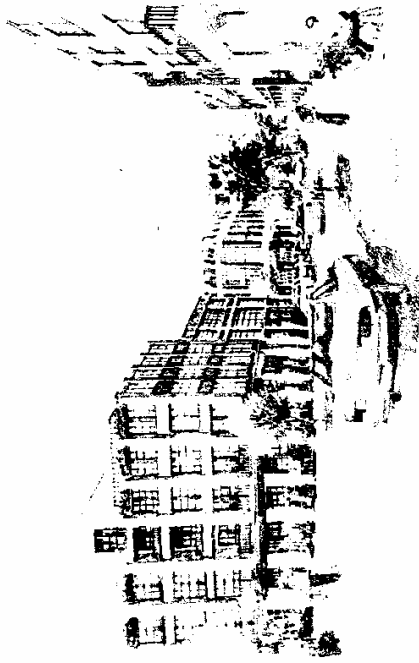


Exhibit 8-11: Proposed Road Improvement Alternatives and Applicable Class EA Schedules  
Source: West Don Lands Class EA Master Plan

**Figure 1  
West Don Lands Future Neighbourhoods**



**Mill Street Neighbourhood**



**River Square Neighbourhood**

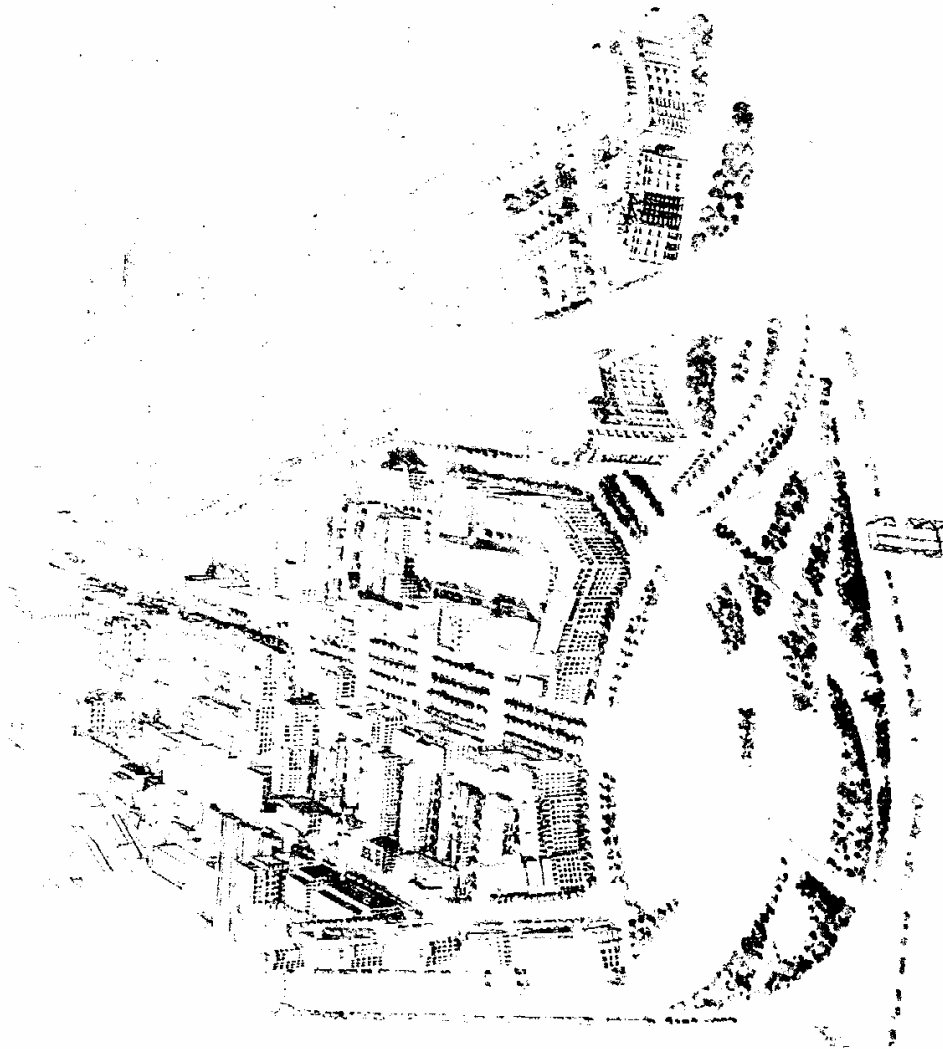


**Don River Park Neighbourhood**



**Front Street Neighbourhood**

Figure 2



Don River Park Perspective  
West Don Lands Precinct Plan

**City Council – May 17, 18 and 19, 2005**

Council also considered the following:

- Report (May 16, 2005) from the City Manager [Communication 12(a)].

