

Consolidated Clause in Policy and Finance Committee Report 10, which was considered by City Council on December 5, 6 and 7, 2005.

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East Bayfront Precinct Plan and Class Environmental Assessment Master Plan

City Council on December 5, 6 and 7, 2005, amended this Clause by:

- (1) *amending staff Recommendation (3)(iii) contained in the Recommendations Section of the report (November 16, 2005) from Deputy City Manager Fareed Amin, by deleting the word “target” and inserting instead the word “commitment”, so that Recommendation (3)(iii) now reads as follows:*

“(3)(iii) an agreement to exclude 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 commitment;”; and

- (2) *adding the following:*

“That:

- (a) *the Toronto Waterfront Revitalization Corporation, in consultation with all relevant stakeholders, be requested to examine built form options(s) to address the impacts of adjacencies to the Gardiner Expressway and submit this analysis to the appropriate City officials, for report thereon to City Council, through the appropriate Standing Committee; and*
- (b) *the Chief Planner and Executive Director, City Planning, be requested to report to Council, through the appropriate Standing Committee, in conjunction with the comprehensive Zoning By-law for the East Bayfront Precinct Plan and Class EA Master Plan, on provisions to minimize the curb to curb distance within the Queens Quay East public right-of-way to improve pedestrian access and further, if Toronto City Council has not made a decision regarding the removal of the Gardiner Expressway by the time the Zoning By-law is presented to Council for adoption, staff be directed to exclude the lands fronting onto Lake Shore Boulevard from the zoning, where appropriate.”*

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

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

The Policy and Finance Committee recommends that:

(I) City Council adopt the staff recommendations contained in the Recommendations Section of the report (November 16, 2005) from Fareed Amin, Deputy City Manager subject to:

- (i) amending Recommendation (4) by adding to the end thereof the words “and in particular the portions of the proposed Sherbourne Park”; and**
- (ii) deleting from Recommendation (6) the initials “TWRC’s”;**

so that the Recommendations now read as follows:

“It is recommended that City Council:

- (1) endorse the November 2005 East Bayfront Precinct Plan (west section between Jarvis Street and Parliament Street) as a basis for informing future environmental assessments, development application decisions, regulatory documents and guidelines and contribution agreements with the government partners and TWRC;**
- (2) direct the Chief Planner to bring forward to Council, for adoption, a comprehensive Zoning By-law, including provisions for the use of Section 37 of the Planning Act or similar agreement to secure affordable housing contributions and other public benefits, for the lands between Jarvis Street and Parliament Street, based on the East Bayfront Precinct Plan and Class EA Master Plan;**
- (3) prior to any zoning approvals to permit residential development in the East Bayfront, the City enter into a binding agreement with the TWRC to secure the provisions of the East Bayfront 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 East Bayfront;**
 - (ii) the development of at least 5 percent of the total housing units that meet the City’s definition of low-end-of-market housing; and**
 - (iii) an agreement to exclude 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) direct the Chief Planner and Waterfront Project Director to bring forward to Council for endorsement, TWRC's urban design parcel guidelines and public realm plan in conjunction with the Zoning By-law, a major objective of which will be built form continuity along the water's edge promenade; and in particular the portions of the proposed Sherbourne Park;**
- (5) direct the Chief Planner and Waterfront Project Director to bring forward to Council for endorsement, the following items in conjunction with the Zoning By-law:**

 - (i) TWRC's financial, phasing and programming implementation plan, for achieving ground floor public engagement, including clustering opportunities and potential institutional anchors; and**
 - (ii) TWRC's strategy for achieving parks, open space and affordable housing objectives on private lands.**
- (6) prior to the issuance of any developer proposal calls for public lands in East Bayfront, the Waterfront Project Director to bring forward to Council for approval, detailed East Bayfront business strategy addressing the following:**

 - (i) annual revenue and expenditure projections for the full build-out of the precinct;**
 - (ii) private sector investment strategies and targets for the precinct;**
 - (iii) project phasing, including projected annual residential and commercial occupancy targets and the identification of start and completion dates for public realm components of the plan; and**
 - (iv) a strategy for attracting employment and tourism uses, with targets for the number of jobs to be created and the number of visitor trips to be attracted on an annual basis.**
- (7) direct the City Solicitor to request the Ontario Municipal Board to modify the new Official Plan and Central Waterfront Secondary Plan consistent with the transportation and parkland provisions of the East Bayfront Precinct Plan and Class EA Master Plan following a public meeting to consider these changes under the Planning Act;**

- (8) direct the Waterfront Project Director to ensure that any future financial agreements binding Council to the revitalization of the East Bayfront are done in the context of tri-government cost sharing stipulated in the Council-approved TWRC Five Year Business Plan/Ten Year Financial Forecast;**
 - (9) authorize the TWRC to file the September 2005 East Bayfront 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 recommended preferred and alternate cross-section design options for Queens Quay East between Jarvis Street and Small Street be identified as “preliminary, subject to further evaluation” in the context of the upcoming Transit EA Study;**
 - (ii) the preferred design options and right-of-way for the sections of Queens Quay East between Bay Street and Jarvis Street and between Small Street and Cherry Street be confirmed on a priority basis through future precinct studies and upcoming EA studies as may be appropriate;**
 - (iii) through the future Plan of Subdivision process, or the future Gardiner-Lake Shore corridor review, further alternative designs be evaluated, and EA requirements confirmed, for the Lower Jarvis Street/Lake Shore Boulevard East intersection;**
 - (iv) through the upcoming EA studies and future precinct studies, alternative designs be evaluated, and requirements confirmed, for the section of Parliament Street between Lake Shore Boulevard East and Queens Quay East; and**
 - (v) prior to the notice of completion being issued, the plan be updated to reflect the final park configurations; and**
 - (10) the appropriate City officials be authorized and directed to take the necessary action to give effect thereto;”;**
- (II) City Council request TWRC to have their Design Review Panel review and make recommendations on the East Bayfront block plans and public realm design elements of the Zoning By-laws as they relate to this East Bayfront Precinct Plan; and that TWRC provide these TWRC Design Review Panel deliberations and recommendations to the appropriate City staff to bring forward to City Council in conjunction with the Zoning By-laws prior to any approvals;**

- (III) the TTC and the TWRC be directed, in the Transit EA, to revisit whether smaller rights-of-ways are technically feasible and desirable;**
- (IV) the TTC and TWRC consult with community stakeholders on this matter; and**
- (V) no implementation of rights-of-way and roads that might be impacted by this process will be implemented before the Transit EA is completed.**

Action taken by the Committee

The Policy and Finance Committee requested:

- (1) the Director, Waterfront Secretariat, and the Chief Planner and Executive Director, City Planning to meet with local property owners and report directly to Council for its meeting scheduled to be held on December 5, 6, and 7, 2005, on any additional adjustments that they would recommend to the Precinct Plan to resolve their issues and on the issues raised by community representatives including:
 - (i) adjustments to Environmental Assessment Master Plan conditions that would ensure flexibility and less restrictiveness in the width of Queens Quay right-of-way;
 - (ii) the timelines for a memorandum of understanding with TEDCO; and
 - (iii) the prioritization of the EA on “the knuckle” of the intersection of Cherry Street and Lakeshore Boulevard;
- (2) the TWRC and TEDCO be requested to provide the Director, Waterfront Secretariat, and the Chief Planner and Executive Director, City Planning, with an evaluation of the ability of the East Bayfront Precinct Plan’s built form to successfully accommodate retail/commercial proposals currently under consideration, and that the Director, Waterfront Secretariat, and the Chief Planner and Executive Director, City Planning, be requested to submit a report thereon directly to the aforementioned meeting of City Council; and
- (3) the TWRC and the Chief Planner and Executive Director, City Planning be requested to meet with each of the deputants to come to a deeper understanding of the issues raised and submit a report directly to the aforementioned City Council meeting with additional analysis and appropriate recommendations.

The Policy and Finance Committee submits the report (November 16, 2005) from Fareed Amin, Deputy City Manager:

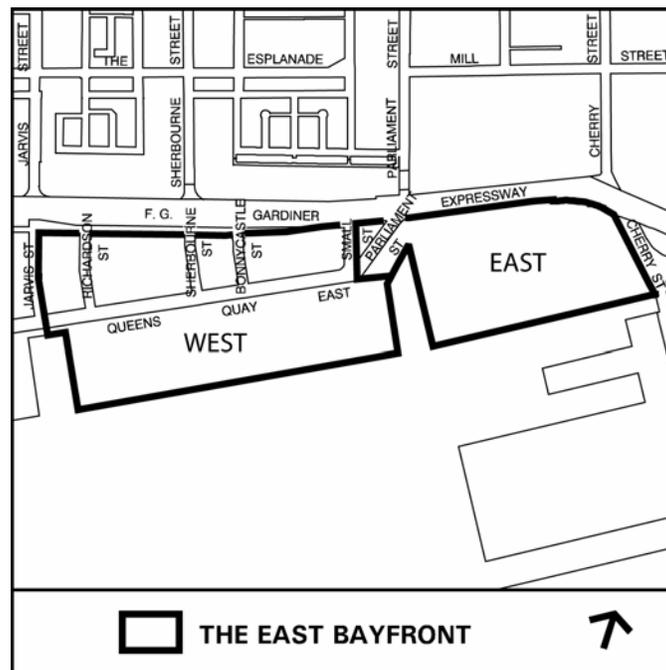
Purpose:

To seek Council's endorsement of the East Bayfront Precinct Plan (Jarvis Street to Parliament Street) and Class 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 East Bayfront. The precinct planning process has been conducted in close cooperation with City divisions, agencies, boards, commissions and corporations (DABCC's).

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 East Bayfront is included in the Council-approved Five Year Business Plan/Ten Year Financial Forecast for the Waterfront and subject to the annual budget process.

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



Recommendations:

It is recommended that City Council:

- (1) endorse the November 2005 East Bayfront Precinct Plan (west section between Jarvis Street and Parliament Street) as a basis for informing future environmental assessments, development application decisions, regulatory documents and guidelines and contribution agreements with the government partners and TWRC;
- (2) direct the Chief Planner to bring forward to Council, for adoption, a comprehensive Zoning By-law, including provisions for the use of *Section 37 of the Planning Act* or similar agreement to secure affordable housing contributions and other public benefits, for the lands between Jarvis Street and Parliament Street, based on the East Bayfront Precinct Plan and Class EA Master Plan;
- (3) prior to any zoning approvals to permit residential development in the East Bayfront, the City enter into a binding agreement with the TWRC to secure the provisions of the East Bayfront 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 East Bayfront;
 - (ii) the development of at least 5 percent of the total housing units that meet the City's definition of low-end-of-market housing; and
 - (iii) an agreement to exclude 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) direct the Chief Planner and Waterfront Project Director to bring forward to Council for endorsement, TWRC's urban design parcel guidelines and public realm plan in conjunction with the Zoning By-law, a major objective of which will be built form continuity along the water's edge promenade;
- (5) direct the Chief Planner and Waterfront Project Director to bring forward to Council for endorsement, the following items in conjunction with the Zoning By-law:
 - (i) TWRC's financial, phasing and programming implementation plan, for achieving ground floor public engagement, including clustering opportunities and potential institutional anchors;
 - (ii) TWRC's strategy for achieving parks, open space and affordable housing objectives on private lands.

