

PORT LANDS ACCELERATION INITIATIVE

Appendix 11
Planning and Infrastructure Process



Rendering of River Park North by Michael Van Valkenburgh Associates courtesy of Waterfront Toronto

Precedent Review and Analysis (Feb.10 - 14)



Phase 1 involved the review and analysis of comparable urban waterfront redevelopment projects world-wide.

Process

Specific attention was paid to approaches to: infrastructure, land use, “catalytic uses”, major public infrastructure, and design-driven “value generators”. Approaches to parks and public open space, active transportation networks, and lot subdivision.



Outcomes

A number of key relevant precedents were profiled, including: Canary Wharf, UK; Mission Bay, San Francisco; Hammarsby Sjostad, Sweden; Edmonton Airport Lands, Edmonton; Almere & Ijburg, Netherlands; and Hafencity, Germany.



Historic and Existing Conditions Mapping (Feb.14 - 22)

Detailed mapping of historic and current conditions including: waterfront edge; infrastructure; built and cultural heritage; and transportation network.

Process

Compilation of detailed mapping and background data from City of Toronto, Waterfront Toronto, Toronto and Region Conservation Authority, and historic sources to generate a baseline condition survey inclusive of:

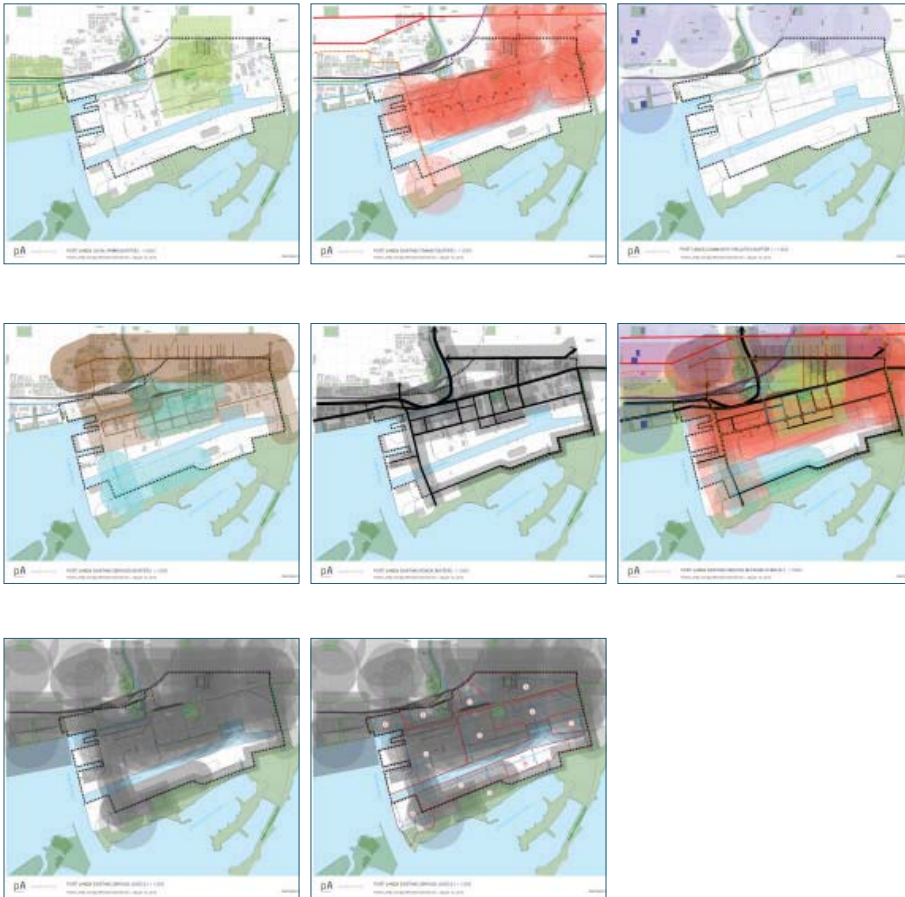
- ownership
- parcel fabric
- pedestrian and cycling infrastructure
- existing servicing
- existing transit service
- existing right-of-way widths
- built heritage
- parks and public open spaces

Outcomes

A summary overview of initial conditions to begin identification of opportunities and constraints. A complete map set for comparison with existing plans of status, including the Central Waterfront Secondary Plan, the Lower Don Lands Framework Plan, the Port Lands Business and Implementation Plan, the Lower Don Lands Class Environmental Assessment, and current plans included within the Don Mouth Naturalization and Port Lands Flood Protection Project EA.