**Subject:** REPORT #2  
West Don Lands Precinct Plan & Environmental Assessment  
Master Plan (FoodShare)

Purpose:

As directed by Policy and Finance Committee, this report addresses the ability of FoodShare to remain at its 200 Eastern Avenue location in conjunction with the construction of a flood protection landform over this property.

Financial Implications and Impact Statement:

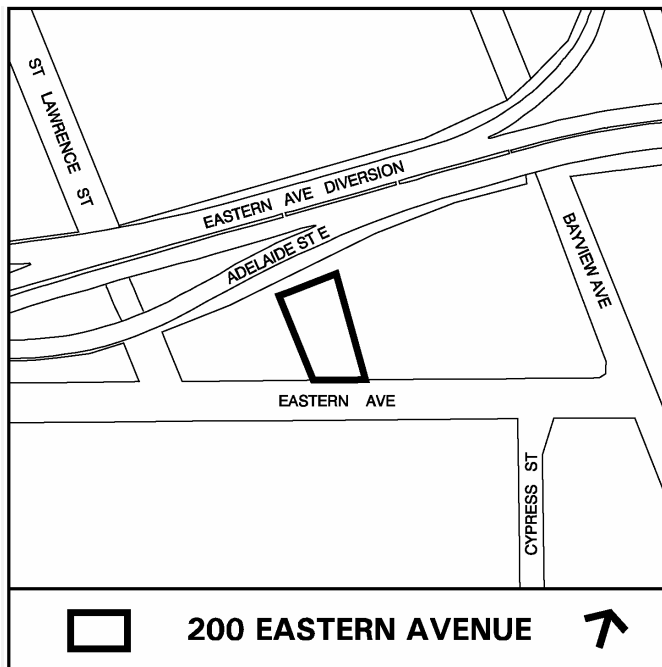
There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that Council:

- (1) support the process developed by the Toronto Waterfront Revitalization Corporation (TWRC), City, Ontario Realty Corporation (ORC) and FoodShare to work collaboratively on the relocation of FoodShare from its current location at 200 Eastern Avenue to another location as follows:

- (i) TWRC will assume the project lead for the relocation effort;
- (ii) the relocation team will comprise representation from the TWRC, ORC, FoodShare and the City including staff from Real Estate, Economic Development and the Waterfront Secretariat;
- (iii) all parties agree that the relocation will be at no cost to FoodShare;
- (iv) this process will be confirmed in a letter from the TWRC to FoodShare; and



- (v) *once confirmed, FoodShare will withdraw its request of the Ministry of the Environment (MOE) to elevate the Class Environmental Assessment (EA) for the Lower Don River Flood Protection to an Individual EA;*
- (2) *following the identification of a potential site for FoodShare, direct the Waterfront Project Director to bring forward a report advising as to the outcome of this process and how relocation costs are being addressed; and*
- (3) *the appropriate City Officials be authorized and directed to take the necessary action to give effect thereto.*

*Background:*

*At its May 5, 2005 meeting, Policy and Finance Committee considered a staff report from the City Manager seeking, amongst other matters, the endorsement by Council of the West Don Lands Precinct Plan and EA Master Plan. Committee adopted the staff recommendations and added the following motions related to FoodShare:*

*“Given that FoodShare’s current location appears to be in conflict with the flood protection landform and the public infrastructure, Council reaffirm its commitment to the work that FoodShare does, and that staff facilitate, in conjunction with the Ontario Realty Corporation, the relocation of FoodShare to an appropriate site, at no cost to FoodShare.” (Clause II).*

*Committee also requested “the Chief Planner and Executive Director, City Planning, in consultation with the Toronto and Region Conservation Authority and the Toronto Waterfront Revitalization Corporation, to submit a report directly to Council...on a detailed analysis (and maps) on ways, means, possible delays, trade-offs and costs of permitting FoodShare to continue to occupy its present building as part of the West Don Lands Precinct Plan.”*

