

**Bathurst Quay Neighbourhood Plan – Preliminary Directions and Next Steps**

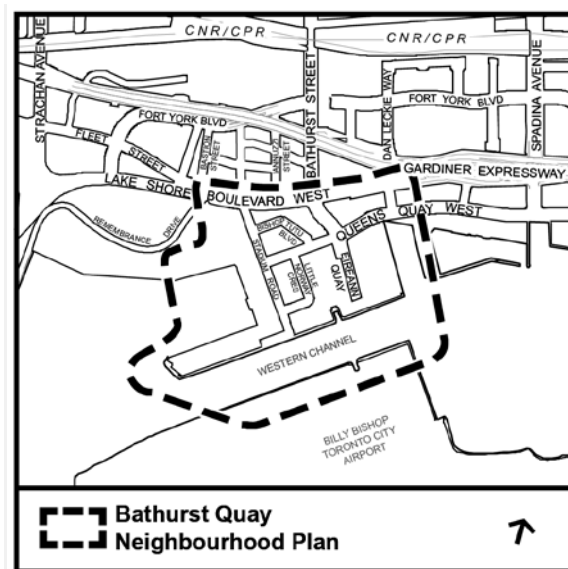
<b>Date:</b>	June 10, 2015
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 20 – Trinity-Spadina
<b>Reference Number:</b>	File No. 15 102637 STE 20 OZ

**SUMMARY**

This report presents an update on the status of the Bathurst Quay Neighbourhood Plan Study for the Bathurst Quay neighbourhood situated in the Central Waterfront west of Spadina Avenue. It summarizes the work completed to date including:

- an overview of existing conditions and the policy framework;
- a summary of the extensive community and other stakeholder consultations;
- an overview of the consultants' work on the Neighbourhood Plan and preliminary concepts developed for the area;
- preliminary directions for the long term planning of the neighbourhood;
- next steps; and
- identifying more immediate actions that can be taken to improve the neighbourhood.

Bathurst Quay is an established neighbourhood built over the last thirty years, comprised mainly of apartment buildings and townhouses, with limited retail or service uses. There are a range of housing options in the neighbourhood including rental, cooperative, condominium, and Toronto Community Housing buildings. The community services and facilities include: two co-



located public schools, the Waterfront School and City School, the Harbourfront Community Centre and St. Stephen's Child Care Centre all situated on the east side of Eireann Quay south of Queens Quay West.

Bathurst Quay is a waterfront community rich in heritage, including the Canada Malting Silos site, the Crosse and Blackwell building at the southeast corner of Lake Shore Boulevard West and Bathurst Street and the Tip Top Tailor building on the southwest corner of Lake Shore Boulevard West and Stadium Road.

There are a variety of parks and open spaces in and near the neighbourhood offering a wide array of recreation and cultural experiences for residents and visitors. These include Little Norway Park, Ireland Park, Stadium Road Park North, Stadium Road Park South, the Music Garden to the east and Coronation Park to the west.

The Billy Bishop Toronto City Airport (BBTCA) is located south of the neighbourhood across the Western Channel. BBTCA is currently the ninth busiest airport in Canada with an annual volume of 2.4 million passengers. The only access to the airport is via Eireann Quay through the Bathurst Quay community. City Council requested the Neighbourhood Plan Study as one of the actions arising from the March 2014 report on the requested expansion of BBTCA.

The co-existence of the airport and a liveable complete community immediately adjacent is a key element of this study. The Planning Study includes an assessment of existing challenges and opportunities within the neighbourhood and the development of a vision to complete the neighbourhood providing the basis for planning policies and for a public realm, transportation and urban design framework, including how to manage change at the BBTCA. A Neighbourhood Plan will ensure that ongoing groundside airport operations align appropriately with City's policies and objectives for the waterfront.

To assist in undertaking the Study, City Planning retained the services of a consultant team, led by Urban Strategies including experts in planning, urban design, landscape architecture, public realm, transportation, and costing. As well, to maximize opportunities for community and other stakeholder participation, a comprehensive engagement strategy was developed. Since initiating the study, staff held two community consultation meetings to seek community input into the study. This was in addition to numerous focused meetings with residents in each of the buildings within the neighbourhood, business owners, and other key stakeholders within the community, as well as a youth engagement program involving students from the elementary and secondary schools within the neighbourhood and youth from the Harbourfront Community Centre programs.

This report provides an overview of the work completed to date and the findings in relation to preliminary directions and concept plans and a vision for the future of Bathurst Quay. It also seeks Council's concurrence on a process for the completion of the Study that includes ongoing review and assessment of outstanding issues, further refinement and community and other stakeholder consultation on the preliminary directions and

concepts, and a report back to Toronto and East York Community Council to consider a draft Official Plan Amendment and other documents necessary to implement the findings of the Bathurst Quay Neighbourhood Plan Study.

## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. City Council adopt the Bathurst Quay Neighbourhood Plan Preliminary Directions listed in Attachment 1 to the report dated June 9, 2015 from the Director, Community Planning Toronto and East York District to guide the ongoing development of the Bathurst Quay Neighbourhood Plan.
2. City Council request the Director, Community Planning, Toronto and East York District to refine Concept 3, described in this report, as a starting point to develop a more detailed Neighbourhood Plan for Bathurst Quay and that the Neighbourhood Plan refinements include:
  - a. retaining the school, community centre and day care on Bathurst Quay with opportunities to expand and provide outdoor space to serve these facilities; and
  - b. accommodating a possible future aquatic facility in the neighbourhood;
3. City Council request the Director Community Planning, Toronto and East York District as part of the refinement of the Neighbourhood Plan to further investigate the following, in consultation with the appropriate City Divisions:
  - a. Opportunities to manage parking and traffic in locations off-site so as not to funnel all traffic on to Eireann Quay;
  - b. Preliminary costing of the proposals and proposed infrastructure improvements;
  - c. A Phasing Plan to implement the Neighbourhood Plan over time;
  - d. Options to improve the intersections of: Bathurst Street and Lake Shore Boulevard West; Stadium Road and Lake Shore Boulevard West; Bathurst Street and Queens Quay West; and Lake Shore Boulevard West and Dan Leckie Way; and
  - e. The feasibility of closing all or part of Fleet Street between Bathurst Street and Bastion Street to vehicular traffic.
4. City Council request the Director, Community Planning, Toronto and East York District to work with Build Toronto to refine proposals for the Canada Malting

- Silos site and a process to identify potential public and private sector partners for the site's revitalization.
5. City Council request the Director, Community Planning, Toronto and East York District in consultation with the Ward Councillor, the local community and other stakeholders and appropriate City Staff to identify interim or temporary uses on and around the Canada Malting Silos site to animate the area on an interim basis.
  6. City Council request the Director, Community Planning, Toronto and East York District and other appropriate City divisions to work with the Ward Councillor to identify quick starts that can be initiated to address existing operational challenges in the neighbourhood.
  7. City Council request the Director, Community Planning, Toronto and East York District conduct further consultation with the community and other stakeholders and report back in the fourth quarter of 2015 on policy changes and other necessary actions to support the Bathurst Quay Neighbourhood Plan.

### **Financial Impact**

The recommendations in this report have no financial impact.

## **BACKGROUND**

The Bathurst Quay Neighbourhood Plan Study was initiated in response to concerns and questions arising through the review of the existing Billy Bishop Toronto City Airport operations, and Porter Airlines' request to amend the Tripartite Agreement that governs the operation of the airport. At its meeting of April 1, 2 and 3, 2014, City Council considered a report on the request. In addition to providing an update on the review of Porter Airlines' request, the report included an overview of the existing neighbourhood context and policy framework and identified the need for a planning study for the Bathurst Quay neighbourhood. The completion of the study was considered desirable and appropriate with or without permissions for jets and runway extensions at BBTCA. Council directed that the ongoing work with respect to the BBTCA master plan, also include participation in the planning study for the Bathurst Quay neighbourhood.

The report is available on the City website at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EX40.1>

The study purpose is to create a long term vision and Neighbourhood Plan for the Bathurst Quay neighbourhood. The main objectives of the Study are to:

- improve and better connect the parks and open spaces in the area including improvements to the public realm and community services;
- identify opportunities to revitalize the Canada Malting Silos site; and
- manage traffic including addressing the traffic concerns at the intersections of Bathurst Street and Lake Shore Boulevard West, as well as, Bathurst Street and

Queens Quay West, and parking particularly with regard to the effect of the airport operations on the neighbourhood.

The Bathurst Quay Neighbourhood Plan Study Area is generally bounded by Lake Shore Boulevard West to the north, the eastern edge of Coronation Park to the west, Lake Ontario to the south and the western edge of the Music Garden to the east. Recognizing the nature and rate of change surrounding the neighbourhood, the Study also considered a broader area of influence that includes waterfront lands to the east and west, neighbourhood areas to the north and the active airport.

The Neighbourhood Plan will outline the vision for Bathurst Quay and provide directions and strategies that address the current and future needs of residents and ensure that ongoing airport operations align appropriately with City policies and objectives for the waterfront.

Planning Staff initiated the Study in 2014 and created a study website that contains background information and presentations from community consultation and working group sessions. The website can be found at the following link:  
<http://www1.toronto.ca/wps/portal/contentonly?vnextoid=d7ea37130161a410VgnVCM10000071d60f89RCRD&vnextchannel=4b4452cc66061410VgnVCM10000071d60f89RCRD>

### **Billy Bishop Toronto City Airport Review**

PortsToronto (formerly the Toronto Port Authority) is completing three studies concurrently with the Bathurst Quay Neighbourhood Plan as requested by City Council on April 1, 2 and 3, 2014. These studies include:

- a runway extension Environmental Assessment (EA);
- a detailed runway design; and
- an update to the Airport Master Plan.