- (6) prior to the issuance of any developer proposal calls for public lands in East Bayfront, the Waterfront Project Director to bring forward to Council for approval, TWRC's detailed East Bayfront business strategy addressing the following:
 - (i) annual revenue and expenditure projections for the full build-out of the precinct;
 - (ii) private sector investment strategies and targets for the precinct;
 - (iii) project phasing, including projected annual residential and commercial occupancy targets and the identification of start and completion dates for public realm components of the plan; and
 - (iv) a strategy for attracting employment and tourism uses, with targets for the number of jobs to be created and the number of visitor trips to be attracted on an annual basis.
- (7) direct the City Solicitor to request the Ontario Municipal Board to modify the new Official Plan and Central Waterfront Secondary Plan consistent with the transportation and parkland provisions of the East Bayfront Precinct Plan and Class EA Master Plan following a public meeting to consider these changes under the *Planning Act*;
- (8) direct the Waterfront Project Director to ensure that any future financial agreements binding Council to the revitalization of the East Bayfront are done in the context of tri-government cost sharing stipulated in the Council-approved TWRC Five Year Business Plan/Ten Year Financial Forecast;
- (9) authorize the TWRC to file the September 2005 East Bayfront 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 recommended preferred and alternate cross-section design options for Queens Quay East between Jarvis Street and Small Street be identified as "preliminary, subject to further evaluation" in the context of the upcoming Transit EA Study;
 - (ii) the preferred design options and right-of-way for the sections of Queens Quay East between Bay Street and Jarvis Street and between Small Street and Cherry Street be confirmed on a priority basis through future precinct studies and upcoming EA studies as may be appropriate;
 - (iii) through the future Plan of Subdivision process, or the future Gardiner-Lake Shore corridor review, further alternative designs be evaluated, and EA requirements confirmed, for the Lower Jarvis Street/Lake Shore Boulevard East intersection;
 - (iv) through the upcoming EA studies and future precinct studies, alternative designs be evaluated, and requirements confirmed, for the section of Parliament Street between Lake Shore Boulevard East and Queens Quay East; and
 - (v) prior to the notice of completion being issued, the plan be updated to reflect the final park configurations.

- (10) The appropriate City officials be authorized and directed to take the necessary action to give effect thereto.

Executive Summary:

The East Bayfront area is located south of the Gardiner/Lake Shore corridor bounded by Jarvis Street in the west and Cherry Street in the east. However, the area being brought forward for Council endorsement in this report is the 25 ha (62 acre) stretch between Jarvis Street and Parliament Street, shown as East Bayfront (West) on the key map. The precinct plan for the lands between Parliament Street and Cherry Street will be brought forward to Council once the direction arising from two major EA's – the Queens Quay East extension and the mouth of the Don River naturalization - has been established. Staff will then be in a position to prepare a similar report for Council's consideration.

The preparation of the East Bayfront Precinct Plan and the supporting Class EA Master Plan has provided a forum to address the numerous inter-connected elements required to revitalize the East Bayfront. The completion of this process represents a major milestone towards achieving Council's priority of tangible results on Toronto's waterfront. The East Bayfront and West Don Lands comprise the first phase of the TWRC's efforts to revitalize brownfields in the City's Central Waterfront.

The future East Bayfront is envisioned as a mixed-use precinct with a diversity of employment and residential functions, along with a public realm that makes it a significant public destination. Approximately 6,300 residential units and 185 800 m² (2 million sq. ft.) of non-residential development is proposed to be built out over a period of 15 years. Anticipated non-residential development includes various office, studio, retail, recreation, entertainment and public/cultural activities.

A number of important principles underlie the East Bayfront Precinct Plan. These principles advocate strong connections to the adjoining city; the importance of public venues and an active, continuous and varied lakefront promenade; a building pattern that maximizes views and solar exposure of deep waterfront sites and appropriately defines public spaces; and the judicious use of taller buildings to frame points of entry to East Bayfront. The resulting vision is for a new urban waterfront community that is a place of design excellence with a high level of sustainability and a strong relationship to its waterfront setting.

The full range of servicing and transportation infrastructure requirements for the future is addressed on a comprehensive basis through the East Bayfront 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 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. It is anticipated that the study will take two years to complete.

Revitalization of the East Bayfront will bring improvements to existing water, sewer and stormwater services consistent with the sustainability standards in the City's Wet Weather Flow Management Master Plan. The key transportation move involves the upgrading of Queens Quay

East to function both as “a place” for pedestrians and a transportation artery accommodating sustainable forms of transportation (transit and commuter cycling) as well as the Redpath Sugars rail spur. The EA Master Plan fixes the width of Queens Quay East, between Jarvis and Small Streets, at 38 m (125 ft.).

The East Bayfront precinct planning process has been conducted in close consultation with City DABCC’s who have provided input and feedback at all stages of the process. As the owner and manager of the Queen Elizabeth Docks, the City of Toronto Economic Development Corporation (TEDCO) has played a central role in this process. Its input has influenced the design (size and function) of the waterfront promenade, helped clarify the public objectives for the Jarvis Street Special Use Site, ensured a strong street grid in East Bayfront and efforts to achieve continuity of built-form and public activity along the water’s edge promenade. TEDCO also provided valuable input leading to the design of Queens Quay East.

Government contributions netting \$233.6 million will be taken from the \$1.5 billion already committed to waterfront renewal and will help realize the broader public objectives for implementing the East Bayfront Precinct Plan. These include the provision of transit, waterfront parks and promenades, soil remediation, district heating and cooling, community facilities and affordable housing.

Background:

Origins of the East Bayfront:

The history of the East Bayfront is in many ways the story of Toronto’s waterfront. Until landfill activities reached the East Bayfront in the 1930’s as part of the implementation of the Toronto Harbour Commission’s 1912 Waterfront Plan, the area was essentially open water in the Toronto Harbour.

The precinct’s earliest defining element was the construction of the railway tracks at its northern boundary between 1850 and 1870. Later, at the turn of the century, a 9 ha (22 acre) parcel was created in the vicinity of Cherry Street. and Lake Shore Boulevard East. Decades later, the westerly portion of this parcel was expanded for construction of the Victory (Soya) Mills plant.

The major lakefilling to create the beginnings of the East Bayfront as we know it today took place between 1925 and the early 1930’s resulting in the land mass north of Queens Quay East. The newly-created lands remained unoccupied until the Royal Canadian Air Force established its equipment depot from 1940 to 1946. After it vacated, the area attracted various companies who were mostly interested in the large blocks of vacant, serviced land close to the city’s downtown and major roads. These companies had little or no relationship to traditional port activities.

The Victory (Soya) Mills plant was opened in 1946 in anticipation of Toronto’s role as a major grain port followed the next year by the construction of the adjacent Canada Malting factory. At its height, this soyabean processing operation was the largest and most advanced in Canada. Although the plants closed in the early 1990’s, the Victory (Soya) Mills grain silos remain an important landmark on Toronto’s waterfront.

The impetus for landfilling the area south of Queens Quay East arose in the early 1950's in anticipation of the opening of the St. Lawrence Seaway. By 1957, the lakefilling to create additional dockwall and harbour facilities was complete. The construction of Marine Terminal (MT) Sheds 28 and 29 followed in 1959. Redpath Sugar Refinery also opened its plant that year. A decade later, the nature of cargo handling began to shift towards containerization. The terminal warehouses started to decline in importance and by the 1970's were being used for non-marine related purposes.

The East Bayfront Today:

The East Bayfront today contains a variety of businesses mainly housed in low-rise buildings surrounded by large concrete areas devoted to surface parking, storage and loading. Given its proximity to the downtown core and its waterfront setting, the area is underutilized relative to its potential.

Lands on the north side of Queens Quay East are almost entirely in private ownership except for a 0.28 ha (.7 acre) parcel at the north-east corner of Sherbourne Street and Queens Quay East and former rail spurs which are owned by the City of Toronto Economic Development Corporation (TEDCO). Notable businesses are the entertainment/nightclub uses at Jarvis Street and Queens Quay East, the Fed Ex courier building at Sherbourne Street and Lake Shore Boulevard East, Imperial Parking's head office and various other office, auto-related and commercial uses.

The 11 ha (27 acre) Queen Elizabeth Docks, located south of Queens Quay East between Jarvis Street and Parliament Street, is owned by TEDCO. Its main tenants are Cinespace Studios (MT 28), the "bubble" structures of Waterside Sports Club and Bistro, Canpar (MT29) and the Royal Canadian Yacht Club (RCYC) who also own lands adjacent to the Queen Elizabeth Docks. All tenants are on short-term leases in anticipation of waterfront revitalization activities. A new facility for Canpar is being readied by TEDCO in South Etobicoke. Discussions are underway by TEDCO with Cinespace Studios and by TEDCO and TWRC with Waterside Sports Club and Bistro and the RCYC regarding possible relocation options.

East of the Parliament Slip to Cherry Street, delineated as East Bayfront (East) on the key map, the lands are vacant except for the silos and in private ownership.

Currently, there is no public access to the water's edge. Queens Quay East is the major east/west corridor through the precinct terminating at Parliament Street. The Martin Goodman Trail is accommodated adjacent to the road pavement on the south side as is a rail spur line which services the Redpath Sugar plant. The rail spur is owned by TEDCO and operated by Canadian National (CN) and Canadian Pacific (CP) rail companies.

The East Bayfront, a Prominent New Neighbourhood:

The Central Waterfront Secondary Plan envisions the transformation of East Bayfront to "a prominent waterfront address for working and living amidst the energy and abundance of waterfront activities, including a new water's edge promenade and other public activities in the new East Bayfront park (Big Move No. 24)."

The East Bayfront Precinct Plan has given shape to this vision. Critical to the plan are its dual objectives. First, is to ensure the district possesses the necessary ingredients to become an appealing water-related public destination for City residents and visitors. At the same time, the plan strives to create a highly local environment, a real neighbourhood within the City for people to live and work.

A fifteen-year build out is contemplated resulting in an estimated 6,300 residential units and 185 800 m² (2 million sq. ft.) of non-residential development. This amounts to over 743 200 m² (8 million sq. ft.) total gross floor area for this portion of the district. Of this 743 200 m², approximately 278 700 m² (3 million sq. ft.) is allocated to the Queen Elizabeth Docks. The vision for the East Bayfront precinct is for a new urban waterfront community, a place of design excellence, high level of sustainability and strong relationship to the water's edge. The plan provides for a mix of uses and urban built form with buildings configured to give appropriate definition, identity and scale to the district's public realm.

Key public moves are the extension of high order transit service to this area, the creation of a number of new waterfront parks and public spaces, a 1.5 k continuous water's edge promenade, sustainable community design and the revitalization and integration of a downtown brownfield site into the fabric of the city.

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 ha (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 other significant action was the formation of the TWRC. The creation of a waterfront agency was considered essential by the Task Force based on its research of successful waterfront projects throughout the world. The mandate of the 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. From 2005, the City will rely on the TWRC's Five-Year Business Plan/Ten Year Financial Forecast, which was endorsed by City Council at its September 28-30, 2005, meeting. This plan will be updated annually and will be subject to the City's annual budget process.

The East Bayfront precinct planning process, together with the West Don Lands precinct planning process, comprise TWRC's first phase of community building. These initiatives represent a logical progression of city fabric into areas which have yet to achieve their potential but which are ripe to do so. The West Don Lands Precinct Plan, having received Council endorsement in May of this year, is currently moving towards implementation with preparation for the construction of a flood protection berm to start in the next months.

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 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 be used for a variety of purposes: a basis for the preparation of urban design parcel guidelines and a public realm plan; implementing zoning and other regulatory documents; evaluation of future development applications on public and private lands; preparation of government contribution agreements; business relocation decision-making and informing TWRC's developer proposal call(s).