Opportunities and Constraints Based on Existing Conditions (Feb.22 - 24)



Overlay of “distance buffers” (colour circles in the images) on top of existing infrastructure and known-areas of regulatory flood impact to determine any immediate opportunities for accelerated development.

Process

Using recognized and best-practice standards (ie. TTC’s minimum walkability distance from planned and existing transit stops or the Toronto District School Board’s maximum walking distance radius from public schools) to determine areas where sufficient service and minimal constraints currently exist. These sites would be further evaluated through subsequent processes to identify opportunities for accelerated development.

Outcomes

Review of the existing Port Lands parcel fabric, identifying parcels with greatest opportunity for accelerated development. Predominantly there are large parcels fronting onto a minimal road and utility infrastructure; as such, most parcels were determined to not have ready accessibility to services but limited transit service. It was concluded that further investigation of infrastructure capacity, including level of transit service, along with a comprehensive review of the affect of regulatory floods on specific parcels, would be required.

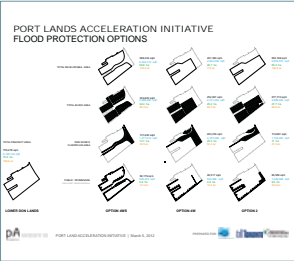
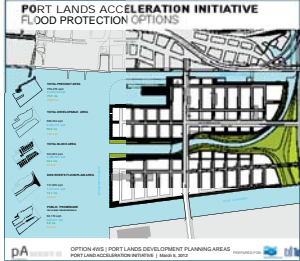
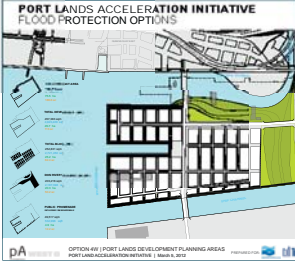
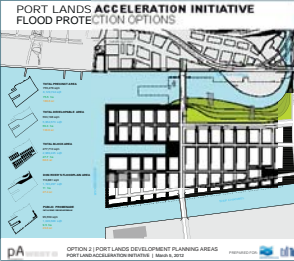
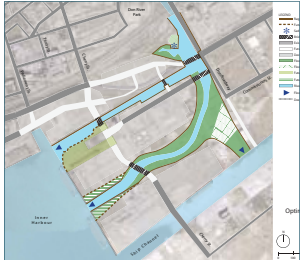
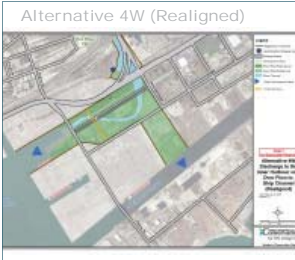
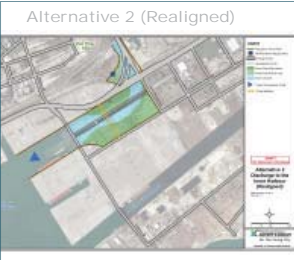
Review of 3 Don Mouth Naturalization and Port Lands Flood Protection Environmental Assessment (DMNP EA) Options - 2, 4W, 4WS Realigned (Feb.24 - Feb.27)

Process

Evaluation of three DMNP EA options, including Options 2 (re-aligned), 4W (re-aligned) and 4WS (re-aligned) to determine the developable area yield and flood plain area yield. Review stakeholder and landowner feedback to three options and assess relative to developable area yield and flood plain area yield.

Outcomes

It was determined that Option 4WS (re-aligned) yielded the largest and highest quality developable area.



Preliminary Evaluation of 20-Year Market Projections (Feb.27 - Mar.5)



Process

Cushman Wakefield’s projected residential, commercial, retail, and hospitality (hotel) market absorption over the next 20-years was envisioned in a number of scenarios that looked at the following:

- densities comparable to the Keating Channel Precinct Plan, the amount of land that would be required to accommodate said development in 5-year intervals for 20-years;
- infrastructure requirements at each 5-year phase that would be necessary to accompany said development;
- infrastructural requirements in each of the following scenarios: development proceeding first in Precincts A (Keating Channel West), B (Keating Channel East), and E (River); development proceeding first in Precincts A (Keating Channel West), B (Keating Channel East), and F (Film Studio); development proceeding first in Precincts A (Keating Channel West), E (River), and F (Film Studio).

Outcomes

Land availability and infrastructural development favours early development in Precincts E and F. Development assumptions required further analysis relative to regulatory flood modelling and infrastructure costing.