These studies are currently underway and expected to be completed and submitted to the City for review in September 2015.

The Runway Extension EA will examine the potential effects of airport growth under the existing Tripartite Agreement terms vs. a scenario where jet-powered aircraft and runway extensions are permitted. A draft scope and EA study design was released for a 30-day review in April, 2015 and the analysis phase is being completed over the summer months. The EA will examine potential impacts on air quality, noise, marine navigation, marine physical conditions and water quality, built form and land use, archaeology and built heritage, socio-economic conditions, natural environment and transportation. The detailed runway design will determine the configuration of airside facilities required for the proposed runway extension and will be reviewed by Transport Canada for compliance with applicable regulations.

The updated airport master plan will provide a long-term vision for the airport under a scenario where jet-powered aircraft and runway extensions are permitted and will be evaluated against the City's Official Plan, Central Waterfront Secondary Plan and Bathurst Quay Neighbourhood Plan. The results of these studies along with the Bathurst Quay Neighbourhood Plan will be reviewed together by staff and reported to City Council.

In August 2012, the City of Toronto, PortsToronto, and Toronto District School Board began a traffic study for the area in and around Eireann Quay to address traffic congestion and safety issues resulting from the increase in traffic to and from the airport. The Eireann Quay Strategic Transportation Study examined short, medium and longer term solutions to help mitigate congestion in the area. The final study was deferred pending completion of the BBTCA review and will be incorporated into the Bathurst Quay Neighbourhood Plan.

The following improvements identified through the review have been implemented:

- Completion of a safety audit of the intersection of Queens Quay West and Eireann Quay;
- "No Stopping" regulations on Eireann Quay;
- Realignment of the curbs at the south-east corner of Queens Quay West and Eireann Quay to narrow the intersection and improve pedestrian crossing;
- Installation of a school bus lay-by on Eireann Quay;
- Improved pavement markings for cyclists; and
- Prohibition of northbound and eastbound right turns on red lights at Queens Quay West and Eireann Quay.

Waterfront Toronto and Transportation Services are currently extending the Martin Goodman Trail from Dan Leckie Way to Stadium Road. This project will include further improvement to the intersection of Queens Quay West and Eireann Quay that will address pedestrian and cyclist safety.

PortsToronto has also undertaken initiatives to address traffic and taxi congestion to and from the airport. The temporary taxi staging area on the Canada Malting Silos site has reduced congestion and improved vehicle flow and a new sidewalk along the west side of Eireann Quay has improved pedestrian access to the airport. With the opening of the pedestrian tunnel this summer, PortsToronto will make further changes such as relocating the shuttle bus to the front entrance of the terminal, introducing a shared-taxi program and improved pick-up and drop-off facilities.

Staff reports and reference materials about the review of the BBTCA are available on the City website at: [www.toronto.ca/bbtca\\_review](http://www.toronto.ca/bbtca_review).

## **Planning Policy Framework**

The planning policy framework for the Bathurst Quay neighbourhood includes the former Toronto Official Plan adopted in 1994 that is still in-force for much of the area, the Central Waterfront Secondary Plan (CWSP) adopted by Council in 2003 and the current City of Toronto Official Plan adopted by Council in 2003. The CWSP was appealed to the Ontario Municipal Board (OMB) and is not yet in force for some lands within the Central Waterfront Secondary Plan area including Bathurst Quay.

### **Former City of Toronto Official Plan (1994)**

The Bathurst Quay neighbourhood is situated within the Harbourfront and Adjacent Areas district of the Bayfront Waterfront Area within the former City of Toronto Official Plan and is subject to the Harbourfront Part II Plan. The policies of the Official Plan promote increased and sustainable public enjoyment and use of the waterfront by reducing physical barriers, increasing parkland and public access and activating the waterfront with a variety of uses. Within the Harbourfront district, mixed use neighbourhoods are encouraged with a variety of housing types, new parks and open spaces and a high quality public realm. The Plan also provides for the enhancement and use of the water's edge for a pedestrian promenade. The Harbourfront Part II Plan established a more detailed policy framework to guide development of the Harbourfront neighbourhoods including Bathurst Quay. The policies set out the permitted uses and their distribution within the neighbourhood. The policies also provide for further study concerning the retention and reuse of the Canada Malting buildings and new community services and facilities. Much of the existing neighbourhood developed under this framework. With respect to the airport, the Plan provides for surface parking within the neighbourhood for airport use and the operation of the airport ferry service.

The 1994 City of Toronto Official Plan also includes specific policies concerning the Toronto Island Airport. The Plan states that the airport could continue to be used for aviation purposes in accordance with the Tripartite Agreement and provides that Council could also consider revisions to the Agreement if there were no adverse impacts on the surrounding residential and recreational environments. In the event that BBTCA was closed, the lands were contemplated to return to parkland.

### **City of Toronto Official Plan (2003)**

In the Official Plan, lands within Bathurst Quay are designated *Parks and Open Space Areas - Parks, Apartment Neighbourhoods* and *Mixed Use Areas*. In addition to the existing parks in the neighbourhood, the *Parks and Open Space Areas – Parks* designation applies to the Canada Malting Silos site, the schools and community centre site, the airport terminal lands and associated parking and pick-up and drop-off facilities for the BBTCA as well as the surface parking lot on Stadium Road. The *Apartment Neighbourhood* designation applies to the existing residential uses west of Eireann Quay. The lands along Queens Quay West, east of Bathurst Street including the Rogers site are designated *Mixed Use Areas*.

The airport lands are designated *Parks and Open Space Areas – Parks and Natural Areas*. The airport is also subject to Site and Area Specific Policy No. 194. This policy provides for the aviation uses at the airport in accordance with the provisions of the Tripartite Agreement (the Lease). Section (c) of the policy provides for revisions to the Lease provided that the City is satisfied that improvements to airport facilities and operations can be made without adverse impact on the surrounding residential and recreational environment. The Official Plan is available on the City's website at: [http://www.toronto.ca/planning/official\\_plan/introduction.htm](http://www.toronto.ca/planning/official_plan/introduction.htm)

## **Central Waterfront Secondary Plan**

The Central Waterfront Secondary Plan provides Council's direction on how the Central Waterfront, including the Bathurst Quay study area will be renewed and developed. The Central Waterfront Secondary Plan (CWSP) is a strategy for waterfront renewal based on four core principles:

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

The CWSP includes a series of initiatives or 'Big Moves' intended, along with implementing policies, to promote waterfront renewal.

The Secondary Plan considers the removal of barriers and improved connections as essential to waterfront renewal. It recognizes the important role of Queens Quay in achieving this objective. Waterfront cultural and heritage corridors east/west and north/south each have unique identities that will be promoted and reinforced. The policies of the Secondary Plan provide that waterfront streets be remade as places with distinct identities and that north/south connector streets be enhanced through high quality design and landscaping.

The Secondary Plan promotes the creation of parks and open spaces as a key component of waterfront renewal. The policies provide for the creation of a system of connected waterfront parks and public places that are of high quality, accessible and inviting, and that integrate and interpret the natural and cultural heritage of the waterfront, and its industrial heritage and dockwall legacy.

A key element of this system is the water's edge. The Secondary Plan requires that the water's edge is to be preserved for public use through a continuous, and highly accessible public water's edge promenade. Key objectives in designing the water's edge include, the creation of a diversity of spaces in scale, form and character that respond to their distinct context and the creation of accessible and marvelous places designed to encourage year-round use and the creation of a remarkable public realm. A portion of the promenade has been constructed along the west side of the Portland Slip adjacent to the Canada Malting Silos.



The Canada Malting Silos are identified as a landmark and special place along the waterfront. The policies of the Secondary Plan provide that the Canada Malting Silos be retained and improved through transformation with a mix of public and private activities and uses.

The policies of the Secondary Plan seek to ensure that the waterfront setting defines the public realm and is reflected in its design, integrating and interpreting the rich natural and cultural heritage of Toronto's waterfront including its industrial dockwall legacy. Parks and plazas strategically located along the water's edge are intended as centres of public activity and windows on the lake. The 20<sup>th</sup> Century dockwall will be celebrated by the creation of a series of unique public places to reflect their history and the character of the surrounding neighbourhood. They will provide a focal point for their neighbourhood.

Sustainability is also a core principle of waterfront renewal. In order to achieve sustainability the policies of the Secondary Plan promote mixed use communities to provide opportunities to live and work close together; pedestrian and cycling routes that are safe, attractive, comfortable and generously landscaped, and improvements to water quality through the use of innovative storm water management, servicing and energy technologies. Lake filling will be considered only for stabilizing shorelines, improving open spaces, creating trail connections, preventing siltation and improving natural habitats.

The Secondary Plan seeks to ensure the creation of dynamic and diverse communities that will accommodate a range of development forms and be of sufficient scale to establish a critical mass of people both living and working in a neighbourhood setting. Schools and other community services and facilities are recognized as integral components of waterfront communities and the policies promote innovative approaches for community services and facilities including shared use facilities. Accessibility is an important consideration in building design and the policies promote a full range of housing options to accommodate a broad range of household sizes, composition, ages and incomes to contribute to the vitality of the waterfront as well as opportunities for residents to remain in their communities throughout their lives.

The policies of the Secondary Plan seek to create special places along the waterfront, and develop strategies to attract tourism in order to strengthen Toronto's role as the cultural capital of the nation. Key to achieving this aim is the preservation of the waterfront's cultural and natural heritage. The policies provide that designated heritage buildings will be conserved for creative reuse in their original locations.