Class EA Master Plan:

Concurrent with the preparation of the East Bayfront 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 community including roads, water, stormwater and sanitary sewer systems. As the City will ultimately own and operate this infrastructure, the TWRC and City are EA 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.

Transit EA

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 initiated by the TTC on behalf of the TWRC entitled "Environmental Assessments for Transit Projects in the Eastern Waterfront." It is anticipated that the EA study will take two years to complete. Extension of transit to East Bayfront would likely take a further three years following completion of the study.

The portion of the Transit EA dealing with East Bayfront will address the provision of high order transit along Queens Quay East. Based on work completed for the Waterfront Secondary Plan, it is envisaged that the system could entail an expanded underground streetcar platform at Union Station and construction of a streetcar line south in the Bay Street tunnel to a portal emerging east of Yonge Street and streetcars in an exclusive right-of-way on Queens Quay East. The line could terminate in the vicinity of Parliament St. pending an extension into the Port Lands.

Concurrent with this effort, the City is discussing with the Province a more streamlined and possibly City-administered EA process for surface transit projects. If a new transit EA process comes available, it will be used to complete the EA's latter phases.

Lower Don River Road Improvements EA (Queens Quay East Extension):

The TWRC has issued a notice of commencement for a Class EA to study a future road connection (including associated water and sanitary sewer servicing) to extend Queens Quay East from its current terminus at Parliament St. east to Cherry St. and Lake Shore Blvd. E. The study will also examine improvements to Cherry St. entering the Port Lands.

Don Mouth Naturalization and Port Lands Flood Protection EA:

The Toronto and Region Conservation Authority has initiated the Don Mouth naturalization EA on behalf of the TWRC. This project will develop a preferred alternative to transform the existing mouth of the river, including the Keating Channel, into a more natural river outlet into the lake. The project will also result in the removal of flood risk from 230 ha (568 acres) of urban land east and south of the river. This EA is different than the Lower Don River West Flood Protection EA recently approved by the Minister of the Environment which removes lands in the West Don Lands, East Bayfront and east downtown from flood risk through the construction of a flood protection landform in the West Don Lands. Construction of a widened river channel for this project is scheduled to start later this year. Construction of interim dykes and the flood protection landform will start in 2006.

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 is requiring that all new development be hooked up to an off-grid district heating and cooling system. Furthermore, buildings designed over the upcoming period will be required to conform to LEED (Leadership in Energy and Design) Gold certification. TWRC is also developing green building design standards to inform the detailed building and site design phase.

Marine Strategy:

The TWRC is in the midst of developing a Central Waterfront marine strategy. Marine activities are identified in the precinct plan as uses which will enhance the precinct's vitality and success. They will contribute to the mix of activities and make a significant economic contribution both directly through the jobs they create as well as indirectly through increased tourism and investment. The precinct plan encourages the accommodation of commercial tour and charter boats in a manner similar to the finger pier recently constructed at Harbourfront Centre. Potential locations for a dedicated commercial fuel dock to service tour and charter vessels are to be considered as a replacement to the existing system of truck service. Locations and facilities to accommodate water taxi service will be identified as the process moves forward.

Waterfront Financial Incentives:

The East Bayfront is included in the Waterfront Financial Incentives Study, prepared for the City in cooperation with the TWRC, TEDCO and the government partners. The study recommends a toolkit of possible financial incentives that could be used to attract business investment and encourage the use of sustainable technologies. Staff will be reporting to Council in early 2006 on the study and the preparation of a Community Improvement Plan that could include East Bayfront, West Don Lands and the Port Lands.

Staff will analyze further the form and level of such incentives that could be employed in East Bayfront during the preparation of the Community Improvement Plan. Financial incentives in East Bayfront could potentially be used to attract strategic business and commercial uses and to support TWRC's ground floor animation strategy. The incentives could build on City experience with the use of tax increment equivalent grants (TEIG) in South Etobicoke to attract employment uses.

Detailed Business Strategy:

The Council-approved Five Year Business Plan/Ten Year Financial Forecast provides a high-level breakdown of costs related to the provision of soft and hard infrastructure in the East Bayfront and the tri-government sharing of these costs. Going forward, prior to the issuance of any developer proposal calls for public lands in East Bayfront, a detailed business strategy for the precinct will be required from the TWRC. The strategy will be required to address key elements of precinct implementation in order to provide the City with assurances as to the viability of the TWRC's revitalization plans. Recommendation 6 in this report identifies the City's requirements.

Official Plan Policies:

The former Metropolitan Toronto Official Plan locates the East Bayfront within the Central Area. The existing City of Toronto Official Plan includes planning and urban design principles for development on lands in Central and East Bayfront.

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 East Bayfront as a "Regeneration Area". According to the new Official Plan, Regeneration Areas will provide for a broad mix of commercial, residential, light industrial, parks and open space, institutional, live/work and utility uses in an urban form. For each Regeneration Area, a framework for new development is required to be set out in a Secondary Plan. In the case of the East Bayfront, this framework and related development policies are found in the Central Waterfront Secondary 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. Amongst these big moves is the transformation of the East Bayfront to a prominent new neighbourhood with development adjacent to the water’s edge promenade consisting of low and medium scale buildings that reinforce the usability of public spaces. To emphasize this, an additional big move identifies new East Bayfront parks and public spaces. The Plan anticipates creating public spaces, both intimate and active, at the foot of Jarvis, Sherbourne and Parliament Streets, designed to preserve views towards the lake.

As the main road through East Bayfront, the Secondary Plan identifies Queens Quay East as a scenic water view drive and an important component in the City’s street network providing access to public activities on the waterfront and pedestrian connections to the water’s edge. Its design is intended to meet the needs of motorists, transit users, cyclists and pedestrians as well as provide for views to the harbour and lake.

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 East Bayfront precinct planning process was designed to address these requirements. TWRC’s urban design parcel guidelines and public realm plan will continue to both refine and provide more detail as required.

Following the adoption of the Secondary Plan by Council, 22 objections were received with several parties and participants added at the pre-hearing conferences of the Ontario Municipal Board (OMB). A number of the appellants lodged cross-appeals to the new Official Plan. In response to submissions by the City, appellants and participants, the OMB has directed that these cross-appeals be resolved at the waterfront hearing.

The hearing's first phase starts November 21, 2005, with the presentation of a settlement between the City and five objectors in the Fort York neighbourhood and with the Ontario Realty Corporation in the West Don Lands. The organization of the next phase of the hearing is scheduled for December 12, 2005 with the actual hearing date anticipated in March or April 2006. This next phase will likely focus on the objections in the East Bayfront area. There are three appellants who specifically own and/or lease lands in the East Bayfront. In addition, applicable policy-based appeals will need to be resolved prior to the Waterfront Plan coming into full effect in the East Bayfront.

Zoning:

The East Bayfront is currently zoned "Industrial" in the former City of Toronto's comprehensive Zoning By-law 438-86, as amended, permitting a wide range of industrial uses. The by-law does not include height limits on industrially zoned lands but does attribute a density of 3 times the area of the lot for lands in East Bayfront.

Site Plan Control:

The East Bayfront 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 October 2003 and the present. The consultation process consisted of five public forums and six stakeholder sessions, the most recent of which was November 8. Each public forum attracted approximately 200 participants. The stakeholder sessions were designed to ensure local issues and concerns were addressed during the process. Approximately 15 to 25 participants representing a range of local interests comprise the stakeholder steering committee. Overall, the TWRC team encountered positive feedback.

A concurrent exercise with private land-owners, businesses and TEDCO tenants has been conducted by the TWRC. Consultations have included several public meetings with the land-owners, a meeting hosted by TEDCO with its tenants and ongoing discussion with various land-owners during the course of preparation of the plan. This exercise will continue as the project moves towards implementation.

Agency Circulation:

Over 15 City DABCC's have been working closely with the TWRC and its design team from project inception to the final production of the East Bayfront Precinct Plan and EA Master Plan. This process has been managed by the Waterfront Secretariat. City involvement has included

input into 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, the last of which included the draft EA document.

As the owner and manager of the Queen Elizabeth Docks, TEDCO has played a central role in this process. Its input has influenced the design (size and function) of the waterfront promenade, helped clarify the public objectives for the Jarvis St. Special Use Site, ensured a strong street grid in East Bayfront and efforts to achieve continuity of built-form and public activity along the water's edge promenade. TEDCO also provided valuable input leading to the design of Queens Quay East.

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

Comments:

(I) East Bayfront Precinct Plan:

The Vision for the Future:

Following a competitive process involving an international search, Koetter Kim and Associates, an urban design firm based in Boston, was retained by the TWRC in October 2003 to lead a multi-disciplined consultant team in the development of the East Bayfront Precinct Plan. Over an 8-month period, the Koetter Kim team developed a plan premised on creating flexibility in building types, sizes and use to adapt to new and unanticipated opportunities over the life of the project.

The revitalization program presented by the TWRC to the Koetter Kim team provided for 5,000 to 6,500 residential units and some 185 800 m² (2 million sq. ft.) of non-residential development. This figure represents 25 percent of the total gross floor area of 743 200 m² (8 million sq. ft.) of the district.

The precinct plan is based on a series of principles. The principles advocate strong connections to the adjoining city; the importance of public venues and an active, continuous and varied lakefront promenade; a building pattern that maximizes views and solar exposure of deep waterfront sites and appropriately defines public spaces; and the judicious use of taller buildings to frame points of entry to East Bayfront.

The Koetter Kim team commission involved the production of a precinct plan for the full precinct area from Jarvis St. to Cherry St. However, as noted, until the direction arising from the Queens Quay East extension and mouth of Don River naturalization EA's is determined, the finalization of the precinct plan for the area between Parliament Street and Cherry Street has been deferred. Various notions arising from the Koetter Kim work such as the extension of

Trinity Street and the retention and incorporation of the Victory Soya Mills silos into the future precinct are being carried forward.

Copies of the East Bayfront 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 as of November 17, 2005, and on the TWRC website, www.towaterfront.ca on the same date should any party wish to view the document.

A Mixed-Use Community:

The future East Bayfront is envisioned as a new mixed-use precinct with a diversity of employment and residential functions, along with a public realm that makes it a significant public destination. Anticipated non-residential uses include various office, studio, retail, recreation, entertainment and public/cultural activities. In this regard, the plan identifies the foot of Jarvis St. as a key site for a significant employment node.

Built Form:

Figure 1 shows a perspective of the proposed East Bayfront district. A range of built form including loft-type mixed use buildings, low and mid-rise mixed-use buildings, townhouses, mews houses and small floor plate point towers are proposed. Building heights, illustrated on Map 1, rise in tiers from 20 m (4-6 storeys) along the water's edge promenade to 38 m (10-12 storeys) along both sides of Queens Quay East, the latter based on a 1:1 ratio with the width of Queens Quay East.

At the water's edge, the precinct plan provides for two 12 storey "lantern" buildings, very slender transparent buildings intended to provide a lighthouse effect (see Figure 2 showing the proposed lantern building at Sherbourne Park). At each lighthouse node, a timber overlook is proposed, projecting beyond the existing dockwall. Both the TWRC and City agree that carefully-conceived high quality design of these buildings will be critical given their prominence at the water's edge. Going forward, the TWRC will develop design parameters for consideration by the City before a decision on the zoning for these two buildings.