*This staff report responds to this direction and advises Council on the recent agreement between all parties to work together on the relocation of the FoodShare operation from 200 Eastern Avenue.*

*FoodShare occupies an approximately 12,000 sq. ft. building at 200 Eastern Avenue (Map 1). It has a well-established reputation for the delivery of innovative leading-edge programming and services targeted at low income households and at-risk families and youth. Its non-profit services include a Good Food Box program, Focus on Food Youth Program, Field to Table Catering and Urban Agriculture and on-site composting programs. FoodShare has been at its 200 Eastern Avenue location since 1995 when it received permission from the City to occupy the site. In 1996, the ownership of the property was transferred to the Province. FoodShare leases the building on a month to month basis. It pays no rent or taxes but covers utility and insurance costs. FoodShare officials estimate that over \$600,000 has been invested in renovations to the warehouse, including the construction of a fully licensed industrial kitchen in the basement.*

*In October 2003, the TWRC initiated a comprehensive precinct planning exercise for the revitalization of the West Don Lands. This included the preparation of a Precinct Plan; and accompanying Class EA Master Plan for new infrastructure in the precinct including roads, water, sewer and stormwater management; and an EA for the Lower Don River Flood Protection. The flood protection EA was conducted by the Toronto and Region Conservation Authority (TRCA). Historically, the absence of a viable cost effective flood proofing solution has been one of the primary obstacles hampering the revitalization of the West Don Lands area. The completion of this exercise, therefore, has satisfied one of the critical pre-conditions for unlocking the potential of the West Don Lands and indeed, a significant portion of the east downtown.*

*The EA for the Lower Don River flood protection was conducted over a one-year period. By legislation, the EA followed a rigorous evaluation process examining a wide variety of flood protection options. Public input was a key component of this exercise. A member of FoodShare's Board of Directors, along with other stakeholders, formally participated in this process as part of the Community Liaison Committee.*

*The EA was completed and filed for review by the TRCA in late January and closed for comment in late February. Two Part II order requests to elevate the Class EA to an Individual EA have been received – one from FoodShare and the other from Absolute Location Support Services, another ORC tenant at 207 Eastern Avenue.*

*Like FoodShare and Absolute, there are a number of tenants and sub-tenants of the ORC who will be required to vacate their current premises. These businesses are on short-term leases in recognition of the long-standing intention to revitalize the West Don Lands. Many are on over-hold month to month tenancies. Those with fixed term leases have early termination clauses, which range from 30 days to six months. To date, various discussions have taken place between the TWRC, ORC and City with some of these tenants.*

*With the start date for the flood protection landform approaching, staff from the TWRC, ORC and City have formed a Relocation Task Force to develop a strategy for displaced businesses in the West Don Lands and East Bayfront as well as to coordinate individual efforts already in discussion. At the City level, staff from Economic Development, TEDCO, Real Estate, and City Planning will be formally engaged. The Waterfront Secretariat and TWRC will coordinate this effort.*

Comments:

*Following the Policy and Finance Committee meeting, the Waterfront Secretariat has been working with the TWRC, TRCA, ORC and City departments to respond to Committee's direction on FoodShare. This culminated in a meeting on Friday May 13, 2005 with FoodShare officials to review the technical considerations relating to the retention of their building and relocation options. The result was an acknowledgement by FoodShare that the conditions it would be facing if the building was to become part of the flood protection landform, such as the potential removal of its industrial kitchen in the basement, plus the "costs" to the overall project offered no over-riding benefits to maintaining its request to remain at 200 Eastern Avenue. Instead, all parties from the TWRC, ORC and City have committed to work together to relocate FoodShare. The process arrived at is reflected in the recommendations to this report. The remainder of this*

*report responds to the direction of Committee and clarifies why it is not possible for FoodShare to remain at its current location.*

### *The Flood Protection Landform and FoodShare*

*Map 2 shows the extent of the landform and FoodShare's location (property identified as #305) within it. Superimposed on the map is the future road and development pattern developed through the precinct planning process. All buildings within the flood protection landform will be demolished. The grade of portions of this area will be raised up to 3 m (10 ft.). Once constructed, no basements or other significant permeations into the landform will be permitted in order to protect the flood protection integrity of the future landform.*