The lands within the study area are designated *Parks and Open Space Areas* and *Existing Use Areas*. *Parks and Open Space Areas* are intended for park, open space, natural areas and plazas, and can include compatible community, recreation, cultural, restaurant and entertainment uses. The Secondary Plan notes that *Existing Use Areas* are covered by existing planning controls that are consistent with the Central Waterfront Secondary Plan direction.

The Central Waterfront Secondary Plan area does not include the Toronto Islands or airport. As a result, the existing policy framework set out in the Central Waterfront Secondary Plan does not provide specific guidance with respect to the management of airport operations in relation to its neighbourhood context, or sufficient direction with respect to the scale, scope and fit of the airport in relation to its context along the Central Waterfront and the goals of waterfront renewal.

The Central Waterfront Secondary Plan is available at:  
<http://www1.toronto.ca/City%20Of%20Toronto/Waterfront%20Secretariat/Shared%20Content/Files/CWSP07.pdf>

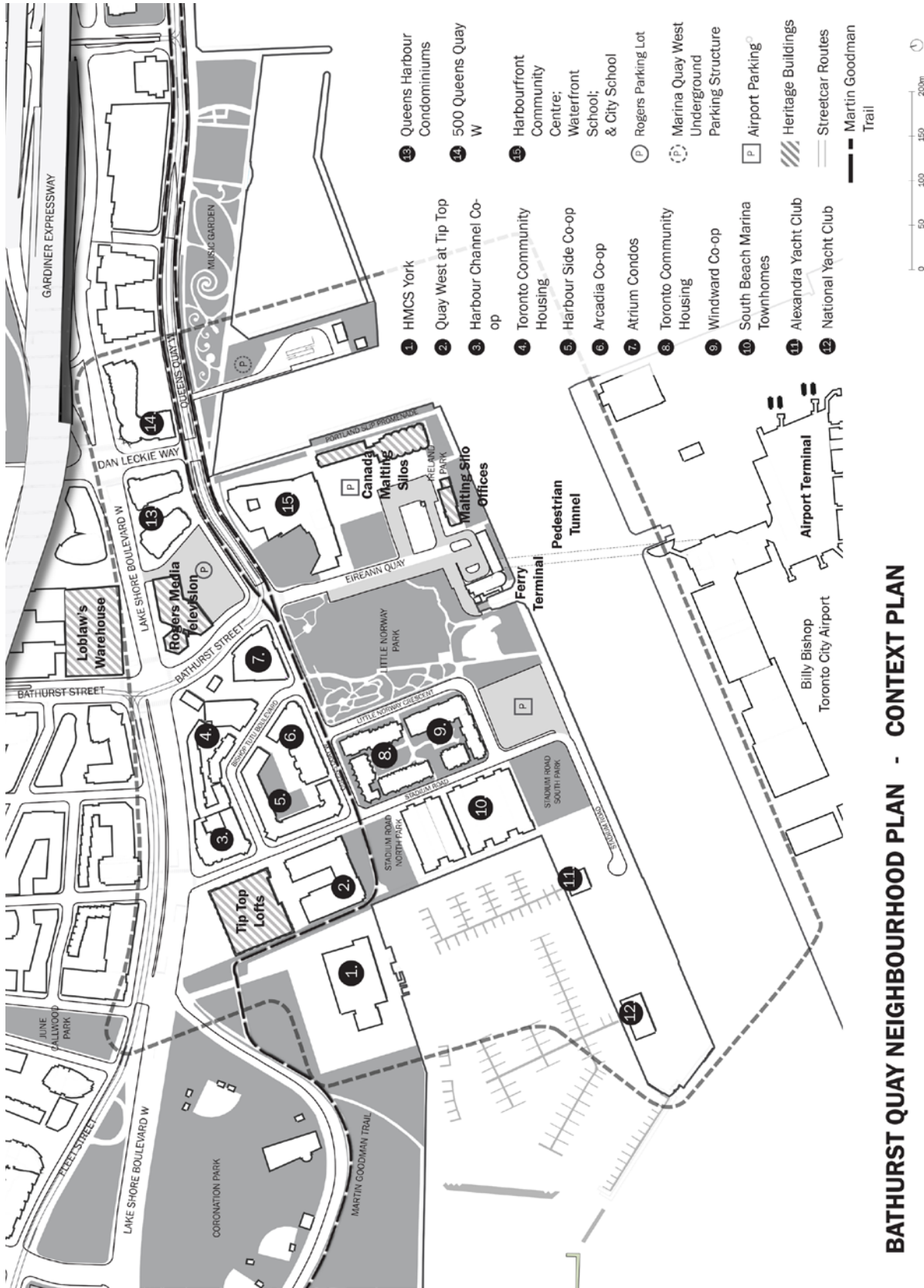
## **Bathurst Quay - Context & Characteristics**

The Bathurst Quay Neighbourhood is one of a number of precincts that define the Central Waterfront. The neighbourhood is generally bounded by Lake Shore Boulevard West to the north, the eastern edge of Coronation Park to the west, Lake Ontario to the south and the western edge of the Music Garden to the east as shown on the Bathurst Quay Neighbourhood – Context Plan.

Lake Shore Boulevard West and Queens Quay West, two major streets, extend east–west through the neighbourhood. The main north-south streets into the neighbourhood include Bathurst Street, a major street, and Eireann Quay, a local street, which aligns with Bathurst Street to the north. Eireann Quay is a two lane street with a right-of-way width of less than 20 metres along much of its extent. Fleet Street also extends north of the neighbourhood running north of and parallel to Lake Shore Boulevard West, west of Bathurst Street. The intersection of these three streets is uniquely configured. There is higher order transit service to the neighbourhood with streetcars operating on Bathurst Street, Queens Quay and Fleet Street. There are three local streets creating a small grid of connected streets to serve the neighbourhood; Stadium Road, also a north-south street that connects to Lake Shore Boulevard West, Little Norway Crescent and Bishop Tutu Boulevard.

Bathurst Quay is one of a number of neighbourhoods developed on former industrial lands in this area of the City, and is influenced by the larger regional open spaces and attractions that are nearby. The Fort York neighbourhood is situated to the north and west. The CityPlace neighbourhoods of the Railway Lands are also to the north extending east to the Rogers Centre, the CN Tower and Roundhouse Park.

The Fort York and CityPlace Neighbourhoods are nearing completion with just a few sites remaining. Within CityPlace the last two development sites are under construction, one the site of a recently salvaged 18<sup>th</sup> Century schooner. In the Fort York Neighbourhood, the last two sites have active development applications. One is for a tall building located west of Bathurst Street and south of Fort York Boulevard. The second site, at the corner of Bathurst Street and Lake Shore Boulevard West, proposes a new grocery store, retail and office space incorporating the former Loblaws Warehouse and two new residential towers.



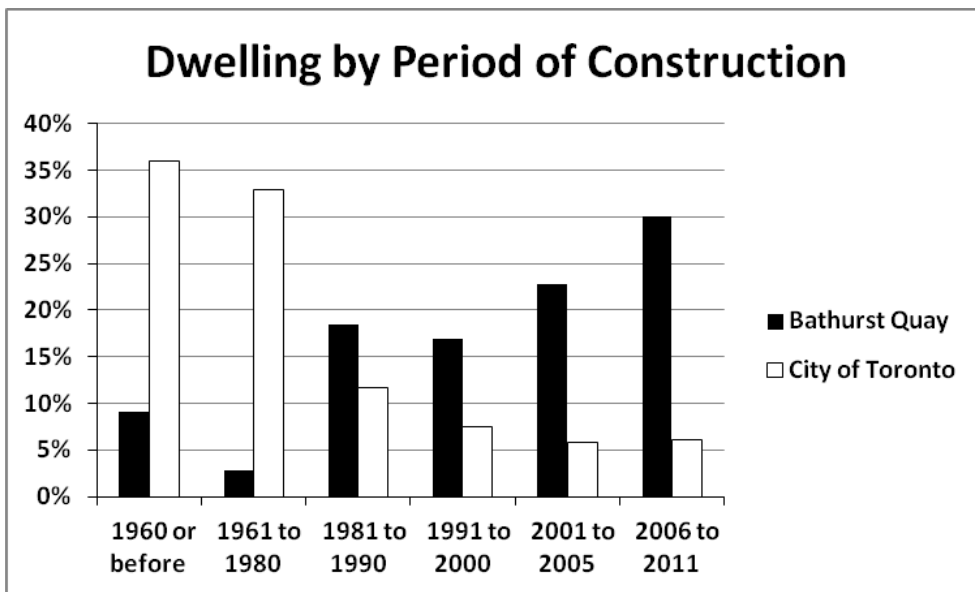
**BATHURST QUAY NEIGHBOURHOOD PLAN - CONTEXT PLAN**

Coronation Park is along the western edge of the neighbourhood with Ontario Place and Exhibition Place further west. The Harbourfront neighbourhood including the Music Garden, HTO Park and Harbourfront Centre are located along the waterfront to the east.