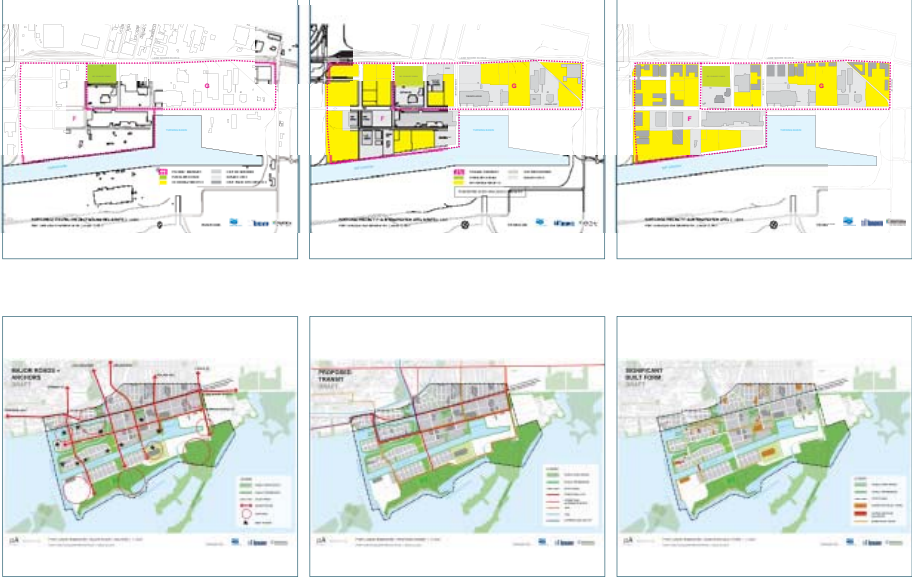
Preliminary Evaluation of Land Use, Long-term Uses, and Development Scenarios (Mar.5 - Mar.11)

Process

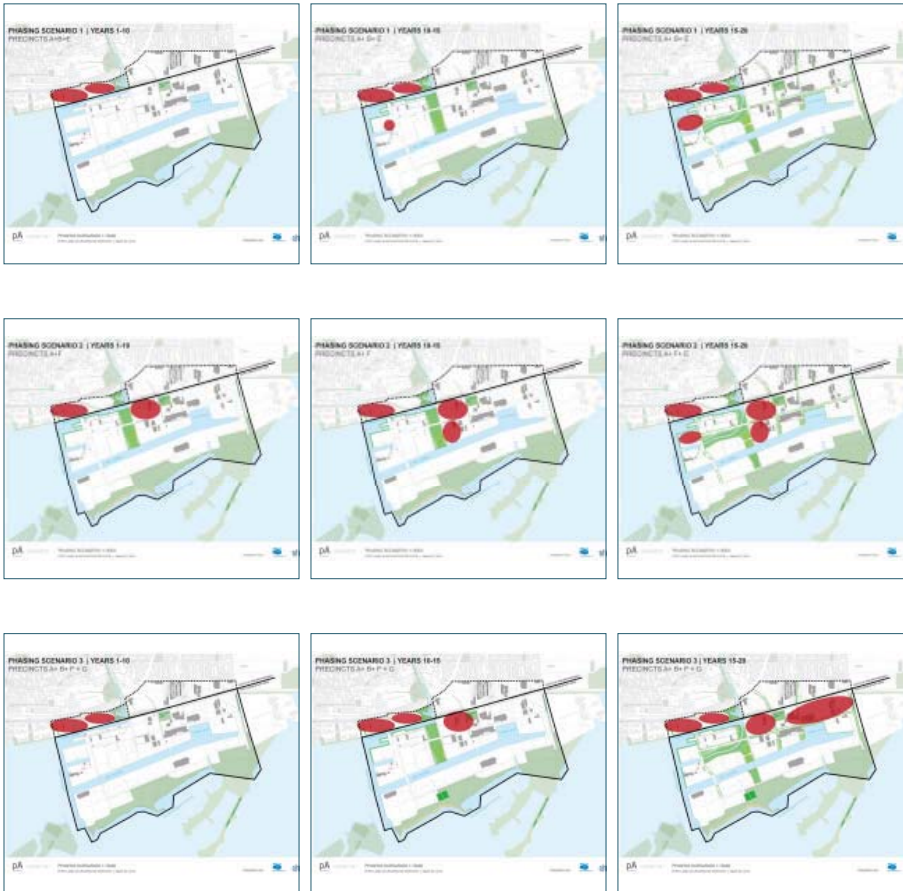
Reviewed existing land uses, recent employment development and investment within the study area and feedback from Landowners, Users, and Stakeholders Advisory Committees (SAC & LUAC). Look at immediate and long-term development potential and determine which uses, with input from the City, Advisory Committees, and Waterfront Toronto, will remain for the foreseeable future. Quantify sites available for immediate development, intensification, or retention for naturalization, promenade, public open space or catalyst site. Review affect of three river alternatives relative to potential urban form.