Along the Gardiner/Lake Shore corridor, a 46 m (14 storeys) building streetwall is proposed with an allowance for localized penthouse structures that can rise to 58 m (18 storeys) to accommodate an additional 3 storeys plus mezzanine. The penthouses are intended to provide development flexibility as well as opportunities for architectural variation. These will be limited in their floor plate area to 740 m² (8,000 sq. ft.) to prevent them taking on the proportions of a "slab" building. In total, four of these bump ups will be allowed along Lake Shore Boulevard East between Jarvis and Parliament Streets. A similar allowance is made in four instances along the north side of Queens Quay East, allowing penthouses rising up from 38 to 52 m (3 additional storeys plus mezzanine) with the same maximum 740 m² floor plate.

In order to provide for a distinctive skyline profile, interest and variety of built form, the plan provides for four slender 120 m (35 to 40 storey) buildings at entry points to the precinct (Jarvis, Sherbourne and Parliament Streets). These buildings will be integrated with a 12 or 14 storey

street wall (depending on location) rather than freestanding towers with low podiums. This configuration is intended to minimize the impact at street level.

Part of the built-form regime proposed by the TWRC is the introduction of covered walkways to help counter harsh winter conditions especially acute in a waterfront setting. The covered walkway requirement would apply to the north side of Queens Quay East, adjacent to Sherbourne Park and along the water's edge promenade. The covered walkways would be sufficiently tall to receive ample solar exposure and designed with column size and spacing to keep retail frontages highly visible from both inside and outside. Glazed weather protection panels could either swing out or slide up into the upper cavity of the porch.

While staff support the intent of this objective, it is recognized that this requirement will be easier to implement on public lands where the TWRC will have control. The north side of Queens Quay East, which is under private ownership, will be more challenging and will require the cooperation of the private land owners to appropriately implement the strategy. This issue will continue to be examined during the parcel design process.

Queens Quay East:

The future design of Queens Quay East has been one of the most challenging aspects of the precinct planning process. During the course of the process, right-of-way widths ranging from 38 m (125 ft.) to 43 m (140 ft.) were explored with numerous design treatments. These were evaluated against the over-riding precinct objective of achieving an appropriate balance between traffic management, sustainable modes of transportation and an active and urban main street and central corridor for the future East Bayfront community.

The resulting 38 m right-of-way meets the objective for this key element of the future district. The right-of-way contains provision for transit in its own right-of-way likely overlapped in some fashion with the rail spur, dedicated bicycle lanes, potential for on-street parking, the ability to introduce four rows of trees within the road allowance and good-sized sidewalks on both sides of the street.

The EA Master Plan addresses two possible options within the 38 m right of way, which will be carried forward for evaluation in the upcoming Transit EA. These options, together with a discussion of the considerations leading to the identification of these options, are fully addressed later in this report in the section addressing the EA Master Plan.

Jarvis Street Special Use Site:

As the point of primary connection between the new district and the City to the north and west, the precinct plan envisions the Jarvis Street Slip as the location for a major place of public activity such as an all-weather public garden or a galleria incorporated into a larger commercial/office complex. A highly accessible public or quasi-public use is considered particularly important for the ground floor of this building with the possibility of offices or other employment uses in upper floors. Uses on this site will be required to allow for indoor and outdoor ground floor activities that draw the public to the water's edge in all seasons.

The precinct plan shows a specific design treatment for the plaza configured on a diagonal axis originating on the north side of Jarvis Street. This is a compelling design treatment which responds to the building placement and use(s) anticipated in the conceptual design for this site. In staff's view, this design approach may need to be reconfigured in response to the end user of this site and related programming. However, critical to any proposal is that both the Slip side and lake frontage be provided with highly accessible and well-defined public frontage capable of accommodating a public gathering place. Moreover, any use on this site must afford active publicly-accessible ground level uses along these frontages. These are the key principles that City staff will be looking to see enshrined in the parcel design and public realm planning to follow.

Water's Edge Promenade:

As noted earlier, a 1.5 k continuous waterfront promenade is proposed along the full water's edge frontage of this precinct. The precinct plan provides for a two-tier promenade, 19 m (62 ft.) in width together with an additional 5 m (16 ft.) wood boardwalk on a piled foundation at water level (see Figure 3). In response to City staff and TEDCO's position, provision for vehicular access along the promenade has been eliminated from the plan.

The lower level constitutes the main public walkway. A zone of level change and planting provides built-in seating off the lower level under a continuous canopy of trees. The upper level provides a broad terrace with sufficient dimension to accommodate a variety of functions relating to the ground floor uses of adjacent buildings. Recreational cycling could be located on either the upper or lower level. An added benefit of the two-tier approach is to allow a half storey of underground parking underneath the upper level. Going forward, the actual dimensions of each of the above components (i.e., upper, lower, seating level) will be confirmed through the public realm plan process.

The width of the promenade has been the subject of debate between TEDCO, the TWRC and City with TWRC advocating a wider promenade and TEDCO advocating a narrower promenade. Precedents from all over the world, both wider and narrower, together with the recently-constructed 22-25 m (72-82 ft.) plus 5 m (16 ft.) boardwalk promenade at Harbourfront Centre have been carefully studied. There now appears to be a difference of 4 m (13 ft.) between the TWRC 19 m (62 ft.) plan and TEDCO's 15 m (49 ft.) proposal.

City staff believe that the TWRC's proposal for a 19m + 5m boardwalk promenade is acceptable given that the ground floor space along the promenade is to be reserved for publicly accessible uses. On the other hand, if this space is not reserved for publicly accessible uses, this may result in a reduction of pedestrian traffic and the need to reconsider the width of the promenade.

Animation of Water's Edge Promenade and Other Key Frontages:

The precinct plan introduces a ground floor strategy applying to the water's edge promenade and other key frontages in the precinct. The strategy affects 27 870 m² (300,000 sq. ft.) in the precinct, of which 9290 m² (100,000 sq. ft.) is situated along the water's edge promenade. The ground floor space is broken down into four categories:

- (i) Community Commercial applying to the frontages on both sides of Queens Quay East;
- (ii) Urban Mixed Use applying to the frontages on both sides of Sherbourne Park;
- (iii) Public Engagement Uses applying to the water's edge and Jarvis St. Slip; and
- (iv) Destination Uses applying to the foot of Jarvis St., Parliament St. and the east side of Sherbourne Park.

Each category emphasizes a different mix of ground floor uses. Community Commercial includes neighbourhood services such as banks, hardware stores, pharmacies, home fashion and other community services. Urban Mixed Use includes destination restaurants and cafes, shops and boutiques, galleries and show rooms and public event spaces to accommodate an active arts and events program. Public Engagement Uses include uses of public service and interest such as a waterfront interpretation centre, transportation facility and related marine uses including community interactive uses. Destination Uses offer unique opportunities to celebrate the past, present and future of the Toronto waterfront. Ideas include a Redpath Sugar museum, University of the Arts, or a Film and Media Centre.

The intention is that the ground floor uses be introduced as part of a phased strategy. The proposed first phase is centered on the frontages of both sides of Sherbourne Park, the water's edge promenade between Jarvis St. and Sherbourne Park, and portions of Queens Quay East.

The TWRC's objective is to assure that conditions permit an evolution of ground floor uses as the waterfront develops. This requires flexible building types and lease arrangements. On the design side, the precinct plan proposes a 5-6 m (16-19 ft.) ground floor height of all buildings along the promenade to accommodate a variety of commercial/public opportunities. A preferred version of this condition would be a four or five floor multi-use loft-type building with ground level retail/public uses and a variable (and changeable) mix of apartments, live-work space, studios and offices above (see Figure 3). Such an arrangement could provide a unique, active, flexible and sustainable setting for the water's edge promenade.

On the leasing side, it is TWRC's intention to ensure control of these spaces through the public development calls. It believes that a single entity must determine and control the occupants of this space, especially during early implementation, to ensure that there are periodic changes to the mix of users that reflects changing market demand. Over time, as in other cases, this space is regarded to become very valuable and will support users which are perhaps not viable on their own in the early years.

Considerable discussion about the feasibility of this policy has taken place. The implementation of retail and other uses along the water's edge promenade needs to be carefully considered. A phased approach will be part of the implementation as will long term control of the grade level space along the water's edge promenade. It is important in the long term that the uses at the water's edge promenade contribute to a vibrant, active environment. Equally important is that there be a successful implementation of this objective.

While staff agree with TWRC's objective, there is not sufficient conclusive evidence at this stage of the process to sign off on this critical element of the TWRC plan. Accordingly, recommendation (5) of this report requires more detailed substantiation of TWRC's financial,

phasing and programming implementation plan for achieving ground floor public engagement, including clustering opportunities and potential institutional anchors.

Sherbourne Park and Other Park and Open Spaces:

The defined public spaces that make up the primary public and spatial framework for East Bayfront are illustrated on Map 2 together with area calculations. Each has a distinct function and contributes to the amenity and opportunities available in the future district. 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.

The proposed Sherbourne Park, extending the full depth of the precinct from Lake Shore Boulevard East south to the water's edge, represents one of the most prominent public spaces in the precinct. The southerly portion, approximately 0.91 ha (2.4 acres), is envisioned for a variety of activities with both an open lawn feature and hard surface for public gathering. The northerly parcel, approximately 0.56 ha (1.2 acres) is intended to serve the needs of future residents with a large children's playground and other amenities. The precinct plan also provides for other neighbourhood parks of varying size and programming potential at Jarvis Street, Aitken Place (lining up but not connected to Aitken Street in the St. Lawrence neighbourhood) and Parliament Street.

The development of the parks and open space system in the precinct plan has been done in close consultation with City staff. The identification of roles for the various open spaces is an illustrative exercise at this stage intended to describe the potential variety in role and function of the respective spaces. A definitive open space framework will require further detailed exploration and assessment by the TWRC, City staff and the public through the parks design process. Similarly, parks proposed on private land north of Queens Quay East will be subject to confirmation of an arrangement with the land-owners.

Through the consultation process, various design issues have been raised which merit investigation as part of the parks planning process:

- (i) it is critical that Sherbourne Park be designed with a strong termination of Sherbourne Street as advocated in the Central Waterfront Secondary Plan;
- (ii) special programming and pavilion-like features be considered to strengthen the water's edge as an active promenade; and
- (iii) infrastructure in and around parkland be designed in a manner that does not undermine its integrity, beauty and enjoyment (an issue raised in the course of the EA Master Plan review and to be addressed at the detailed engineering stage).

Heritage:

As part of the precinct planning process, various discussions and inspections of Marine Terminals 28 and 29 were conducted by the TWRC and City staff. It was agreed that the buildings could not be adaptively re-used in the proposed East Bayfront development proposal. It was also agreed that the heritage commemoration of their role in the Seaway and shipping could be interpreted through a creative landscape and urban design plan.

This agreement has been carried forward in the precinct plan which identifies a variety of historical reference points and physical fragments of shoreline and industrial heritage. The plan proposes to reference these elements in its public realm planning and through public art using a variety of techniques including the identification of historic street patterns, road surfaces and rail spur footprints as design features within public open spaces; referencing the marine terminal buildings, rail line and Queen Elizabeth dock line within the promenade and public space designs; and marking the submerged Knapp's Rollerboat site. The Knapp's Rollerboat, an experimental cylindrical ship design was intended to revolutionize the shipping industry. After proving unsuccessful, the rollerboat was abandoned near the site of its launching and was later buried in the harbour fill at the present day location of Lake Shore Boulevard East, west of Sherbourne Street.