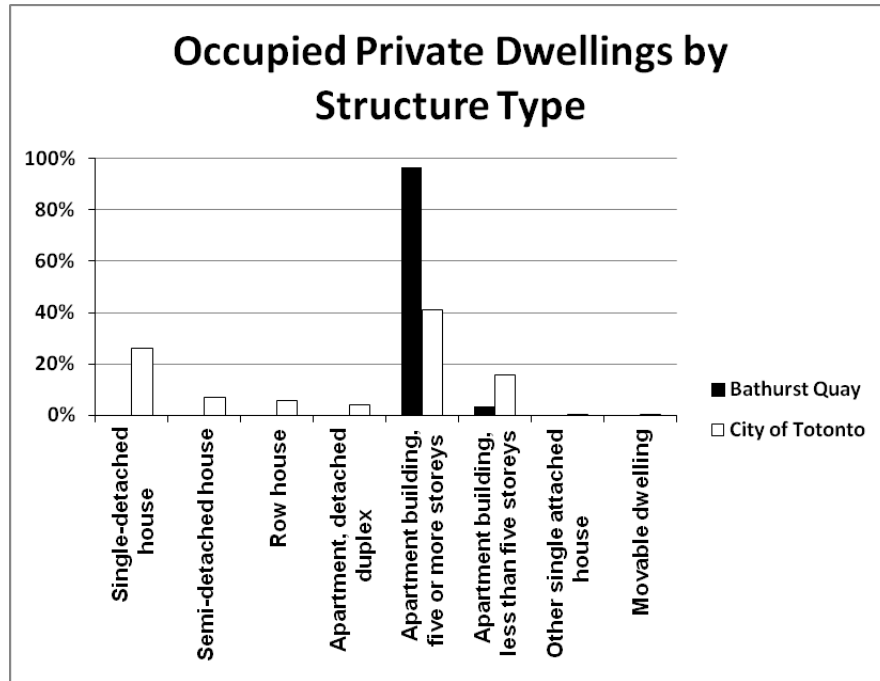
The Billy Bishop Toronto City Airport, although not situated within the neighbourhood is located just to the south across the Western Channel. Eireann Quay terminates at the entrance to the airport and is the only point of access for passengers and vehicles. The airport's groundside uses including; parking, pick-up and drop-off facilities, ferry terminal, and a recently constructed pedestrian tunnel entrance are located within the Bathurst Quay neighbourhood off of Eireann Quay. The airport has experienced significant growth since operations by Porter Airlines began in 2006, with annual passenger volumes increasing from 26,000 in 2006 to approximately 2.4 million today.

**Existing Uses**

Bathurst Quay is primarily a residential neighbourhood built mostly within the past thirty years (Figure 1), and home to approximately 2,700 residents. The neighbourhood was master planned in the early 1980s by the former Harbourfront Corporation in partnership with the City of the Toronto. Some of the key elements of the master plan such as Little Norway Park, the schools and community centre, and the mix of housing types were implemented and are successful elements of the neighbourhood. Most of the neighbourhood is developed. Residential buildings are mainly low to midrise apartments (Figure 2).



*Figure 1*



*Figure 2*

There are a range of housing options in Bathurst Quay including rental, cooperative, condominium, and Toronto Community Housing buildings. Approximately 65 percent of housing in Bathurst Quay is rental housing higher than the City overall at approximately 45 percent.

There are limited retail and commercial uses in the neighbourhood and these are mostly located within the mixed-use buildings along Queens Quay West and Lake Shore Boulevard West that have retail uses at grade and apartments above. There is a gas station at the south west corner of Lake Shore Boulevard West and Bathurst Street. The Roger’s office is in the Crosse and Blackwell heritage building at the southeast corner of Bathurst Street and Lake Shore Boulevard West. There are approximately 400 employees at this facility.

There are community services and facilities that serve the neighbourhood; two co-located public schools, the Waterfront School and City School, the Harbourfront Community Centre and St. Stephen's Child Care Centre all situated on the east side of Eireann Quay south of Queens Quay West. The community centre is well used and attracts people from across the City. Enhancing the role of these important community services and facilities to ensure that they continue to meet the needs of the community is an emerging direction of the study.

A variety of parks and open spaces in and near the neighbourhood offer a wide array of recreation and cultural experiences for residents and visitors. Little Norway Park, at the center of the neighbourhood is a key recreation and gathering place for residents. There are two smaller neighbourhood parks Stadium Road Park North and Stadium Road Park

South along the west side of Stadium Road that provide passive and active recreational opportunities for residents. Ireland Park is located at the water's edge south of the Canada Malting Silos. The Alexandra and National Yacht Clubs are located within the inner harbour north of the Western Channel. Coronation Park a regional, multi-purpose park to the west and the Music Garden to the east all offer unique waterfront experiences.

The Martin Goodman Trail extends through the neighbourhood along Queens Quay West through Stadium Road Park North connecting into Coronation Park. The Portland Slip Promenade, recently improved, extends along the west side of the Portland Slip providing a connection from Queens Quay West to Ireland Park. Enhancing the parks and open spaces, and improving connections between these spaces, to the waterfront, and to the City's larger green space network are emerging directions of the study.

There are facilities associated with the Billy Bishop Toronto City Airport within the neighbourhood. The ferry terminal for the airport is located at the south end of Eireann Quay along with a pick-up and drop-off facility. There is a surface parking lot with approximately 30 to 40 parking spaces, a taxi staging area, and a shuttle pick-up and drop-off facility located on the east side of Eireann Quay south of the community centre and schools. There is a second surface parking lot with approximately 200 parking spaces located along the waterfront on the west side of Stadium Road. A underground parking garage with approximately 300 parking spaces is located at Marina Quay south of Queen Quay West and operated by Harbourfront Centre. Mitigating impacts of the airport operations is a key component of the study. Eliminating existing surface parking lots is also an important consideration.

## **Heritage Resources**

Bathurst Quay is a community rich in heritage with existing heritage buildings, some repurposed for housing and business, and special places that reflect and commemorate the City's history and broader historical events of significance to Canada. Among the historically significant buildings and structures are the Canada Malting Silos and former Executive Building along the western edge of the Portland Slip designated under the *Ontario Heritage Act*. A more detailed discussion on the Canada Malting Silos site is included below. The Tip Top Tailor building, also designated under the *Ontario Heritage Act* is located at the southwest corner of Lake Shore Boulevard West and Stadium Road and is now home to The Tip Top lofts condominium. The Roger's office building was the former factory of the Crosse and Blackwell Ltd., food manufacturing company and is also designated as historically significant under the *Ontario Heritage Act*.

The streets and parks also reflect the history of the City and seminal events. Stadium Road is named for the former Maple Leaf Stadium that was situated here. Little Norway Crescent and Park commemorate the former Norwegian Air Force training base that was established on the site of the park during the Second World War. The BBTCA also has a cultural history. Built in 1939 as Toronto's first airport, the original terminal and hanger still exist and are protected by the Tripartite Agreement.

Eireann Quay and Ireland Park honour the thousands of people who left Ireland during the Great Famine of the mid nineteenth century and settled in Toronto. Coronation Park celebrates Canada's relationship with Britain and commemorates our military history.

## Canada Malting Complex

The Canada Malting Complex was designated under the *Ontario Heritage Act* by Council in December 2010 for its cultural heritage value. Located on Eireann Quay at the south end of Bathurst Street where it overlooks Lake Ontario, the Canada Malting Complex contains a collection of industrial buildings, the majority of which were completed between 1929 and 1944. The Canada Malting Company is significant as one of the first independent malt houses in Canada that became the largest producer of malt in the country. Linked to the ongoing development of Toronto's waterfront during the 20<sup>th</sup> century, the Canada Malting Complex also contributed to the revival of the grain trade in Toronto and Canada in the 1920s.



The Canada Malting Complex displays two rare surviving examples of grain elevators, a building type developed in North America. The 1929 and 1944 silos represent the evolution from the first wooden structures designed for processing grain. The monumental scale, functional design and unadorned forms of the structures speak to the technological processes that took place inside them. The south silos built in 1929 are approximately 30 metres high and the north silos built in 1944 are approximately 38 metres high.

With the distinctive shapes and heights of the two sets of silos, coupled with the prominent location of the structures at the end of Eireann Quay, the Canada Malting Complex is a familiar landmark on Toronto's waterfront. Anchoring the west end of the Central Waterfront, the large-scale complex retains its industrial appearance, and stands out among the neighbouring residential buildings and recreation facilities, including Ireland Park.

The Complex is highly visible from Lake Ontario and the Toronto Islands, and is viewed from many vantage points along the shoreline. The grain elevators stand as iconic

images on the City's waterfront. The future vision for the Canada Malting Complex is an integral part of the Bathurst Quay Neighbourhood Plan Study.

Additional information on the designation of the Canada Malting Complex is available on the City's website at:

<http://www.toronto.ca/legdocs/mmis/2010/mm/bgrd/backgroundfile-27020.pdf>

In May 2011, City Council directed that Build Toronto undertake a master plan for the Canada Malting Complex. This master plan is intended to be in keeping with recommendations emerging from Bathurst Quay Neighbourhood Plan Study.

The report is available on the City's website at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.GM3.21>

The City's Real Estate Services Division is currently undertaking a condition assessment of the Canada Malting Silos and this is expected to be completed in Summer 2015. The conditions assessment will also inform the master plan work of Build Toronto for the site and the Bathurst Quay Neighbourhood Plan Study.

### **Lands in Public Ownership**

Much of the land within the Bathurst Quay neighbourhood is in public ownership with some lands under lease. In addition to the public parkland in the neighbourhood, the City owns all the lands on the east side of Eireann Quay, extending from Queens Quay West to the dockwall along the waterfront. The schools are leased to the Toronto District School Board. The parking and pick-up and drop-off area for the airport on the east side of Eireann Quay are also leased to PortsToronto on a short-term basis. The parking area along the west side of Eireann Quay and the parking lot on the west side of Stadium Road are also City owned and leased to PortsToronto. Additional lands owned by the City include the lands along the north side of the Western Channel currently leased to the National Yacht Club and the Alexandra Yacht Club. The Marina Quay West parking lot is also owned by the City.

PortsToronto also owns lands within the neighbourhood associated with the airport operations. These include the site of the ferry terminal, portions of the pickup and drop off area adjacent to the terminal, and the pedestrian tunnel entrance. The Federal Government owns the HMCS York Naval Reserve facility at the south east corner of Coronation Park.