Outcomes

The exercise resulted in an inventory of potentially developable sites (for a re-quantification of development area to further assess development phasing scenarios). Phase 6 also resulted in a number of sites and precincts, including those south and east of the Shipping Channel and a large quantity of commercial and light-industrial sites in Lake Shore South being identified for the continuation of essential port and industrial uses.



Refinement of Development Phasing Scenarios (Mar.11 - 20)



Process

Prototypical built-form and block structures appropriate for each Precinct were developed to further analyze the developable area yield in each Precinct. By deploying development units (the market absorption described in *Phase 5* for residential, commercial, retail, and hospitality) in 5-year increments, ensuring that long-term uses remained in place, a number of refined development scenarios were developed. Infrastructure requirements for each 5-year segment were quantified and assessed in the Waterfront Toronto led cost analysis.

Outcomes

This study resulted in an understanding of the infrastructure costs associated with development in individual Precincts and sub-Precincts within the Port Lands Study Area. This information would be used, in conjunction with the regulatory flood modelling and flood protection phasing analysis to determine an optimal sequence of development phases to align development revenue with necessary infrastructure expenditure.

Flood Protection Phasing with “Land Released for Development” (Mar.23 - Mar.27)



Process

The stated goal of financing flood protection infrastructure through a variety of tools, most leveraging private sector partnerships and revenues from development, required an analysis of the real infrastructure costs associated with each phase of development and the flood protection infrastructure required to achieve that phase of development. The costs associated for flood protection and infrastructure enabling development in the Precincts in any of the three scenarios described earlier, could be assessed to determine an optimal sequence of flood infrastructure and development phasing. In later phases, this phasing analysis would be used to determine a preferred development phasing scenario (4b) for further analysis.

Outcomes

Global development revenues, partially based on previous development phasing scenarios, could be used to offset infrastructure costs. An optimal sequence of infrastructure and development phasing was determined (see sequence at left). By phasing both the flood protection and infrastructure investment, up front costs could be reduced and value added to additional lands to improve feasibility and returns for later phase development.

Development Phasing Scenarios With Infrastructure (Mar.27 - April 4)