A Stage One Archaeological review was conducted for the entire East Bayfront precinct. Of the six locations of potentially significant features identified, five sites are in the area between Parliament St. and Cherry St. with only the sixth within the East Bayfront (West) area. This sixth site is the Knapp Rollerboat site. A Stage Two archaeological investigation will further inform the design work on this site.

Community Facilities and Services:

Demographic projections forecast a population of 10,200 new residents in the East Bayfront including over 900 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, community centre, two child care facilities and 465-650 m² (5-7,000 sq. ft.) of other community uses.

Using the standards contained in the Central Waterfront Secondary Plan, the TWRC's community facilities study proposes a new elementary school in the East Bayfront. Construction of a new school should begin when the school age population in the area, which cannot be accommodated in existing nearby school facilities, reaches 250 students. Discussions with the school boards to date have envisioned this site as the Toronto District School Board (TDSB) site and the new school in the West Don Lands being developed by the Toronto Separate School Board.

At the present time, there is limited space within existing schools in the vicinity of these areas. The elementary schools directly north of the East Bayfront lands which would most likely accommodate children residing within East Bayfront are: Market Lane, Inglenook and the Downtown Alternative School. The enrolments at Inglenook and Market Lane are 85 percent of capacity. Downtown Alternative School has some capacity; however, the TDSB is retaining this

school to meet the future needs generated by new developments in the Distillery District and the downtown core. It is anticipated that enrolments in all three schools will increase over time in response to ever-increasing residential developments in the east downtown.

The TDSB has recently reconfirmed its commitment to the local school model that has been employed in new developments elsewhere in the City. The Board's objective to ensure that elementary school children are able to walk no more than 1.6 km to their neighbourhood school. This approach is seen as a means of providing a hub for a range of services and programs for children, as well as the broader community, while eliminating the need to bus children outside of the communities for educational programs.

Nevertheless, it will be important to monitor enrolment rates as development proceeds. Assuming the school enrolment figures substantiate the need for a school in the future, a site has been set aside on the west side of the Parliament Street slip for this purpose. It is proposed that the school be part of a multi-use facility including a 2 322 m² (25,000 sq. ft.) community centre with pool. As we move forward, further exploration will be required in consultation with the Parks Division and TDSB to ensure adequate spatial requirements for all users.

Additional multi-purpose community space has also been provided for, in recognition of the need for a range of services delivered by a variety of community groups and agencies. Multi-purpose space provides an opportunity to foster community development through the provision of incubator space for grassroots community organizations. The flexible nature of the design and programming also allows community groups to respond to the changing needs of the community over an extended period of time.

Other community facilities reviewed and found to be adequate are police, fire, ambulance and library facilities. The new police station at Front and Parliament Streets will service East Bayfront. Similarly, the area is within the four minute Fire Dept. response time. While ambulance facilities are considered adequate, new ambulance facilities are proposed for the Port area. During the early years of development, residents will use the library nearby at St. Lawrence. However, upon build-out of East Bayfront and West Don Lands, there may be a need to replace the smaller St. Lawrence neighbourhood library with a larger facility to serve the needs of St. Lawrence and the two new precincts. At this time, the TWRC has identified several potential multi-use sites in the West Don Lands for this facility.

Planning Implementation:

Official Plan:

With the completion of the precinct planning exercise, a number of transportation and park-related modifications to the proposed Official Plan as well as the Central Waterfront Secondary Plan have been identified.

Transportation:

Map 3 of the new Official Plan “Right of Way Widths Associated with Existing Major Streets” currently identifies the existing Queens Quay East as it goes through the East Bayfront as a 27 m (90 ft.) right-of way. The EA Master Plan fixes the width of Queens Quay East (Jarvis to Small Streets) at 38 m (125 ft.). Map 3 of the new Official Plan will need to be modified to reflect this new right-of-way width.

With respect to the Central Waterfront Secondary Plan, Schedule A “Proposed Rights-of-Way for Major Roads” protects a 40 m (130 ft.) right of way on Queens Quay East from Yonge Street to Cherry Street. Similar to the new Official Plan, this Schedule of the Secondary Plan will have to be modified to reflect the proposed 38 m (125 ft.) width of Queens Quay East (Jarvis Street to Parliament Street reflecting the scope of the EA Master Plan). Furthermore, the EA Master Plan identifies Jarvis and Sherbourne Streets as requiring widening from 20 m to 26 m (66 – 86 ft.) between Lake Shore Boulevard East and Queens Quay East. Schedule A of the Secondary Plan currently does not identify these roads as being widened in this location. Therefore, the Schedule will need to be modified to include both roads at the proposed new width.

Parks:

The precinct planning process has defined a network of parks in East Bayfront. While the Central Waterfront Secondary Plan contains policies advocating a spectacular park network in the East Bayfront, the actual locations were not known at the time the Waterfront Plan was approved. Consistent with recent modifications to the Central Waterfront Plan for West Don Lands, it is recommended that appropriate East Bayfront parks (e.g., Sherbourne Park) be identified in the Waterfront Plan. Similar modifications may be needed to the new Official Plan.

In addition to seeking Council’s support for these modifications at this time (Recommendation 7), it is proposed to bring the potential road widenings and park location(s) forward at a public meeting in conjunction with a future Zoning By-law for this precinct and/or Plan of Subdivision application. This will be required to take place before the City Solicitor can request these modifications at the Ontario Municipal Board.

Zoning

In order to achieve the vision for the East Bayfront as a mixed-use precinct, an enabling Zoning By-law will have to be adopted by Council. This will require the preparation of urban design parcel guidelines and a public realm plan to inform the zoning as well as resolution of the ground floor animation strategy vis a vis the amount and nature of ground floor uses as discussed earlier in this report and reflected in Recommendation 5. In addition, a determination will be necessary as to how best to utilize *Section 37 of the Planning Act* for potential community benefits. Finally, in order for the zoning to come into effect, the applicable policies in the Central Waterfront Secondary Plan will require approval by the Ontario Municipal Board.

Flexibility with respect to mixed-uses for the precinct could generally be accommodated by “Reinvestment Area” RA zoning as has been applied in the West Don Lands or a “Mixed-Use” CR zone. Similarly, a comprehensive Zoning By-law for the East Bayfront may not necessarily

include density limits, but rather could be shaped by building envelopes, height, massing and built form standards on a block by block basis. At this stage, it is premature to determine which approach would be preferable.

A final consideration relates to the use of a Development Permit System (DPS) instead of zoning (and site plan control) to implement the precinct plan. At its June 14-16, 2005, meeting, Council adopted a recommendation that staff report on the potential for implementation of a DPS in East Bayfront should necessary changes to the provincial DPS regulation be made in time for the implementation of the East Bayfront Precinct Plan. Staff recently met with provincial staff who indicated that Council's suggested changes are under active consideration. Staff will continue to monitor progress on this request. In the meantime, it is recommended that the necessary preparations be made for implementation under the current zoning regime.

Plan of Subdivision:

A Plan of Subdivision application will be required to create the public streets and parks in the precinct as well as establish large blocks of land for the new development. This process will also afford the use of conditions to ensure orderly redevelopment of the East Bayfront and implementation of the Precinct Plan. An application for subdivision approval is anticipated early in 2006. 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/Public Realm Plan:

The precinct plan has established an overall vision for the design and character of the East Bayfront. In order to inform the zoning, there will be a need to prepare urban design parcel guidelines and a public realm plan 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 public realm plan will deal with the public realm from a streetscape, heritage and public art perspective. These guidelines will be prepared by the TWRC and submitted to the City for Council endorsement together with the zoning. 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.

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. Both public and private land-owners will contribute toward the affordable housing objectives.

The East Bayfront Precinct Plan contains an Affordable Housing Delivery Strategy, the essential elements of which are:

- 20 percent of all residential units will be affordable rental amounting to approximately 1,260 new affordable rental units for the East Bayfront;
- a further 5 percent of the units will be low-end-of-market ownership, comprising at least 315 units;
- in addition, TWRC will explore ways to provide affordable ownership units, potentially through a Housing Trust, though not as part of the overall 25 percent target;
- TWRC will make free, clean, serviced land available for the 1,260 affordable rental units on a long term lease, with particular encouragement for non-profit and co-operative housing providers;
- TWRC will work with the City to establish an affordable housing contribution from the private land-owners in the East Bayfront to help attain their targets; and
- TWRC and the City are to pursue provincial and federal funding for 1,260 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. The fulfillment of the strategy as it relates to private lands will be the subject of discussion between the TWRC, City and private land-owners in the upcoming months as part of the process leading to the preparation of a zoning by-law. A Section 37 contribution for affordable housing will be included in the implementing zoning.

Though program funding is critical to meeting the TWRC's 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 East Bayfront, TWRC will seek alternative ways to deliver the affordable rental units. The actual sites for ownership and rental housing will be finalized by the TWRC in consultation with the City.

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 replacement social housing elsewhere, other than Regent Park, in the east downtown area. 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 replacement units in the West Don Lands or East Bayfront.

The intent of both the Central Waterfront Secondary Plan and the precinct plan is to ensure that new affordable rental units are developed. Replacement 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.

In its consideration of the West Don Lands Precinct Plan in May, Council approved recommendations that secured the affordable housing requirements and excluded replacement social housing units and replacement affordable rental units secured in other Section 37 Agreements from the calculation of the 20 percent affordable rental target. This report recommends a similar agreement containing the essential elements of the Affordable Housing Delivery Strategy be secured from the TWRC with similar conditions, including the requirement concerning replacement housing. One of the practical applications of this requirement would be to ensure that TWRC not allocate any of the land being reserved for the 1,260 new, affordable rental units in the East Bayfront for any of TCHC's replacement social housing units.

(II) Class EA Master Plan

Overview:

The East Bayfront Class EA Master Plan builds on the City's experience with the West Don Lands Class EA Master Plan, which pioneered the use of this EA tool in Ontario for a development precinct. The study area is the same as the East Bayfront Precinct Plan (West) area - Jarvis Street to Parliament Street- but also includes the portion of Queens Quay East from Bay Street to Jarvis Street to provide context for the transportation improvements under review in the EA Master Plan.

The EA Master Plan addresses water, sanitary, stormwater, and transportation infrastructure needed to support revitalization. It deals with infrastructure systems and groups of related projects comprehensively 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 party wish to view the document, copies are on file with the Waterfront Secretariat and Clerks Department as of November 17, 2005.

The EA Master Plan was prepared pursuant to the *Ontario Environmental Assessment Act* and the Municipal Class EA (June, 2000), as part of 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 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 projects are minor operational and maintenance activities deemed approved. Schedule B projects include improvements and minor expansions to infrastructure requiring completion of Phases 1 and 2. Schedule C projects, generally involve the construction of new facilities and major expansions to existing facilities, and require the completion of Phases 3 and 4. Phase 5 is the actual implementation of the project and ensuring that environmental management practices are followed. However, Schedule C projects are deemed to be approved after Phase 4.

The EA Master Plan for the East Bayfront includes a variety of proposed Schedule A, B and C municipal infrastructure projects. It identifies and addresses the applicable phases of the Class EA for these projects.

Public consultation for the EA Master Plan was coordinated with the precinct planning process. The first EA public meeting dealing with alternative solutions and design concepts was held in conjunction with a public forum to obtain community input on the precinct plan in December 2003. The second EA public meeting addressing design alternatives was held in August 2005.