## **STUDY PROCESS – ENGAGING STAKEHOLDERS**

### **Introduction**

The Bathurst Quay Neighbourhood Plan Study was undertaken to develop a vision and strategy to complete the neighbourhood. This vision is to be expressed in planning policies and in the public realm, transportation and urban design framework, including how to manage change at the Billy Bishop Toronto City Airport. Within the context of the Central Waterfront Secondary Plan, the study has focused on:



- existing and proposed green spaces and linkages;
- potential future revitalization options for the Canada Malting Silos site;
- maintaining and enhancing the Waterfront and City Schools, the Harbourfront Community Centre and St. Stephen's Child Care Centre; and
- the impacts of the existing airport operations on the neighbourhood, including a mitigation strategy.

Fundamental to the study is an extensive stakeholder engagement program. Residents, landowners, businesses and other stakeholders such as the Toronto District School Board, PortsToronto, Build Toronto, Waterfront Toronto, Harbourfront Community Centre, St. Stephen's Child Care Centre, and the Waterfront Business Improvement Association have all been engaged in the study. The engagement approach has included information sharing, presenting and testing ideas, principles and concepts through broader community meetings, open houses, and working sessions.

This was in addition to individual meetings with representatives of each of the residential buildings in the community, and other stakeholders. A youth engagement program was also undertaken involving the students from both the elementary and secondary schools and the community centre within the neighbourhood. A City interdivisional working group provided information and input to City Planning and the consulting team throughout the study.

Valuable ideas, input, and feedback were received from stakeholders enabling testing and refinement of ideas, principles, and concepts. Through this process a vision for the Bathurst Quay neighbourhood and preliminary directions for a Neighbourhood Plan have been developed. These seek to ensure that the Neighbourhood Plan builds on the existing foundation of the neighbourhood and sets out clear directions and a strategy for aligning the ongoing airport uses with City policies and objectives for this neighbourhood within the Central Waterfront.

## **Identifying Challenges & Opportunities**

Focusing on the key study elements, as an initial step, the consulting team conducted an extensive review and assessment of existing conditions to identify challenges within the neighbourhood and opportunities for improvement. This also involved the review of substantial background information and studies undertaken in relation to the Airport review.

Preliminary guiding principles that reflect the key elements of the study and the core principles of the Central Waterfront Secondary Plan were prepared by the consultant team to guide their review in this initial phase of the study. These preliminary guiding principles included:

- Enhance the identity and experience of the neighbourhood;
- Improve the open space system;

- Manage movement and improve access to Queens Quay and along the waterfront;
- Identify improvements to the neighbourhood to make it more successful;
- Integrate a long-term vision for the Canada Malting Silos; and
- Recommend measures to mitigate existing airport operational impacts on the neighbourhood.

Movement was considered in a comprehensive fashion, with operational and connectivity issues among all transportation modes including vehicular, transit, cycling and pedestrians examined. The overall functioning of the transportation network within the community was examined including intersection operations, streetscape conditions, parking and traffic in the community, and those associated with the airport.

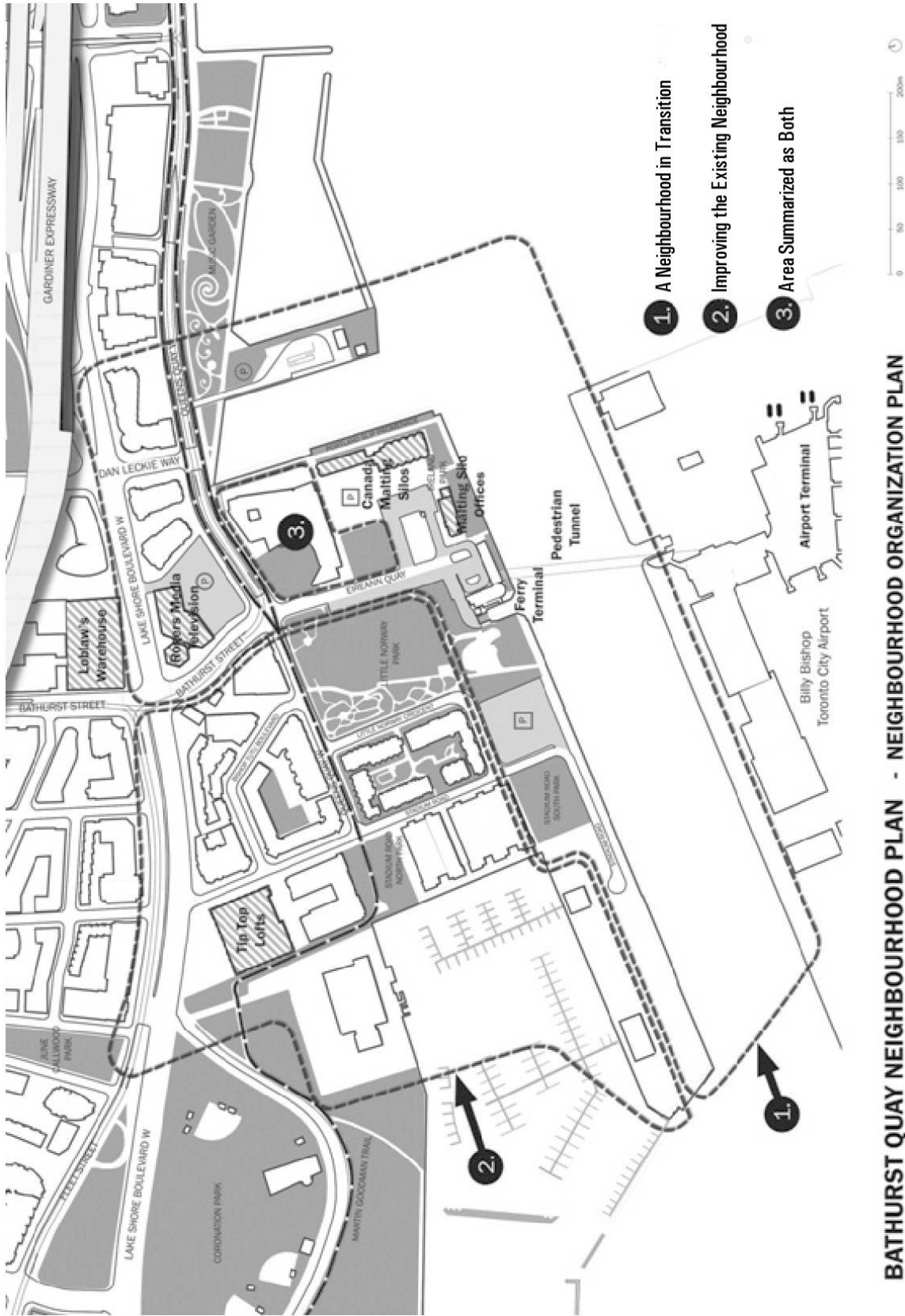
Parks and open spaces were assessed including, parks and open space conditions, waterfront connectivity and the enhancement and integration of parks and open spaces within the community and to the City's broader green space network. The use and operation of the community services and facilities and impacts of these from airport operations were also examined.

Special attention was given to the Canada Malting Silos site to identify opportunities for revitalization and integration with the community. An exploration of precedent examples of reuse and repurposing of former industrial complexes of similar scale from around the world were considered to begin the discussion about the vision for this important site. The scale of change and opportunities for new development within the community were also explored.

From this initial phase of work the consulting team made a number of observations in relation to the organization of the existing community and these are illustrated on the Neighbourhood Organization Plan below. Much of the neighbourhood west of Eireann Quay is developed with residential uses, and opportunities for improvement rather than new development to support a complete community were considered appropriate in this area.

Lands on the east side of Eireann Quay and adjacent to the Western Channel including the surface parking lots, pick-up and drop-off facilities for the airport, and the Canada Malting Silos site were viewed as a transitional area in the neighbourhood where there is opportunity for new development to support a complete community.

The site with the schools, community centre and daycare exhibits both characteristics, an area for improvement, and one in transition, as opportunities to integrate the site with adjacent lands or new development to enhance these facilities were considered possible. These observations form the basis of an organization structure for the Bathurst Quay Neighbourhood Plan. Challenges and opportunities within each area were viewed through this lense and are discussed further below.