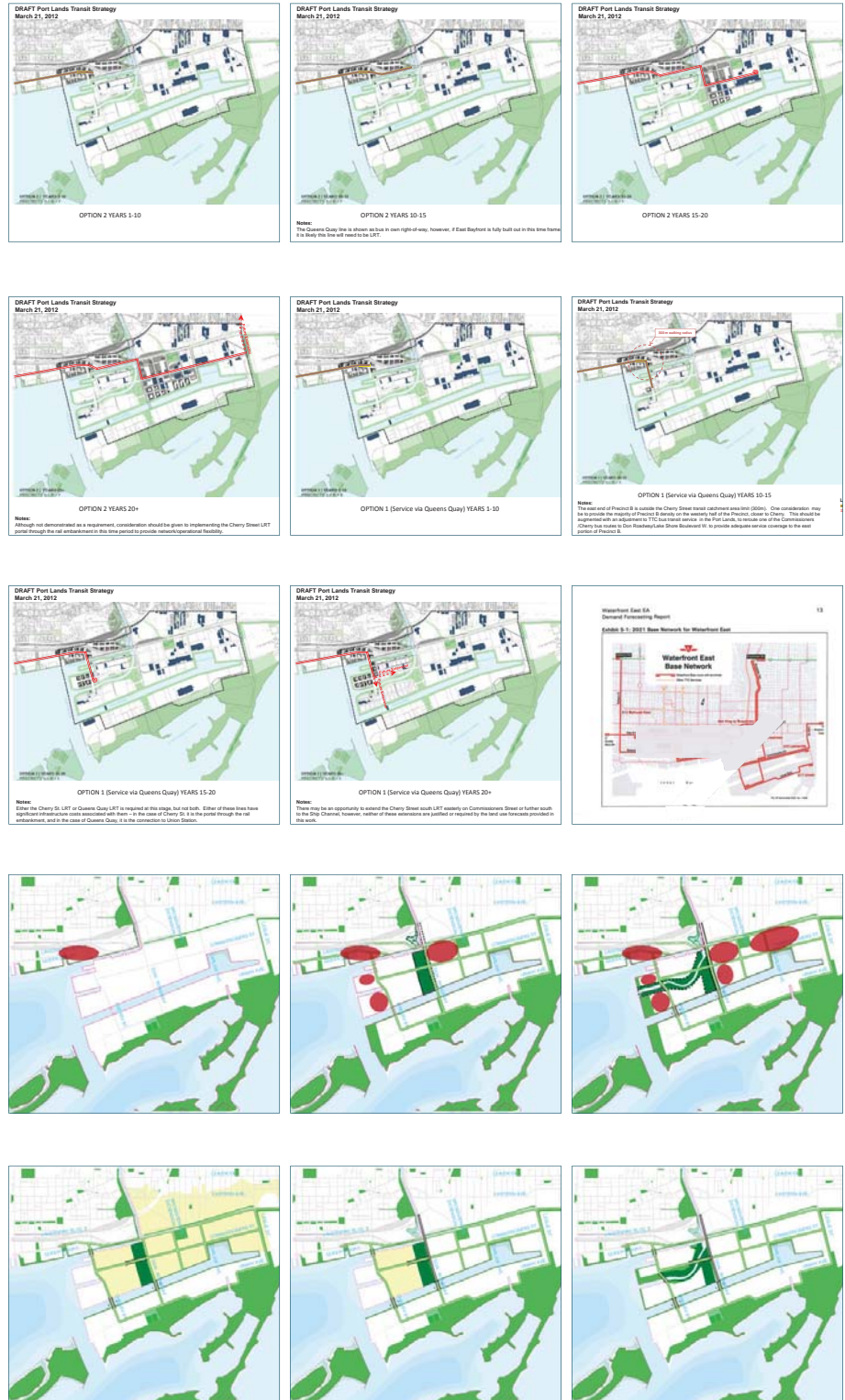
Process

Review of the potential ridership associated with development phasing, completed by City of Toronto staff in partnership with Steer Davies Gleave (transportation consultants), resulted in a series of transit phasing scenarios. Each scenario included a vision of how sufficient transit capacity for target populations could be achieved with:

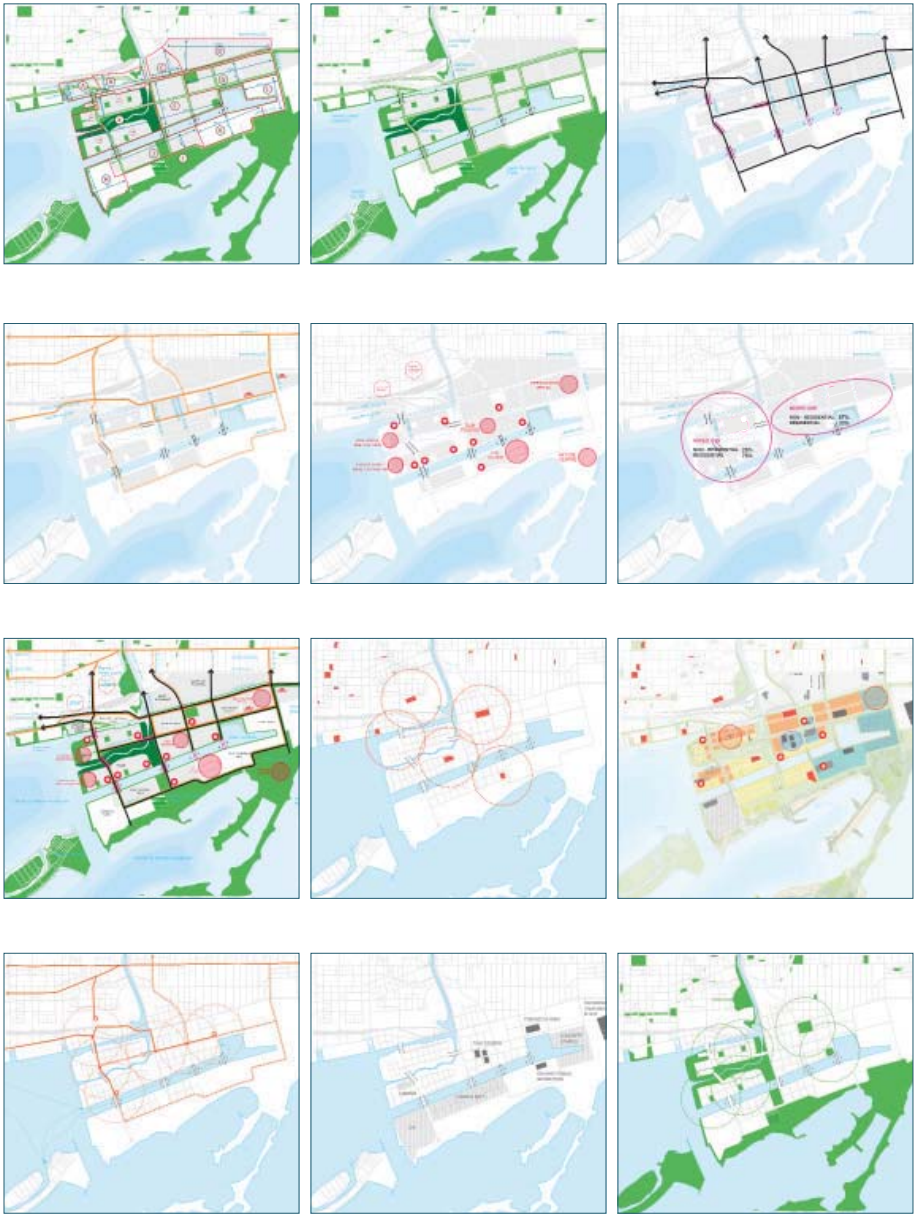
- 1/ in early phases the intensification of existing TTC bus services would suffice. Existing services could also be supplemented with alternative forms of transit such as Port Lands dedicated taxis or shuttle buses;
- 2/ with the redevelopment of arterial and collector roads, the implementation of Bus Rapid Transit where appropriate in a dedicated right-of-way; and
- 3/ with sufficient density to warrant BRT replacement, Light Rail transit (LRT) would be implemented within the existing dedicated ROWs.