### *Ways to Retain FoodShare's Current Operation*

*While the TRCA and TWRC engineers believe that the retention of the FoodShare building may be technically possible, likely involving the construction of a cut-off wall encircling the building and extending well below the foundation of the building, the engineering of this wall and the accommodation of servicing under this scenario would need to be determined through a detailed engineering review. The engineering study would have to examine structural elements (the building would in effect become part of the landform) as well as a variety of geotechnical considerations including hydrogeological and geoenvironmental conditions. The TRCA estimates that the engineering review would cost \$50,000 to \$150,000 with the actual retrofits to the FoodShare site and adjacent lands, as discussed below, very costly.*

*The TRCA has also identified a variety of other restrictions that would impact on FoodShare's current operations:*

- *The EA has established a "No Basement" policy for structures on the flood protection landform. The retention of the industrial kitchen operation in the basement of the building would be in contravention of this policy;*
- *The existing loading bay will need to be modified given the proposed change in grade;*
- *Utility reconnections to the building will likely be required given the change in grade of surrounding land and new servicing elevations. The solution will likely involve a pumping arrangement for both sanitary and storm sewer;*
- *Retrofits to the building may require reinforcement of the basement and existing walls;*
- *Ownership restrictions and various other easements and restrictions on use will be necessary should the building become part of the flood protection landform. Accordingly, no unauthorized uses, maintenance, and expansion will be permitted in the building and lands. TRCA and/or City staff would be required to access the building to conduct regular inspections and maintain the structure as per the required criteria for flood protection.*

### *Impacts of Retaining the FoodShare Building*

*The retention of the FoodShare building would require that all of the planning to date be adjusted including the re-opening of the two EA documents and the West Don Lands Precinct Plan. This will entail additional costs, public consultation and time delays. The following impacts are anticipated:*

#### *Adjustments to Bayview Avenue*

*To minimize the impacts of the landform on the FoodShare building, the crest of the landform will have to be shifted eastward. This in turn will require adjustments to the landform and Bayview Avenue to ensure acceptable road grades and safety.*

#### *Park Reductions and Redesign*

*The redesign of Bayview Avenue south-east will result in a reduction in size of the proposed Don River Park. The TWRC estimates the reduction could be as much as 10%. The proposed River Square would also need to be redesigned.*

#### *Roads, Servicing and Grading Redesign*

*The extension of River Street into the precinct will need to be adjusted as will servicing and grading in order to accommodate the access to the loading bay.*

#### *Urban Design*

*The precinct plan has been prepared on the assumption that the FoodShare building will not remain. Accordingly, portions of the site are part of the future River Street, River Square design and development area containing one or more 14 storey buildings bordering the future Don River Park (Map 3). The retention of the FoodShare building would require a redesign of this portion of the precinct.*

#### *Delay Impacts*

*The completion of the various studies and adjustments noted in this report to accommodate FoodShare will delay the implementation of the West Don Lands Plan as there is a narrow window of opportunity to begin the necessary flood protection work later this year. The TWRC and TRCA have been in discussions with CN Rail regarding the first leg of the flood protection construction, which is to widen the existing rail bridge prior to the actual construction of the landform early next year. If this work is not completed, construction of the flood protection landform cannot proceed without creating serious flooding to the east and upstream.*

*Because of CN Rail's own construction schedule to undertake a CN/GO Transit track expansion in 2006, it is critical that the bridge expansion work begin (and end) as projected in 2006. If this does not occur, it is estimated that the earliest this work could start would be in 2008, after CN Rail has completed the track expansion. This would impact the West Don Lands and East Bayfront as individual buildings will require flood proofing, a more costly and restrictive option.*

## *Costs*

*Until an engineering solution is determined, the TRCA and TWRC cannot provide an accurate estimate of the costs relating to the retention of the existing building at 200 Eastern Avenue. We are advised that the cost of the measures to keep FoodShare in its current location combined with the cost of adjusting the precinct design would, in order of magnitude, be higher than the cost of finding an alternative location for FoodShare. As FoodShare would not be able to continue its operation during the construction of the flood protection landform, any temporary relocation would add to the costs.*

## *Relocation Considerations*

*Over the past several months, the TWRC, ORC and City staff have met separately and together with FoodShare to discuss the impact of the flood protection landform and to engage in a dialogue regarding possible relocation options. FoodShare's operations require space that is suitable for food preparation and handling, entailing a higher cost and longer timeline to retrofit premises that do not have this capability. Recently, ORC engaged facility planners to assess FoodShare's space requirements. In addition, City Economic Development staff and the ORC have arranged for visits to five locations both in the West Don Lands and elsewhere in the City. More work is required both to better understand the suitability and cost involved in a relocation to the sites seen to date and to expand the relocation options available to FoodShare. A process has now been set in motion whereby the TWRC, City, ORC and FoodShare will work together to expeditiously arrive at a relocation solution for FoodShare.*