**BATHURST QUAY NEIGHBOURHOOD PLAN - NEIGHBOURHOOD ORGANIZATION PLAN**

## Neighbourhood Challenges

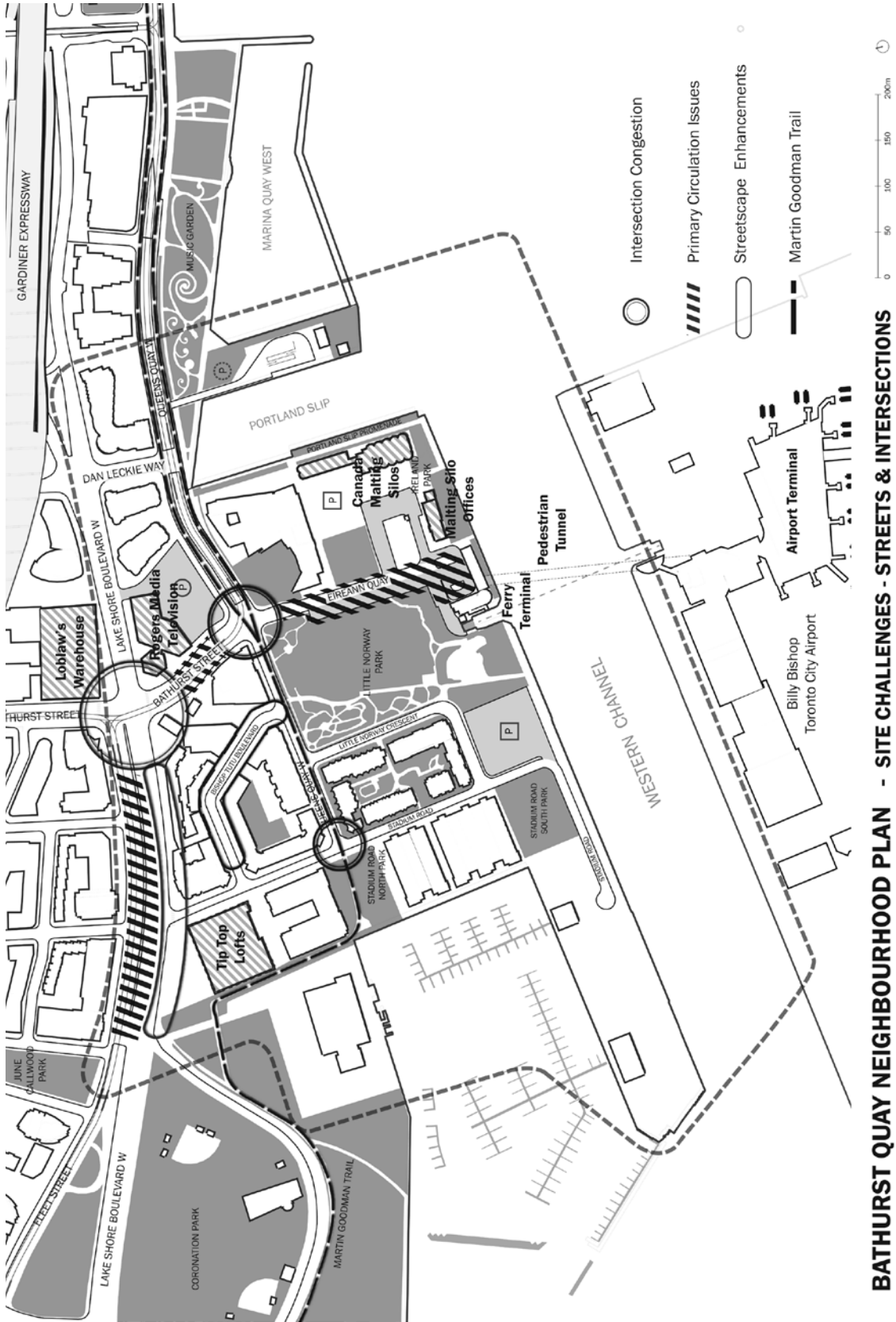
Through their review, the consultants identified challenges within the neighbourhood in relation to movement and with respect to the public realm and parks and open space network. Main challenges are illustrated on the Streets and Intersections and Open Space Network Maps below.

Traffic congestion during peak times along some streets in the neighbourhood and at intersections were identified, the most significant being the unusual intersection of Bathurst Street, Lake Shore Boulevard West, and Fleet Street. This intersection carries significant traffic volume and is also impacted by nearby streets and the Gardiner Expressway. Significant challenges also exist for pedestrians at this intersection due to the combined width of Lake Shore Boulevard West and adjacent Fleet Street. The overall width of these streets creates difficulty for pedestrians crossing north-south at the intersection. The pedestrian challenges at the Bathurst Street, Lake Shore Boulevard West and Fleet Street crossing were also identified as a significant concern by the community.

The intersection of Bathurst Street and Queens Quay West is the primary access point to BBTCA and this intersection operates under busy conditions during peak hours. The large number of pedestrians crossing both Queens Quay West and Eireann Quay and high vehicular volumes create conflict. There is also a high volume of bicycle traffic using the Martin Goodman Trail crossing east-west through the intersection. This intersection is also impacted when the queues from Bathurst Street and Lake Shore Boulevard West spill back to Queens Quay West.

Eireann Quay is the only access road for the BBTCA and, although there have been improvements in pick-up and drop-off operations for the airport in recent years, traffic associated with the airport continues to present challenges for residents in the Bathurst Quay neighbourhood. Traffic operations on Eireann Quay are congested during peak times of activity at the airport. Key challenges are taxis operations and pick-up and drop-off activity for the airport. This automobile and taxi traffic, as well as the service vehicles such as fuel trucks and other suppliers for the airport were identified by residents as a concern particularly at the intersection of Eireann Quay and Queens Quay West. The schools, community centre and daycare are located on the east side of the street at this intersection while residents are primarily located on the west side making access to these community facilities difficult. Residents also identified safety concerns at this crossing, particularly for children. Concerns were also identified by residents with infiltration and parking on local streets from airport related traffic. PortsToronto has been working to improve traffic management on Eireann Quay and further improvements to reduce surging activity that currently occurs with the ferry, are expected when the pedestrian tunnel opens.

The Bathurst Quay neighbourhood has a variety of parks and open spaces and its location along the waterfront offers unique experiences for residents. There are challenges however within the parks and open space network in Bathurst Quay particularly with



**BATHURST QUAY NEIGHBOURHOOD PLAN - SITE CHALLENGES - STREETS & INTERSECTIONS**



respect to connectivity. Access along the water's edge is not continuous and existing uses in some locations limit access and views to Lake Ontario.

The narrow 'pinch point' along the south side of Queens Quay West at the Portland Slip presents a challenge to fully connect the Music Garden to Ireland Park along the Portland Strip Promenade. Similarly, the Martin Goodman Trail narrows as it curves north through Stadium Road Park adjacent to the HMCS York Naval Reserve facility. The crossing of Lake Shore Boulevard West and Fleet Street between Coronation Park and June Callwood Park is also a challenge for pedestrians given the width of the overall right-of-way in this area and traffic signal timing. The access constraints in this area serve to reduce connectivity between the Bathurst Quay neighbourhood and the neighbourhoods and major cultural and recreational experiences to the north.

### **Neighbourhood Opportunity Areas**

The Bathurst Quay neighbourhood has many of the elements of a complete community: a well established residential base, a range of housing options, transit service, a variety of parks and open spaces, along with essential community facilities and services for residents, although not many retail and service uses. Enhancing and building upon this foundation and overcoming challenges to achieve a complete community are main objectives of the study.

Within this framework, a number of opportunity areas were identified and these are illustrated on the Summary of Opportunity Map that follows. Opportunities for improvements within the established residential neighbourhood west of Eireann Quay relate primarily to streetscape and sidewalk improvements particularly along Bishop Tutu Boulevard and Lake Shore Boulevard West, and enhancements along Stadium Road and within Stadium Road Parks North and South. Opportunities to improve connectivity to the waterfront and to the larger City network of parks and open spaces to the north are also evident.

East of Eireann Quay and adjacent to the waterfront there are opportunities for more substantial change in this transition area of the neighbourhood. The Canada Malting Silos site is one of the most important opportunity areas within the neighbourhood. The transformation of this historic site is envisioned in the Central Waterfront Secondary Plan. The schools and community centre site is also an area where improvements could enhance the prominence of these uses in the community. The Portland Slip and Marina Quay could be reinvented with new uses that reflect the unique context of Bathurst Quay, consistent with the key objectives of the Central Waterfront Secondary Plan.

The transportation analysis undertaken by the consulting team identified potential areas for improvements related to movement. The analysis indicates that there are several opportunities to improve pedestrian access in the neighbourhood and in particular in the vicinity of Lake Shore Boulevard West. Areas for improvements include the Lake Shore Boulevard West, Bathurst Street and Fleet Street intersection as well as Fleet Street itself.





Bathurst Street and Eireann Quay could be strengthened as main streets for the community enhancing all modes of movement. The Roger's site is also considered an opportunity area with much of the site currently used for surface parking with narrow sidewalks.

## **What we Heard**

The findings from the initial phase of work were presented to the community at a kick-off meeting on December 10, 2014 hosted by City Planning and the consulting team. The Ward Councillor was also in attendance. The meeting included an open house session where participants reviewed information, discussed ideas and asked questions of City staff and the consulting team. This was followed by a presentation and facilitated discussion to test the principles, ideas, challenges and opportunities identified by the consulting team. Approximately 100 people attended. A summary of the main comments is provided in the table below.

Participants were generally in agreement with the challenges and opportunities identified through the initial assessment. The importance of the schools, community centre and daycare to the community and ensuring that these facilities were maintained and enhanced was highlighted. Accessibility issues in the community were noted, particularly at intersections and to the schools and community centre.

There was a range of ideas about the future of the Canada Malting Silos site. Many felt that the integration of this site into the community with a mix of uses would add to the neighbourhood and suggestions on how to repurpose the site in a similar fashion to the Distillery District were well received.

Traffic issues associated with the airport were of concern and ideas were put forward on ways to improve operations including additional enforcement. Investigating off-site opportunities for parking for the airport with a shuttle service for passengers was a consistent idea put forward by residents. A number of participants cited ongoing challenges in the neighbourhood unrelated to the airport, with respect to permit parking, maintenance of parks and deteriorated streetscape conditions that should be addressed.

Following the open house and community meeting, City Planning hosted meetings at each of the residential buildings within the neighbourhood during February and March, 2015. These meetings provided additional opportunity for residents to comment on the study ideas, and enabled more focussed discussions about opportunities and challenges within the neighbourhood. A representative of the Ward Councillor's office was in attendance at these meetings.

The feedback from these meetings provided additional information about the priorities for the community and possible solutions for ongoing challenges, in part a result of daily life, conflicted by airport users. One area of focus related to the schools, community

centre and daycare, and the need to ensure that access to these facilities is safe and accessible.