Outcomes

Analysis of the infrastructure costs (by phase) associated with each of the development phasing scenarios resulted in the refinement of the preferred phasing scenario (4b). This, along with the correlated flood protection infrastructure phasing analysis, resulted in further refinements and modifications to the allocation of development absorption to each Precinct in 5-year increments. The preferred development phasing sequence was determined to be: 1/ Cousins & Polson Quay; 2/ Film Studio Precinct (east of Don Roadway); and 3/ the central River Precinct neighbourhoods (E2 & E4).



Building on the Direction of the Central Waterfront Secondary Plan (April 4 - 12)



Process

Building on the direction of the Central Waterfront Secondary Plan, the following studies were initiated:

- A robust network of Public Open Spaces, meeting the CWSP's requirement for a minimum 20% Parkland Dedication, would develop in each of the priority precincts with parks and public spaces;
- Right-of-way widths in alignment with those proposed within the CWSP the Lower Don Lands Class EA for Transit and Infrastructure, and the parks, open space, public realm and infrastructure under development in other Waterfront precincts;
- Refinement to earlier transit strategies to more closely reflect the preferred development phasing strategy. Most notably, the previous LRT alignment along Villiers was shifted to Commissioners, BRT and (eventually) LRT infrastructure were proposed along Lake Shore Boulevard extending to Don Roadway and south to Commissioners, and further developments along Unwin Avenue were deferred to future stages of planning;

Outcomes

A high-level framework to guide future planning throughout the Port Lands Study Area .

Evaluation Criteria / Precedent Analysis (April 13 - 23)

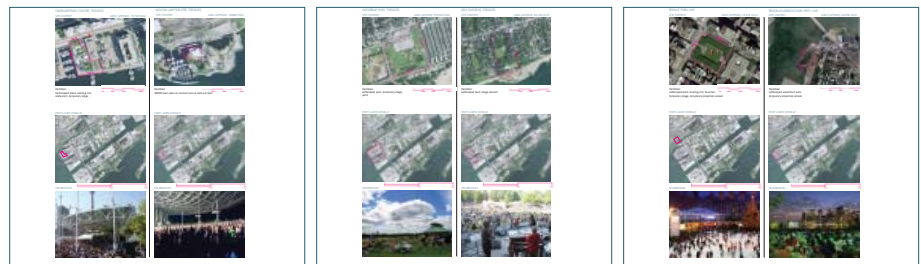
Process

Comprehensive review of Toronto, national, and international best-practice precedents, compared through statistics and drawings to specific areas in the Port Lands. These precedents would be used to determine an ideal approach to public park and road alignment, and a general approach (quantity and geometry only) to refinement of the DMNP EA 4WS (re-aligned) to achieve both development and "urban quality" objectives. Precedents included:

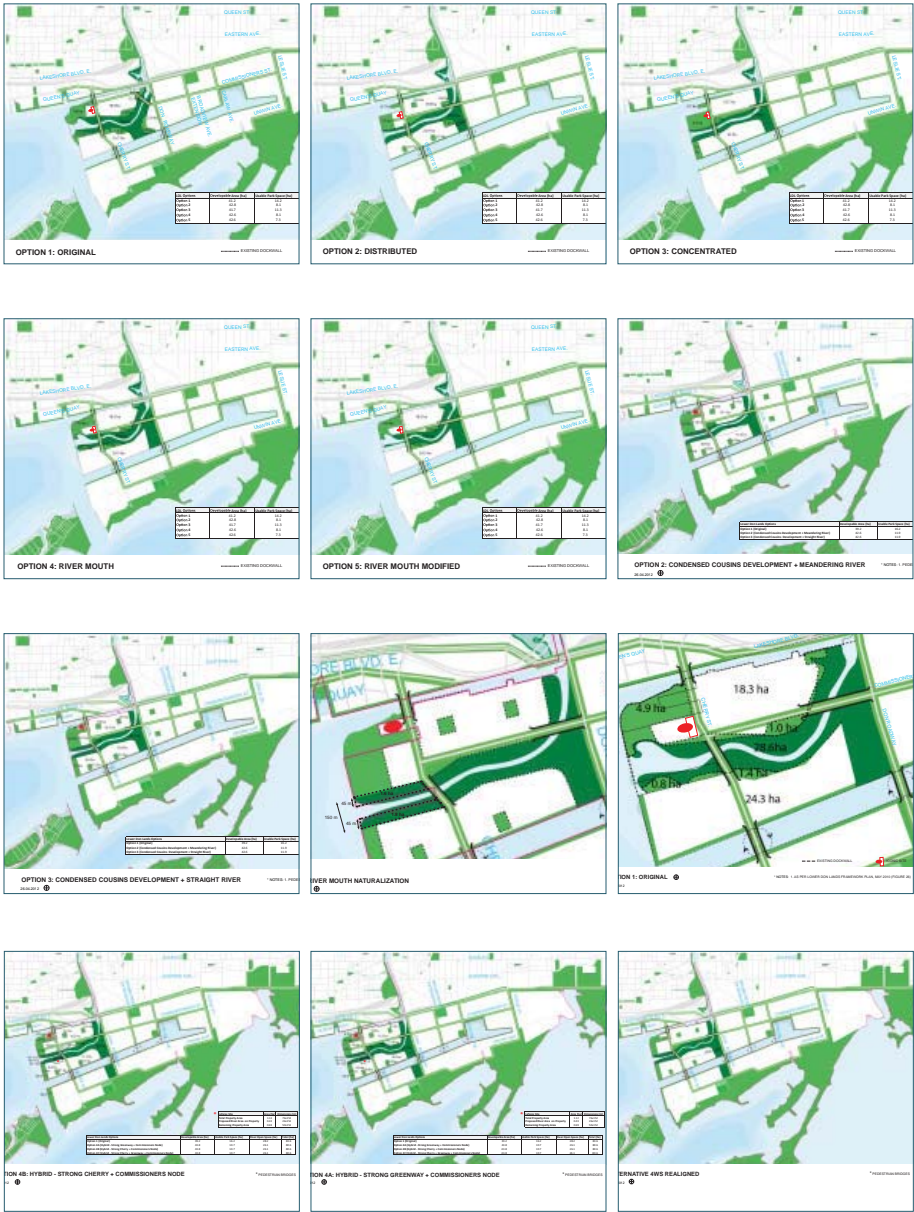
- Major cultural institutions;
- Local and regional parks;
- Urban river parks;
- Urban parks;
- Celebration spaces;

Outcomes

A set of best-practices to be used to compare, evaluate, and refine the alignment of DMNP EA 4WS (re-aligned).



Final River Alignment and Framework Directions (April 30 - May 31)



Process

River alignment refinement involved two simultaneous processes:

1/ refinement to 4WS realignment. All river alternatives were to hold to the following constraints:

- assure 20% park dedication, not including the naturalized area, would be met;
- assure minimum 150m floodplain and naturalized area through length of River and Greenway;
- assure alignment with agreed discharge of River into Polson Slip (Lafarge Slip);
- maintain current alignment of Commissioners Street; and

- maintain feasibility of phasing objectives determined in Phase 10.

2/ River alignment alternatives were evaluated against best-practice criteria determined in Phase 12.