In addition to Provincial EA requirements, TWRC projects in the East Bayfront are subject to the *Canadian Environmental Assessment Act (CEAA)* where federal funding is provided. TWRC is coordinating the two EA processes and, with the City, will address any additional CEAA reporting requirements.

Servicing:

Stormwater, wastewater and water systems in the East Bayfront 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 designed to reflect the new drainage pattern in the precinct. Specific designs and sequencing of new municipal services will be addressed during the detailed design phase in conjunction with the approval of the plan of subdivision.

East Bayfront is currently served by separate storm and sanitary sewer collection systems rather than by combined sewers. Sanitary sewers drain to the Scott Street pumping station via sewers along Lower Jarvis and Sherbourne Streets. As part of a comprehensive study of the general area, increasing the capacity of the Scott St. and other pumping stations will be considered by the City and TWRC.

Three combined sewer overflows (CSO) pass through East Bayfront along Lower Jarvis, Sherbourne and Parliament Streets, carrying flows from further north to Lake Ontario. Over the long term, the Wet Weather Flow Management Master Plan calls for these CSOs to be intercepted by a new deep sewer, which will be the subject of a separate study and EA process. Locations have been identified in the precinct for future construction access so these lands remain in public ownership and permanent facilities are not constructed.

Storm drainage is now provided primarily by storm sewers which discharge untreated stormwater into the Inner Harbour via the CSO outlets. A significant portion of the existing storm system does not have the capacity to serve the proposed development in the East Bayfront and will need to be replaced. The proposed storm system for East Bayfront will intercept stormwater and treat it before it reaches the CSO outlets. There will also be source controls such as green roofs and cisterns to minimize and re-use as much stormwater as possible.

Two underground stormwater treatment facilities will be installed to treat all of the storm flow from the East Bayfront to the criteria required under the Wet Weather Flow Management Master Plan. Stormwater from roads and parking lots will be conveyed to stormwater treatment facilities involving sediment settlement, filters and UV treatment. "Clean" stormwater from roofs and soft landscaped areas will be collected separately and, to the extent possible, reused for irrigation. These flows will also receive UV disinfection before discharge to the lake. This is a significant improvement to stormwater infrastructure over existing conditions.

Water supply mains to East Bayfront appear to be adequate and will be confirmed in a review of water supply capacity to the waterfront. Some upgrading of local watermains in the precinct will be required, largely by adding new sections in new roads and the rehabilitation of existing mains in existing roads. Water conservation/efficiency measures and practices will be applied in the East Bayfront consistent with City policies and the TWRC Sustainability Framework. The sizing of local watermains will be determined by the flows required for fire protection. New watermains will be required on Lower Sherbourne Street.

Transportation:

The EA Master Plan has further assessed specific transportation elements of the Waterfront Secondary Plan including the extent of network requirements for the East Bayfront, 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 EA 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 3 address existing and forecast traffic conditions, transit service, pedestrian and bicycle facilities for the precinct. This area is generally recognized as being under-developed in its present form, and generates a relatively nominal amount of traffic activity.

TTC bus routes traverse the westerly section of the EA Master Plan study area, providing service on a portion of Queens Quay East, on Jarvis St. with connection to the Union Subway Station, and on Sherbourne Street.

In terms of existing vehicular traffic activity, there is a pattern of peak period commuter traffic travelling through the area, particularly on Lake Shore Boulevard East and to a lesser extent on Queens Quay East. This pattern is expected to continue as revitalization occurs.

On-street bicycle lanes are located on Lower Sherbourne Street and Queens Quay East. The Martin Goodman Trail provides a multi-use pathway through the area, easterly from approximately Richardson Street, on the south side of Queens Quay East.

Pedestrian facilities are mostly focussed on sidewalks within road right-of-ways, and the Martin Goodman Trail. Several road sections currently do not have sidewalks on at least one side of the road including parts of Richardson Street, Bonnycastle Street, Lake Shore Boulevard East and a short section of Queens Quay East in the vicinity of the Jarvis Street slip.

Existing heavy rail linkages are also identified in the EA Master Plan. An active rail line serves the Redpath Sugar plant located on the south side of Queens Quay. The rail line, which is identified as experiencing occasional use in the Master Plan, extends west from Cherry Street, along the south side of Lake Shore Boulevard East and Queens Quay East to the plant. A siding facility used for storage and shunting of trains is located adjacent to the line, between Richardson and Small Streets. The Master Plan identifies other unused rail spurs that can be eliminated with redevelopment of the area.

Dockwall at the Jarvis Street Slip is used by the Redpath Sugar plant and by other boating activities. The Parliament Street Slip is also used for boating activity including the RCYC dock. Other dockwall is used for various boating activities including the docking of cruise ships visiting Toronto.

Project Need and Justification:

The Waterfront Secondary Plan identifies a number of policies that provide the framework for this Master Plan. Key among these is 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 East Bayfront is likely to generate 4,100 two-way person trips in the morning peak hour and 7,300 person trips in the evening peak hour.

The EA Master Plan accommodates this need through provision of improved bicycle facilities, pedestrian linkages, protection for high order transit facilities, and new vehicle lanes only where necessary to accommodate local traffic circulation and achieve urban design/city building objectives.

Identification and Evaluation of Alternatives:

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

- (I) construction of new public roads or extensions of existing roads;
- (II) widening of existing roads;
- (III) realigning existing roads;
- (IV) improving existing bus service to/from the precinct;
- (V) construction of new and/or extension of existing rapid transit lines;
- (VI) improving waterborne transit services to/from and within the precinct; and
- (VII) construction, extension or improvement of existing pedestrian and bicycle facilities to/from and within the precinct.

Transportation improvement projects identified as a result of the review of alternative solutions are summarized on Map 4. Additional information presented in the EA Master Plan details the rationale for each project and its schedule under the Municipal Class EA. Some of these projects 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 previously noted, the TTC is working closely with the TWRC and City staff to initiate the Transit EA this year. Although the Transit EA will be a separate process, it is consistent with and complimentary to the Master Plan in that provision of new rapid transit lines is potentially one of the most effective means of addressing increases in transportation demand in a manner that is consistent with City policies related to city-building, sustainability, the “Transit First” initiative, and maximizing the efficiency of Toronto’s transportation system.

The EA Master Plan recognizes and makes provision for the importance of transit in the East Bayfront. A recent update of the travel forecasting work undertaken for the Waterfront Secondary Plan estimates a demand of 5,000+ person-trips on transit between the East Bayfront and the downtown in the morning peak hour at full build-out. This includes trips generated by the East Bayfront as well as other trips that may originate in the Port Lands and travel through the area.

By way of comparison, this level of transit demand is more than double the existing peak hour peak-direction transit ridership on Spadina Avenue (exiting southbound from the Spadina Subway Station), and is three times higher than the current transit demand on St. Clair Avenue West (entering the St. Clair West subway station). Clearly, there is a need to ensure that convenient, efficient transit service is provided if the transit travel demand estimates are to be accommodated. Failure to do so would likely result in a commensurate increase in auto use in both the East Bayfront and the Port Lands or would necessitate a reduction in the magnitude of planned development to offset increased auto volumes. Map B of the Waterfront Secondary Plan identifies streetcar service in its own right-of-way on Queens Quay East. The latest update of the waterfront travel demand forecast confirms the need to continue to plan for this level of capacity.

The Transit EA process will establish the specific transit required to serve the East Bayfront, West Don Lands and Port Lands, including among other things, a review of alignment and servicing options through this area. Until it is completed, transit rights-of-way are protected by

the inclusion of a landscaped median on Queens Quay East 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 EA Master Plan is consistent with the City's Bicycle Plan and the Waterfront Secondary Plan in that it proposes retaining the current on-street bicycle facilities through this area, as well as developing a future multi-use pathway within the Gardiner-Lake Shore corridor (the exact details of which will be dependant on future planning for the corridor). The EA Master Plan proposes relocation of the Martin Goodman Trail "and major multi-use pathway" to the water's edge. Rerouting of the existing path would occur from a point on the east side of the Jarvis Street Slip to a point on the west side of the Parliament Street Slip.

Waterborne Transport:

The EA Master Plan indicates waterborne transport would supplement other mass transit provisions for the area although the EA process cannot provide approvals for this form of transport. Nevertheless, it will be necessary to plan for, and not preclude, the potential for new boat launch facilities/canoe access, expanded small ferry service and water taxi operations and other new marine and tour boat activities that may evolve through the revitalization process.

Design of Major Roads:

Alternative cross-section designs were evaluated and preferred options identified in the EA Master Plan for Queens Quay East, Lower Sherbourne Street and Lower Jarvis Street. The following section discusses the findings of the Master Plan in relation to these facilities, as well as existing and new local streets.

Queens Quay East:

From Jarvis Street to Small Street, Queens Quay East is to be widened to accommodate future transportation functions associated with its expanded role in the waterfront. The widening is proposed on the south side of the street. Within this section, the current right-of-way is 27.4 m (89 feet). Right-of-way options that have been reviewed range from 38 m to 43 m (125 feet to 141 feet).

The EA Master Plan addresses the existing rail spur and siding currently servicing the Redpath Sugar plant. Five rail spur location options were reviewed, ranging from provision of a separate rail allowance to removal of the spur and transfer of rail activities to trucks. Several of the options also considered sharing of the rail spur corridor with other road allowance/transit elements. This would permit some consolidation of the future road allowance requirements, particularly on Queens Quay East where the future transportation and urban design requirements necessitate an expansion of the existing right-of-way. The assessment of options concludes that the rail spur is to be retained, with the following two options carried forward for further consideration:

- (i) provide a rail spur that overlaps with a transit corridor on Queens Quay East; and
- (ii) provide a rail spur in a separate allowance in the centre of Queens Quay East.

The option of a rail spur in a separate allowance provides a service similar to the existing rail operation, however, it would require a minimum 4.9 m (16 feet) wide exclusive corridor on Queens Quay East.

Five options, including the “Do Nothing” option, were reviewed for the existing rail siding operation connected to the rail spur. These options included relocation of the siding, as well as an option to eliminate the siding altogether, in which case rail delivery protocols would need to be established from the Keating Yard located on the north side of Lake Shore Boulevard East, east of the Don Valley Parkway. The assessment of rail siding options concludes that the siding be eliminated based on the impact to the public right-of-way, proximity to waterfront redevelopment, and incompatibility with Waterfront Secondary Plan policies regarding the role of Queens Quay East as Toronto’s water view drive.

In addition to assessing rail requirements, provision has been made to protect for dedicated transit lanes on Queens Quay East, subject to further review through the Transit EA. Current travel demand forecasts for the East Bayfront and Port Lands area indicate it is necessary to protect for a high order transit service in these areas.

Eight alternative cross-sections were developed and carried forward in the EA Master Plan for detailed evaluation (six options considered plus two options responding to agency comments). The options included variations on right-of-way width (38 m and 40 m widths), the number of traffic lanes (two-lane and four-lane configurations), street parking (with and without on-street parking) and the one rail spur serving the Redpath Sugar Plant (overlapped with the transit corridor or in a separate allowance). All alternatives incorporate bicycle facilities. The eight options are:

Option	Description
Ai	4 lane, 38 m (125 ft.) right-of-way, overlapped rail spur/transit facilities;
Aii	2 lane, 38 m right-of-way, overlapped rail spur/transit facilities;
B	4 lane, 40 m right-of-way, overlapped rail spur/transit facilities;
Ci	4 lane, 38 m right-of-way, separate rail spur allowance;
Cii	2 lane, 38 m right-of-way, separate rail spur allowance;
D	4 lane, 40 m right-of-way, separate rail spur allowance;
Ei	4 lane, 38 m right-of-way, partial overlapped rail spur/transit facilities; and
Eii	2 lane, 38 m right-of-way, partial overlapped rail spur/transit Facilities.