<b>Open House &amp; Community Consultation Meeting - Summary of Comments</b>				
<b>Parks &amp; Community Facilities</b>	<b>Open Space Network</b>	<b>Movement</b>	<b>Canada Malting Silos</b>	<b>Other Issues</b>
<ul style="list-style-type: none"> <li>Existing Parks, Schools and Community Centre are well used and are important to the neighbourhood.</li> <li>Parks should be better maintained.</li> <li>More park furniture, garbage bins, washrooms, increased lighting would be good and a dog area is desired.</li> <li>New development should not detract from parks &amp; open spaces.</li> <li>A community pool (with a waterslide) is a priority.</li> </ul>	<ul style="list-style-type: none"> <li>Create connections in and through the neighbourhood along the waterfront including to the parks east &amp; west.</li> <li>Improve access to the Waterfront School/City School &amp; Community Centre.</li> <li>Maximize public open space and improve connections to the water's edge.</li> <li>Make pedestrian connections to the north of the neighbourhood more user friendly.</li> <li>Add more trees and fix up sidewalks.</li> </ul>	<ul style="list-style-type: none"> <li>Improve the Fleet Street, Bathurst &amp; Lake Shore Blvd intersection for pedestrians.</li> <li>Fix the traffic on Eireann Quay and the Queen's Quay &amp; Bathurst intersection.</li> <li>Increase overall transit access &amp; capacity to the neighbourhood.</li> <li>Address conflicts between vehicles, pedestrians &amp; cyclists.</li> <li>Improve pedestrian routes and crossings at key intersections including (Queen's Quay, Eireann Quay, Bathurst/Lake Shore and Bishop Tutu).</li> <li>Move airport parking to an off-site location with shuttle service.</li> </ul>	<ul style="list-style-type: none"> <li>Re-use the silos for a mix of uses similar to the Distillery District.</li> <li>Introduce a green space around the silos that connects to the water, and that can accommodate community programming such as a community garden.</li> <li>New development could include retail, restaurants and neighbourhood amenities.</li> <li>Silos should be removed or partially removed, and replaced with new uses.</li> </ul>	<ul style="list-style-type: none"> <li>Increase signage and by-law enforcement to prohibit illegal parking and moving violations.</li> <li>Improve the sidewalks &amp; crossings at Lake Shore Blvd/Bathurst St., Queens Quay/Stadium Rd, and Spadina Ave./Fort York Blvd. by adding flashing crosswalk lights &amp; increased crossing times.</li> <li>Increase TTC 509 streetcar service to the neighbourhood and/or supplement service through the use of TTC buses.</li> <li>Ensure TTC Wheel – Trans access is maintained.</li> </ul>

Traffic enforcement to ensure that accessible parking spaces are available, that driveways are not blocked, improved lighting for safety, and additional signage including 'School Safety Zone' signage and directional signage for the pick-up and drop-off area for the community facilities were identified as ongoing issues. The importance of the recreational facilities to the community, and in particular the basketball courts was also noted.

The impacts from airport operations was raised as a concern. Traffic volume, idling vehicles, parking for passenger pick-up, parking by airport employees on local streets, and fuel truck delivery hours were identified as some of the concerns with airport related traffic. Investigating opportunities for off-site parking and an expanded shuttle service to the airport was also identified during these meetings as a potential solution to reduce airport associated traffic impacts. Additional enforcement and signage were identified as

some solutions. Streetscape enhancements including widened sidewalks and more pedestrian routes with improved lighting through the community were some of the solutions suggested to alleviate ongoing problems.

Residents also suggested ways to improve the existing parks and open spaces. Additional maintenance in the parks especially snow clearing, updated play equipment, water fountains, improved lighting, more accessible pathways including wheelchair accessible paths and spaces, and introducing new uses, such as community gardens and places for dogs, were some of the ideas put forward to support the community and extend the use of these spaces year round. Integrating the Canada Malting Silos site into the community was considered important, and suggestions for a new recreation venue, or a centre for waterfront education were some ideas for this site put forward by residents, although removal of the silos was also suggested.

## **Youth Engagement**

The two schools and community centre in the neighbourhood provided a unique opportunity to engage the younger residents of Bathurst Quay in the study. City Planning held an open house for youth at the Harbourfront Community Centre on April 1, 2015 and met with children aged 3 – 18 at the City School and Waterfront School on April 2, 2015. The children were encouraged to get involved in the future planning of their neighbourhood through "If I were the City Planner" interactive workshops. They provided their ideas on the special places in the neighbourhood, parks and open space opportunities, the TTC and bike routes, the school and community centre, and their vision for the Canada Malting Silos and the neighbourhood. Approximately 250 children participated in the workshops.

The children provided a wide array of new ideas to improve the parks and open spaces and suggestions for uses to integrate the Canada Malting Silo site into the community. Many of the ideas focussed on environmental, arts and recreation themes. A farmer's market, floating theatre, community events, or repurposing the Canada Malting Silos for performance or visual arts, winter gardens atop the silos, or new recreational experiences such as climbing were some of the ideas put forward as a vision for this site.

Greening the neighbourhood with more trees and landscaping, in the parks and along the streets and waterfront were consistent comments in the workshops. Improving accessibility to the waterfront and enhancing the waterfront experience with seating, landscaping and active uses were also identified as priorities as was providing space for dogs. Issues with respect to traffic congestion, and safety concerns at intersections for pedestrians, and the need for more cycling infrastructure along the streets and through the parks were identified by the children. There was strong support for a new pool or aquatic centre especially if it had a water slide. The basketball courts and the community centre site were particularly beloved features of the neighbourhood while a facility like a skate park was not supported.

## Refining Principles and Testing Concepts

Building on the ideas and main themes emerging through the consultation process, and the core principles of the Central Waterfront Secondary Plan, more focussed ideas in relation to parks and open space opportunities, the Canada Malting Silo site and movement were explored by the consulting team, to begin developing the framework for the Neighbourhood Plan. Designing for pedestrians is an important focus of the framework. Identifying ways to better connect the neighbourhood to the waterfront by enhancing views and connecting the waterfront to parks and open spaces all form key components of the emerging Neighbourhood Plan. Public realm improvements such as greening the streets and parks, widening sidewalks and reducing crossing times for pedestrians at intersections are proposed. Concept plans to demonstrate how these essential elements of a complete community could be achieved were also prepared. An overview of the emerging framework is discussed below.

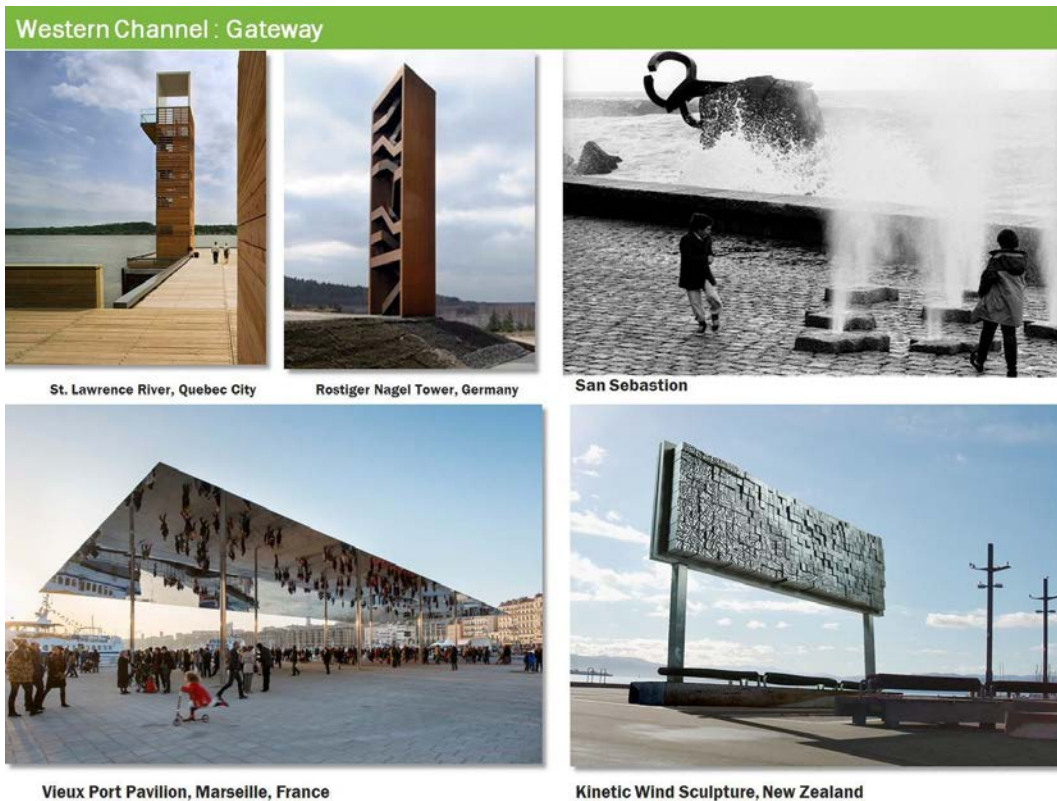
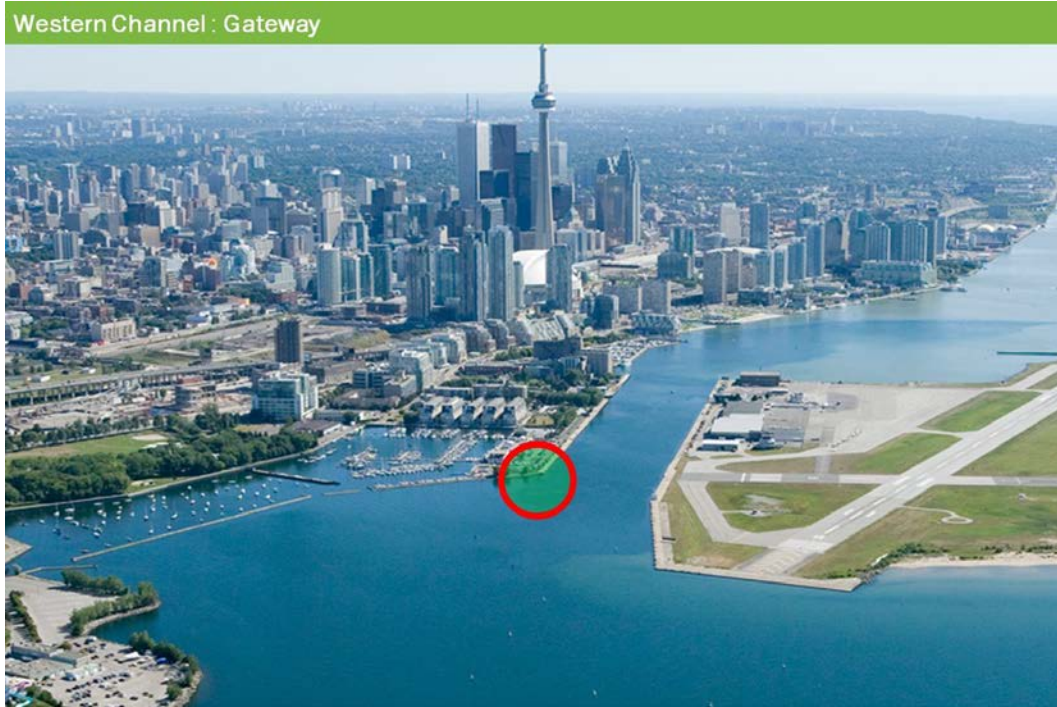
## Parks and Open Space Amenities