Outcomes

This phase resulted in: refinements to the aggregate area of parkland on existing land and parkland on lakefill; agreement to abutt the naturalized River edge to the south side of Commissioners Street to create an urban thoroughfare of high quality comparable to great urban streets such as 5th Avenue in New York; and inclusion of a 200m right-of-way aligning the river to allow for further modification of the naturalization through subsequent design phases.

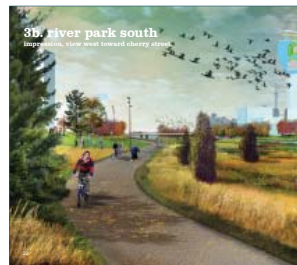
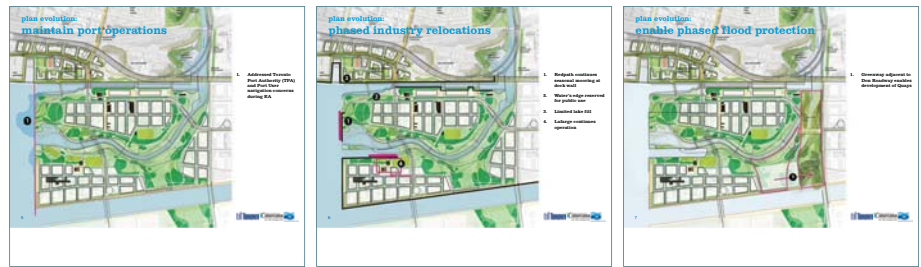
Refined Design Vision for 4WS Re-aligned (June 1 - August 8)

Process

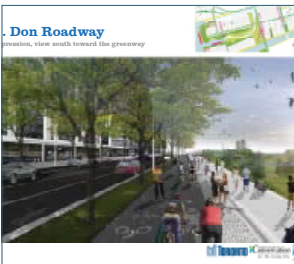
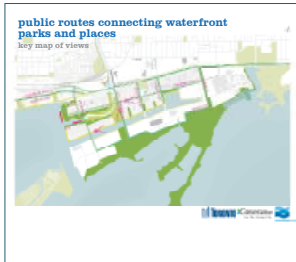
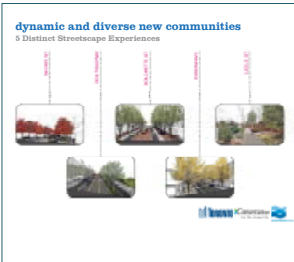
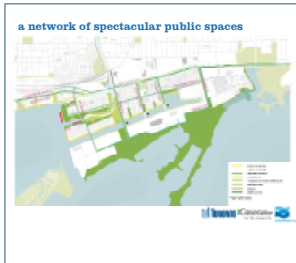
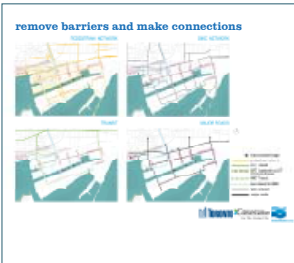
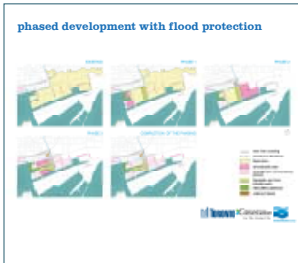
As a final part of the PLAI, Michael Van Valkenburgh Associates (MVVA) was engaged to provide an update to the Lower Don Lands design vision. MVVA developed a plan narrative, an illustrative plan, and a series of renderings for the area west of Don Roadway (see Appendix 10 for a detailed description of the plan changes).

Outcomes

Phased flood protection, the naturalization of the Don River, vital mixed-use neighborhoods served by transit, and significant new parkland will enable the revitalization of the Lower Don Lands to implement and achieve the established principles of the Central Waterfront Secondary Plan.



Development Phases (June 1 - August 8)



Process

The directions of the PLAI regarding: development sequencing, flood protection phasing, river naturalization, infrastructure phasing, and transit development phasing. These directions, coupled with the guidance of the Central Waterfront Secondary Plan, the consultative processes of the PLAI (Stakeholders Advisory Committee and Landowners and Users Advisory Committee), and the input of Waterfront Toronto, City of Toronto, and TRCA staff, resulted in a single consolidated plan demonstrating shared objectives for the Port Lands Study Area.

Outcomes

A draft vision for the Port Lands Area intending to lay the groundwork for meeting the following CWSP objectives:

- A. Removing Barriers / Making Connections
- B. Building a Network of Spectacular Waterfront Parks and Public Spaces
- C. Promoting a Clean and Green Environment
- D. Creating Dynamic and Diverse New Communities.