These options were assessed based on a number of criteria including traffic operations and safety, transit operations, facilitation of goods movement, support for emergency services and service to pedestrians and cyclists.

The EA Master Plan indicates that all of the options address the issues of traffic/transit operation in a similar manner although options incorporating four traffic lanes would provide additional vehicular capacity for future waterfront revitalization. The EA Master Plan identifies the spacing for new traffic signals on Queens Quay East at 150 m (492 feet), versus a spacing distance of 111 m (364 feet) identified in the Precinct Plan. The exact number and spacing of traffic signals will be determined through further analysis as part of the Plan of Subdivision process.

In general, those options that overlap the rail spur and transit corridor facilities better facilitate opportunities for boulevard/landscaping/parking while maintaining the flexibility to provide two or four travel lanes. However, potential flexibility for both rail and TTC operations is reduced under these options. The EA Master Plan noted that at least one two-lane option (Option Aii) could readily transition to a four-lane cross-section (Option Ai) in the event that future demand warranted additional traffic capacity.

The EA Master Plan indicates that each of the options reviewed could support the precinct plan development objectives. Options that provide the widest boulevards (sidewalks) within the narrowest right-of-way are considered optimal from an urban design perspective. As identified in the EA Master Plan, sufficient pedestrian boulevard widths ranging from 3.45 m-4.25 m (11-14 ft.) are achievable with all of the options with the exception of Ci.

On the basis of this evaluation, the EA Master Plan provides “primary recommendations” for cross-section alternatives with a 38 m (125 ft.) wide right-of-way and rail/transit located in the middle of the roadway (Options Ai and Aii), and “secondary recommendations” for cross-section alternatives with a separate rail spur allowance and transit located in the middle of the roadway (Options Ci and Cii). Alternatives involving a 40 m (131 ft.) right-of-way have been eliminated due to their inability to satisfy non-transportation objectives.

While the shared transit/rail right-of-way concept is a key element of all of the preferred alternatives, it has not been determined whether this configuration is operationally feasible and/or acceptable to all parties. For example, there is no firm indication, as yet, whether the rail transition points into the transit corridor are acceptable to Redpath, the rail operators or the TTC. Operational and design issues will need to be resolved through the upcoming Transit EA, and could result in a further variant of the primary or secondary preferred alternatives.

Schedule A of the Waterfront Secondary Plan identifies a right-of-way width of 40 m (131 ft.) on Queens Quay East (exclusive of the Redpath rail spur), from Yonge Street to Cherry Street. All of the EA Master Plan primary and secondary preferred alternatives for Queens Quay East now recommend protecting a 38 m right-of-way with a 13-16 m (43-52.5 ft.) wide median for freight rail/transit operations in the middle of the roadway from Jarvis Street to Small Street. This represents a reduction and refinement of the Waterfront Secondary Plan schedule.

Additional work will be required to confirm rights-of-way, transitions and staging for the reconstruction of parts of Queens Quay East located west and east of this section.

The TWRC will be undertaking an EA study shortly to evaluate among other things, options to extend Queens Quay East easterly from Small Street to Cherry Street, consistent with the City’s Waterfront Secondary Plan. As a result of this work, Parliament Street, between Small Street

and Lake Shore Boulevard East, will likely need to be reconfigured. Although not addressed in the EA Master Plan, it is recommended that alternative designs be evaluated, and requirements confirmed, for this section of Parliament Street through the upcoming EA studies and future precinct studies.

Lower Sherbourne Street:

Lower Sherbourne Street, south of Lake Shore Boulevard East, currently has a 20 m (66 ft.) right-of-way. The EA Master Plan indicates that a right-of-way of 26 m (85 ft.) is required to accommodate two lanes of traffic in each direction (versus the existing single lane with left turn lane configuration) and bicycle lanes in each direction. To achieve this reconfiguration, the existing east property limit is to be retained, and the street is to be widened and re-aligned westerly to establish a new road right-of-way limit. This appears to create a thin wedge of potentially surplus public land (currently within the road right-of-way) that may be subject to a road closing process. The exact details of the re-alignment will require further consideration.

As identified in the EA Master Plan, the right-of-way widening from 20 m to 26 m (66-85 ft.) permits a reconfiguration of traffic lanes from a basic three-lane cross-section to a four-lane cross-section to accommodate traffic flow and queuing. Pedestrian boulevard space is increased, to provide an additional 4.75 m (16 ft.) (approximately) on both sides of the street.

The EA Master Plan also indicates that Sherbourne Street will be slightly realigned to connect to Queens Quay East approximately 15 m (49 ft.) west of the existing intersection, for the purposes of aligning with proposed new local streets south of Queens Quay East, beside the new public park. This realignment results in a straight centreline alignment and view corridor on Sherbourne Street from north of Lake Shore Boulevard East to Lake Ontario.

The widening and realignment of Lower Sherbourne Street is identified as a Municipal Class EA Schedule B project.

Lower Jarvis Street:

Lower Jarvis Street, south of Lake Shore Boulevard East, currently has a 20 m right-of-way. The EA Master Plan indicates that a right-of-way of 26 m (85 ft.) is required to accommodate the existing two lanes of traffic in each direction with wide curb lanes to accommodate bicycles and auto traffic. The widening of the right-of-way from 20 m to 26 m permits a wider sidewalk, from 3 m (10 ft.) to approximately 5.75 m (19 ft.). According to the Master Plan, a staging of widening and right-of-way improvements is likely necessary to accommodate existing and planned development abutting the street.

The EA Master Plan identifies existing and future operational issues at the intersection of Lower Jarvis Street and Lake Shore Boulevard East. This intersection currently operates near capacity during peak periods of activity and will require improvement to accommodate the estimated increase in traffic. Given the need to still determine the exact nature of required improvements, it is recommended that the design and EA requirements for the Lower Jarvis Street/Lake Shore Boulevard East intersection be re-evaluated at the appropriate time, through a Plan of Subdivision process or the future Gardiner-Lake Shore corridor review, as may be appropriate.

The widening of Lower Jarvis St. is identified as a Municipal Class EA Schedule B project in the Master Plan.

Existing Local Streets:

The EA Master Plan indicates existing local roads, including Richardson Street, Bonnycastle Street and Small Street will be reconfigured with reduced rights-of-way from 20 m to 16 m (69 to 52 feet) in most cases in order to appropriately service development consistent with precinct plan objectives. The opportunity to undertake the proposed design and operational changes on these streets will be further evaluated in the future Plan of Subdivision process and the separate road closing process, to determine the impact to existing above and below grade infrastructure.

Changes to existing local streets are identified as Municipal Class EA Schedule A projects in the EA Master Plan. This is contingent on these changes being identified and approved through a Plan of Subdivision process. Considered on their own merits, these projects would likely be Schedule B projects.

New Local Streets:

The Master Plan indicates there will be a number of new public rights-of-way created as a result of redevelopment. The new streets are intended to structure development blocks and provide local access to building sites and the waterfront. The determination of right-of-way widths and cross-sectional elements for these new streets will be confirmed as part of the Plan of Subdivision process.

The creation of new local streets is identified as Municipal Class EA Schedule A projects in the Master Plan. As with the existing local streets, this is contingent on these changes being identified and approved through a Plan of Subdivision process).

Summary of Next Steps:

Should City Council approve the recommendations of this report, the Class EA Master Plan Study Report will be filed on the public record for a minimum of 30 days as per the requirements of the Municipal 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 EA.

If a Part II Order request is received, the Minister of the Environment reviews the reasons for the request. The Minister may decide to deny the request or may decide to review the request, in which case the Ministry has 66 days for the review. Based on the Ministerial review, the Minister of the Environment may:

- (a) deny the Part II Order request;
- (b) deny the Part II Order request with conditions;
- (c) refer the matter to mediation; or
- (d) require the project to be undertaken as an Individual EA.

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.

Infrastructure Funding For the East Bayfront Precinct:

The Council-approved Five Year Business Plan/Ten Year Forecast estimated that the total cost for the proposed infrastructure works in the East Bayfront precinct will be approximately \$233.6 million. The current breakdown for these expenditures is shown in Table 1.

Table 1 - Proposed Infrastructure Expenditures
in the East Bayfront

Project	Estimated Cost (\$ millions)
Project Implementation	20.6
Local Servicing	23.7
Promenade and Shorewalls	22.8
Parks and Open Space	15.7
Community Facilities	23.2
Remediation	4.9
Transit	116.0
Major Infrastructure	6.8
Total	233.6

Although the TWRC's total land development revenue in the East Bayfront precinct is forecast to be approximately \$89.7 million, only \$19.6 million is currently allocated by the Five Year Plan towards funding East Bayfront infrastructure projects. While a portion of East Bayfront revenues have been allocated to other initiatives in the 5-year plan for revitalization, the majority of land revenue will be generated after 2009. These revenues have not yet been allocated to specific projects. This allocation will occur as part of the TWRC rolling 5-year business plan process and subject to the City's annual budget process. In accordance with this plan, the City's 2005-2009 capital works program for the waterfront includes a total of \$63.3 million (City share) to fund the proposed East Bayfront infrastructure.

As part of the Five Year Business Plan/Ten-Year Forecast, the three orders of government have committed to funding the balance of the required East Bayfront infrastructure expenditures as shown in Table 2.

Table 2 - Five Year Plan/Ten Year Forecast Funding Allocation for East Bayfront (\$ Million)				
	Pre-2005	Total 2005-2009	Total 2010-2014	Total Funding
Land Sales Revenue	\$ -	\$ 19.6	\$ -	\$ 19.6
City Contribution	\$ 0.8	\$ 63.6	\$ 13.7	\$ 78.0
Provincial Contribution	\$ 0.8	\$ 37.9	\$ 59.0	\$ 97.6
Federal Contribution	\$ 0.8	\$ 37.7	\$ -	\$ 38.4
Total Funding	\$ 2.3	\$ 158.7	\$ 72.6	\$ 233.7

Conclusion:

The revitalization and re-integration of the East Bayfront into the city fabric has been a long-standing priority of the City of Toronto. With the completion of the East Bayfront precinct planning process, a sound framework has been developed for focusing the efforts of the City and other government partners. Various unresolved issues have been identified which will be addressed through the preparation of the zoning, urban design parcel guidelines and the public realm plan together with the submission of a detailed business strategy for East Bayfront.

The TWRC, together with the City, will now set the groundwork for implementing the precinct plan. A staff report early in 2006 will clarify the respective roles of the TWRC, TEDCO and the City as the project moves towards implementation.

Contacts:

Elaine-Baxter Trahair, Director
Waterfront Project Secretariat
(416) 397-4083
ebaxter@toronto.ca

Ted Tyndorf
Chief Planner, City Planning
(416) 392-8772
ttyndorf@toronto.ca

Concurrence with Financial Impact Statement provided by:

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

Attachments:

- Figure 1 East Bayfront Perspective Plan
- Figure 2 Sherbourne Park Perspective
- Figure 3 Water's Edge Promenade
- Map 1 Building Heights Plan
- Map 2 Parks Plan
- Map 3 Existing Road Network, Lane Configurations and Right-of-Way Widths
- Map 4 Summary of Proposed Infrastructure Improvements

The Policy and Finance Committee also considered the following communications:

- (November 21, 2005) from Mr. James W. Harbell, Barrister and Solicitor, Stikeman Elliott;
- (November 21, 2005) from Ms. Linda A. Irvine, President, Ontario Association of Landscape Architects (OALA);
- (November 22, 2005) from Tony Volpentesta, MCIP, RPP, Bousfields Inc.;
- (November 22, 2005) from Jeffrey D. Steiner, President and CEO, City of Toronto Economic Development Corporation; and
- (November 22, 2005) from David White, WaterfrontAction.