### *Conclusions:*

*While the retention of FoodShare in its current location may be technically feasible, the development of a solution and the resulting adjustments to grading, infrastructure and precinct design will significantly impact project costs and delays. The most serious impact is the risk of losing the window of opportunity to complete the CN bridge expansion later this year and next year in which case, the earliest the project could likely proceed would be in 2008. With FoodShare's cooperation, a process has now been established by the TWRC, City and ORC to assist FoodShare to find an alternative suitable location so that it may continue its important work. All parties have agreed to the principle that the relocation occur at no cost to FoodShare. Once an alternative site is determined, staff will advise Council as to the details of the relocation proposal.*

### *Contacts:*

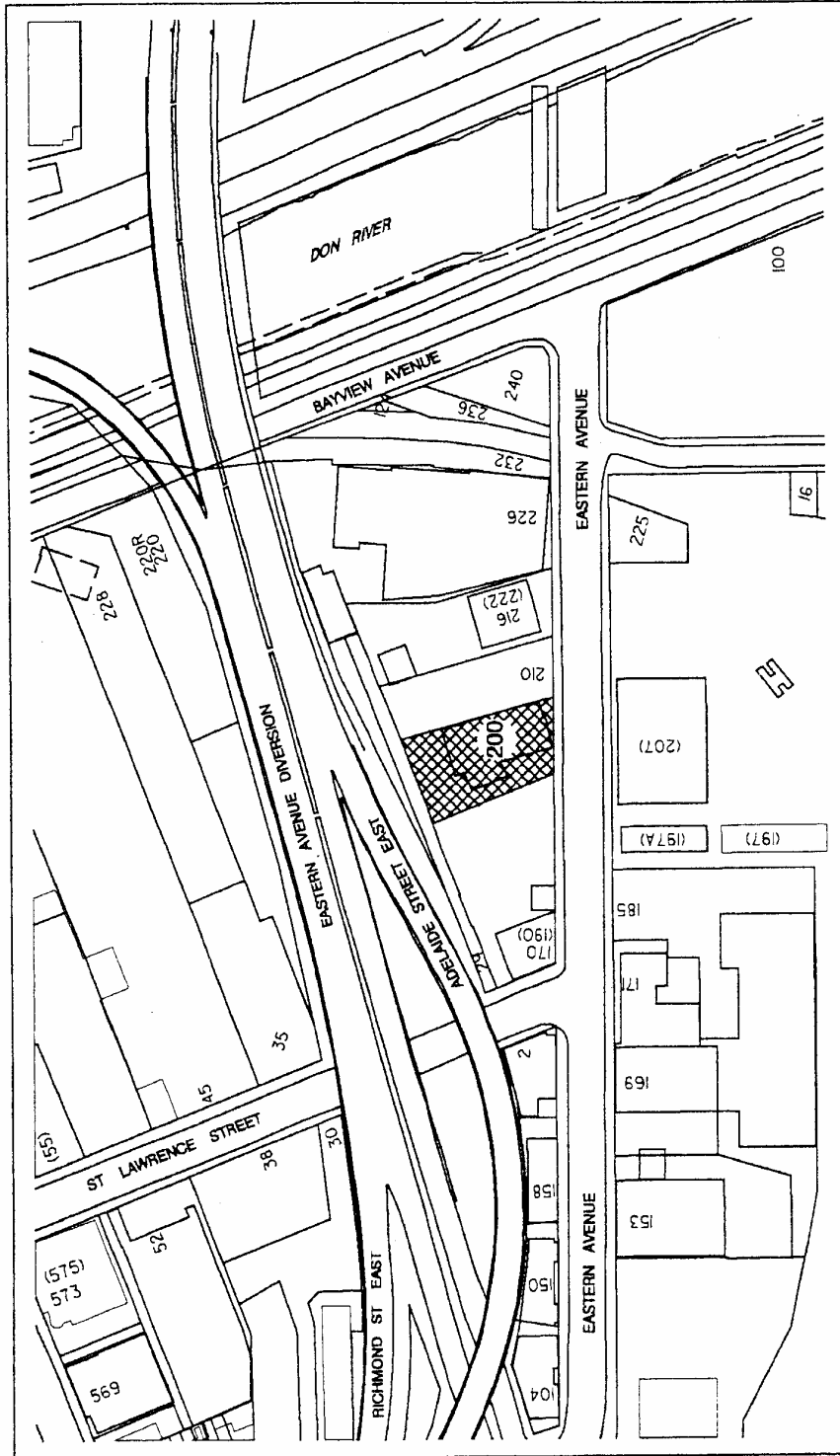
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### *List of Attachments:*

*Map 1 - Context Map  
Map 2 - Berm Overlay  
Map 3 - Height Map*

Map 1



200 Eastern Avenue

**Toronto** City Planning  
Context Plan

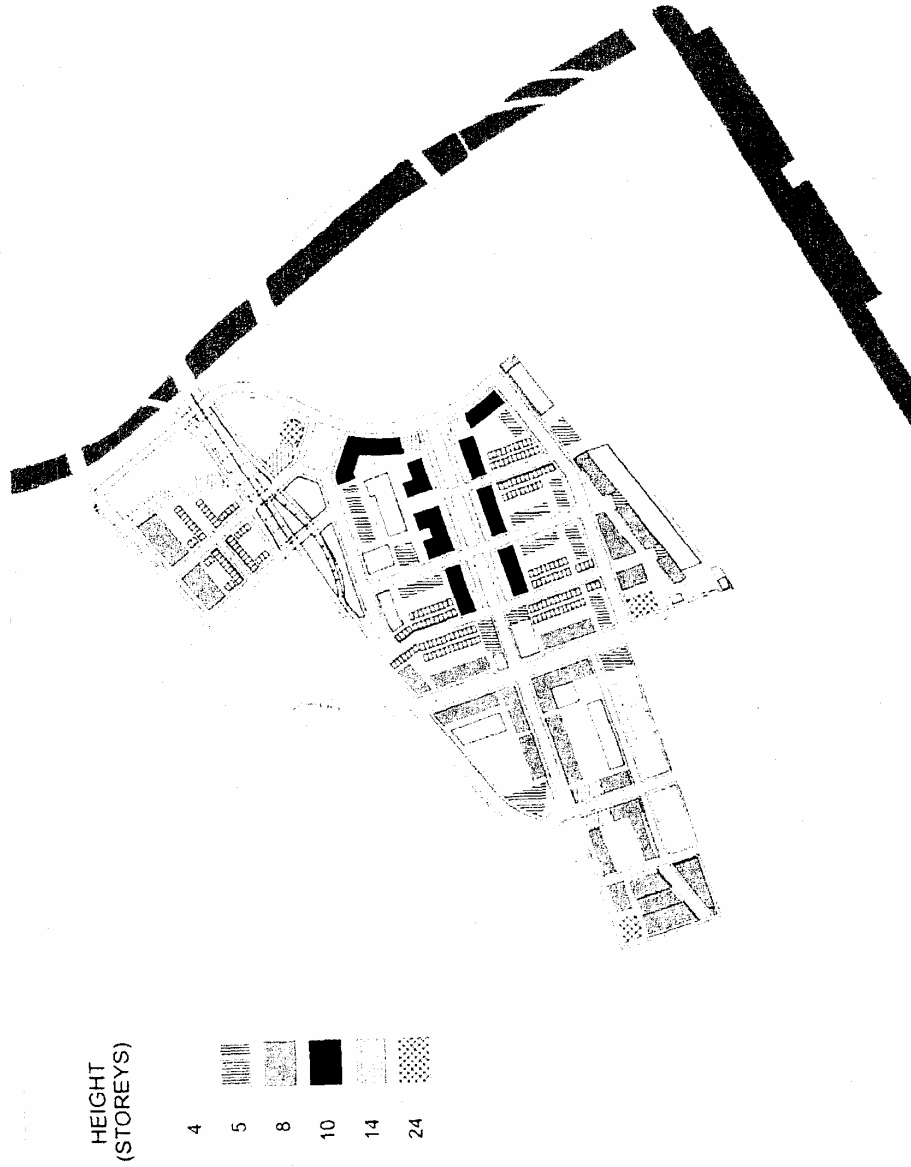


Not to Scale

05/10/05 - DR



Map 3



Height Map  
West Don Lands Precinct Plan