Robert Fung, Chair, Toronto Waterfront Corporation, John Campbell, Chief Executive Officer, Toronto Waterfront Corporation, Alun Lloyd, BA Group, and Elaine Baxter-Trahair, Director, Waterfront Project Secretariat, provided a presentation respecting this matter.

The following persons addressed the Policy and Finance Committee:

- Christopher Williams, Aird and Berlis, Barristers and Solicitors, and read a communication on behalf of Mario Romano;
- Cynthia Wilkey, Chair, West Don Lands Committee and filed a written submission;
- Julie Beddoes, Vice-President, Gooderham & Worts Neighbourhood Association, and filed a written submission;
- Paul Smith, Treasurer, St. Lawrence Neighbourhood Association;
- Alfredo Romano;
- David White, Director, Waterfront Action; and
- Matthew Rae, Davies Howe Partners.

The following Members of Council also addressed the Policy and Finance Committee:

- Councillor Peter Milczyn, Etobicoke-Lakeshore; and
- Councillor Jane Pitfield, Don Valley West.

(A copy of Figure 1 “East Bayfront Perspective Plan”; Figure 2 “Sherbourne Park Perspective”; Figure 3 “Water’s Edge Promenade”; Map 1 “Building Heights Plan”; Map 2 “Parks Plan”; Map 3 “Existing Road Network, Lane Configurations and Right-of-Way Widths”; Map 4 “Summary of Proposed Infrastructure Improvements”; the East Bayfront Precinct Plan; and the East Bayfront Class Environmental Assessment Master Plan, dated September 2005, referred to in the report (November 16, 2005) from Fareed Amin, Deputy City Manager, was forwarded to all Members of Council with the November 22, 2005 agenda of the Policy and Finance Committee and copies thereof are also on file in the office of the City Clerk, City Hall.)

City Council – December 5, 6 and 7, 2005

Council also considered the following:

- *Report (December 5, 2005) from Deputy City Manager Fareed Amin [Communication 29(c)].*

*Subject: East Bayfront Precinct Plan and Class Environmental Assessment Master Plan
Supplementary Report*

Purpose:

At its November 22, 2005 meeting, Policy and Finance Committee adopted the staff recommendations endorsing the East Bayfront Precinct Plan and Class Environmental Assessment (EA) Master Plan subject to various amendments and additional recommendations. This report responds to the Committee’s direction.

Financial Implications and Impact Statement:

There are no financial implications resulting from approval of this report.

Recommendation:

It is recommended that this report be received for information.

Background:

In considering the November 16, 2005 report from the Deputy City Manager on the East Bayfront Precinct Plan and Environmental Assessment Master Plan, the Policy and Finance Committee recommended, among other things, that:

- (1) *The Toronto Waterfront Revitalization Corporation (TWRC) have their Design Review Panel review and make recommendations on East Bayfront block plans and public realm design elements of the Zoning By-laws as they relate to the Precinct Plan; and that TWRC provide the Design Review Panel deliberations and recommendations to the*

appropriate City staff to bring forward to City Council in conjunction with the Zoning By-laws prior to any approvals;

- (II) the TTC and TWRC be directed, in the Transit EA, to revisit whether smaller rights-of-ways are technically feasible and desirable and that they consult with community stakeholders on this matter; and*
- (III) no implementation of rights-of-way and roads that might be impacted by this process take place before the Transit EA is completed.*

The Committee also requested that staff report directly to Council on the following:

- (1) a meeting with local property-owners and community representatives on any additional adjustments that they would recommend to the Precinct Plan to resolve issues raised by community representatives, including:
 - (i) adjustments to EA Master Plan conditions that would ensure flexibility in the width of the Queens Quay East right-of-way;*
 - (ii) timelines for a memorandum of understanding among TEDCO, TWRC and the City; and*
 - (iii) prioritizing the EA for “the knuckle” intersection of Cherry Street and Lake Shore Boulevard;**
- (2) TWRC and TEDCO’s evaluation of the ability of the East Bayfront Precinct Plan’s built form to successfully accommodate retail/commercial proposals currently under consideration;*
- (3) A meeting with deputants to the Policy and Finance Committee to come to a deeper understanding of the issues raised and to undertake additional analysis and make recommendations to Council as needed.*

This report addresses the above issues and directions.

Comments:

At the Policy and Finance Committee’s direction, TWRC representatives, City and TTC staff met with deputants, including local community representatives and various private land-owners during the week of November 28, 2005. The comments which follow provide staff’s response to each of the issues identified by the stakeholders.

Adjustments to the Environmental Assessment Master Plan Conditions – Road Widths

Community representatives that deputed to the Policy and Finance Committee do not support fixing the Queens Quay East right-of-way width at 38m (125 ft.). Instead, they are asking that the 38m recommendation in the Master Plan be considered preliminary, pending the outcome of

the Queens Quay East Transit EA. The Transit EA is currently being initiated and is estimated to take 18-24 months to complete. The desire is to further explore opportunities to narrow the street, making it a more desirable shopping and pedestrian environment.

As per Committee's direction, the Transit EA will provide an opportunity to revisit whether smaller rights of ways are technically feasible and desirable. As staff indicated in our discussion with community representatives, however, it is necessary at this stage to establish a right-of-way width in order to begin the parcel and public realm design and zoning process. In addition, the proposed 38m height of buildings is based on a 38m right-of-way width (a 1:1 ratio). As a result, revisiting the right-of-way dimension at this point in the process could undermine both the built form assumptions and the business plan on which the proposed precinct plan is based.

It should also be noted that the 38m width was arrived at through a lengthy and rigorous process involving the detailed investigation of numerous alternatives. The resulting right-of-way accommodates transit, commuter cycling lanes, the RedPath rail spur overlapped with transit, four rows of trees, either four traffic lanes in two directions or two traffic lanes in two directions with on-street parking and good-sized sidewalks. Under the Transit EA, some savings may be found if transit is not in an exclusive right-of-way or if the number of traffic lanes or on-street parking is reduced. Decisions around transit must balance the requirement to accommodate an estimated 70% of passenger trips generated by waterfront development by means other than the private automobile. This volume is more than twice the passengers accommodated on the Spadina Avenue LRT line.

Both TWRC and City staff will continue the dialogue and explore opportunities with community representatives and other stakeholders on this issue. At minimum, any reductions in the paved street will be accommodated by increases to the sidewalk and landscaped areas.

Timelines for a Memorandum of Understanding among TEDCO, TWRC and the City

During consideration of a new governance structure for the Waterfront Revitalization Initiative in December 2004, Council instructed staff to develop a memorandum of understanding (MOU) between TEDCO, TWRC and the City that, among other things, clarified roles and responsibilities in the designated waterfront area. Staff advised community representatives that a staff report accompanied by a proposed MOU is targeted for the first meeting of Policy and Finance Committee in 2006.

Prioritization of East Bayfront-Related Environmental Assessments (EA) and the Gardiner Corridor Review

The TWRC and City appreciate the urgency associated with a review of the Queens Quay East Extension EA and Gardiner-Lakeshore Corridor review. The Queens Quay EA has recently been initiated and is anticipated to take 18 months to complete. A financial analysis of TWRC options for improving the Gardiner-Lakeshore Corridor is being prepared by TWRC, in consultation with City staff. As per Council's direction, TWRC-led public consultation on the various options is anticipated during the first half of 2006.

Precinct Plan's Ability to Accommodate Proposals under Consideration

The Policy and Finance Committee requested that TWRC and TEDCO confirm that the East Bayfront Precinct Plan can accommodate "retail/commercial proposals currently under consideration." At the present time, TEDCO is preparing an application for projects in the vicinity of the Jarvis Street Slip. The application will be subject to the appropriate public review process and TEDCO will submit the project to the TWRC Design Review Panel.

Based on information provided by TEDCO, TWRC confirms a building with a footprint of between 55,000-75,000 sq. ft. at the Jarvis Street Slip and another building to the north with frontage on Queens Quay East, having a footprint of between 25,000-40,000 sq. ft., can be successfully accommodated. Further discussion between TEDCO, TWRC, the City and the public as to the specific siting, dimensions and configuration of the public gathering space adjacent to the Jarvis Street Slip will be required once TEDCO files its application.

Meetings with Deputants

In addition to meeting with community representatives, the TWRC and City staff were asked to meet with local land-owners, including deputants representing two private land-owners. The primary issue raised was the limitation in the precinct plan to four tall buildings at key entrance points to the district.

TWRC representatives and staff did not hear any compelling arguments to change the precinct plan. There was consensus, however, that if as a result of the upcoming Gardiner-Lake Shore Corridor review, Council decides to maintain the elevated Gardiner Expressway that a re-examination of the proposed 46m (14 storey) height limit fronting onto Lake Shore Boulevard would be warranted. The land-owners have sought confirmation as to the time-frame to arrive at a firm decision on the removal of the elevated structure. They have suggested, and staff believe that it is reasonable, that this decision would be made over the next decade. While the re-examination could result in an alternative built-form regime, the re-examination in no way presumes any inferred density permissions.

As the parcel design process for East Bayfront will start early in 2006, the heights in the precinct plan will be used to inform the preparation of the Zoning By-law. Any decision to revisit the built-form proposed along Lake Shore Boulevard will require a full public process and ultimately, recommendation to Council.

In addition to height issues, the land-owners sought clarification as to the degree of flexibility on standards such as the 85% continuous "build-to-line" and provision for block passages through various sites. These are details that will be addressed at the parcel design stage as property-owners work towards implementation of the plan. Both the TWRC and City have committed to work closely with the private land-owners on the details of the implementation of the precinct plan.

Redpath Sugars also submitted a letter to the Policy and Finance Committee seeking changes to the precinct plan. Their interest is to ensure that the necessary technical studies are undertaken to minimize complaints from the future residential community in regard to the plant's operation.

In response, staff and the TWRC have suggested a process whereby the TWRC retains the necessary experts to address the issues raised by Redpath Sugars during the residential parcel design process and beyond. This process will also require that the responsibility of private land-owners be defined. The scope of the studies will be established through a terms of reference developed by the TWRC in consultation with the City, Redpath Sugars and private land-owners. At this time, staff are awaiting a response from Redpath Sugars to this approach.

Conclusions:

This last round of consultations was productive as it highlighted two priorities as all parties move forward to implementation – the importance of working in close consultation with the private land-owners within the framework established by the precinct plan and to make every effort to achieve a transformed Queens Quay East that serves the dual purpose of place-making as well as functioning as a sustainable street for the 21st century.

Contact:

*Elaine-Baxter Trahair, Director
Waterfront Project Secretariat
(416) 397-4083
ebaxter@toronto.ca*

*Ted Tyndorf
Chief Planner, City Planning
(416) 392-8772
ttyndorf@toronto.ca*

Communications:

- *(December 2, 2005) from Steven A. Zakem, Aird & Berlis, Barristers and Solicitors [Communication 29(a)]; and*
- *(December 2, 2005) from Murray E. Blankstein, Nuko Investments Limited [Communication 29(b)].*