A key element of the open space system within the Central Waterfront is the water's edge. Continuous public access and the creation of unique, special places along the waterfront are core principles of the Central Waterfront Secondary Plan. Completing the 'Blue Edge' in Bathurst Quay with a series of initiatives for new recreation and cultural amenities that build on the existing parks and open spaces and heritage resources within the neighbourhood is a main component of the framework for the Neighbourhood Plan.

Maximizing opportunities to provide continuous access by creating new parkland along the waterfront is proposed. This could include extending Ireland Park to the west, south of the Executive Building, as well as creating a new park, 'Western Channel Park', on the parking lot east of Stadium Road.



The Bathurst Quay neighbourhood situated at the western edge to the inner harbour provides a unique opportunity to celebrate this gateway location. An art installation that reflects the landmark status of this historical entrance to the inner harbour is proposed.



Marina Quay and the Portland Slip are key opportunity areas within the neighbourhood. Reinventing these spaces with new cultural venues or recreational facilities would enhance existing community services and facilities in the neighbourhood and also serve as City-wide and regional destinations.



Through the consultation process an aquatic centre was identified as a potential new community facility for this neighbourhood. As a result, protecting a site for the possible development of an aquatic centre in the neighbourhood is an important consideration.



Marina Quay or the east side of the Portland Slip were identified as possible locations for a larger recreational facility such as an aquatic centre. A wave deck has been planned by Waterfront Toronto for the head of the Portland Slip, as a part of a series of these innovative recreational venues along the waterfront. Other ideas include a cultural destination such as an art gallery.

**Reinvent Marina Quay: PORTLAND SLIP**

Regent Park Aquatic Centre



Islands Bridge, Copenhagen, Denmark



The Neighbourhood Plan proposes the introduction of new pedestrian connections and improvements to existing connections. Extending the waterfront promenade north along the east side of the Alexander Yacht Club marina would improve north-south connectivity to the water's edge for pedestrians and cyclists. It would also strengthen the connection to Coronation Park, leading into the larger City-wide green space system. Enhancing views to the Canada Malting Silos site and Lake Ontario from Queens Quay West is also proposed, highlighting the prominence of this significant heritage site. Creating new east-west connections through the Canada Malting site to better connect residents to the site and Ireland Park as well as Marina Quay are also elements of the emerging framework.

### Canada Malting Silos Opportunities

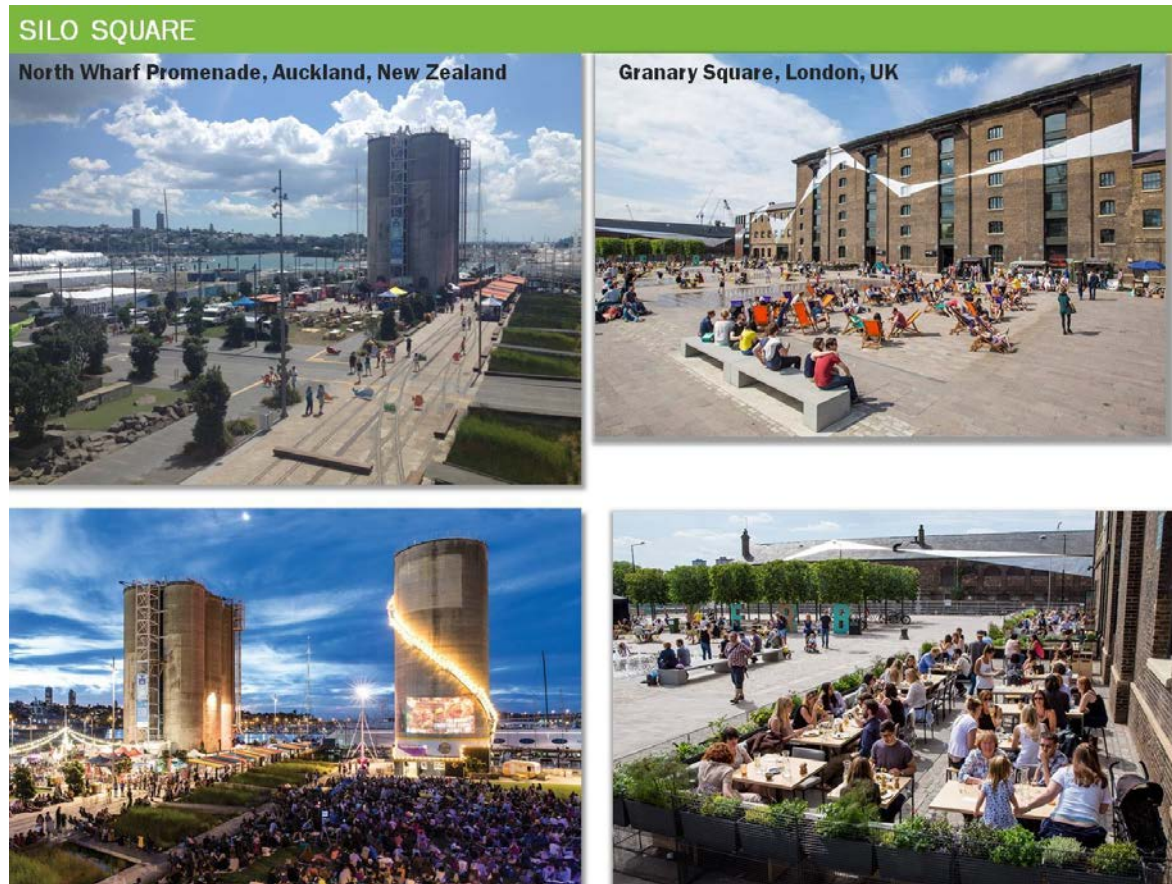
Considering the future for the Canada Malting Silos site has been one of the main focuses of the engagement process. The Study provided an opportunity for the community and other stakeholders to collectively discuss and share ideas for how this heritage site along the Central Waterfront could be revitalized and integrated more fully into the community. These discussions and the future envisioned for this site will inform the Master Plan Study for the Canada Malting Silos site being conducted by Build Toronto.

City Heritage Staff provided information on the heritage and cultural aspects of the site to inform the community about the significance of the site and establish a foundation for discussions about the future. The consultants provided precedents of how large scale former industrial complexes such as the Canada Malting Complex have been restored and repurposed in other places around the world to give inspiration and elicit ideas from the community. This generated extensive discussion among all stakeholders about the vision for this site.



The Canada Malting Silos site is envisioned as the centrepiece of the neighbourhood, and the retention of this important heritage site is a key element of the emerging framework. The revitalization of the site including the Silos and Executive Building, with a mix of uses to create a centrepiece for the community and a City-wide destination is proposed. Providing opportunity for new development and integrating the site with the existing

schools and community centre are considered options for revitalization. A variety of possible uses are envisioned for this site from a mixed-use district including residential uses having an arts focus, akin to the Distillery District, or a new square with entertainment, recreational and cultural uses to activate the space. Some of the ideas are highlighted in the images above and below. Determining the appropriate mix of uses and extent of change will be the focus of the Master Plan Study by Build Toronto.



## Movement

A multi-modal approach to transportation that addresses the relationship between vehicles, transit, pedestrians and cyclists within Bathurst Quay is an important element of the emerging Neighbourhood Plan framework. To achieve an improved public realm, operational changes to streets, intersections, and transit are proposed that seek to rebalance movement to and within Bathurst Quay. Managing traffic associated with BBTCA operations is essential to address the ongoing issues created by airport traffic in the neighbourhood, and to ensure that opportunities for revitalizing the Canada Malting Silos site, the waterfront and the public realm as envisioned through the study are achievable.



Changes to traffic operations along Lake Shore Boulevard West and at intersections are suggested to reduce traffic congestion and improve conditions for pedestrians and cyclists. Some options examined for improving pedestrian access at the Lake Shore Boulevard West, Bathurst Street and Fleet Street intersection include:

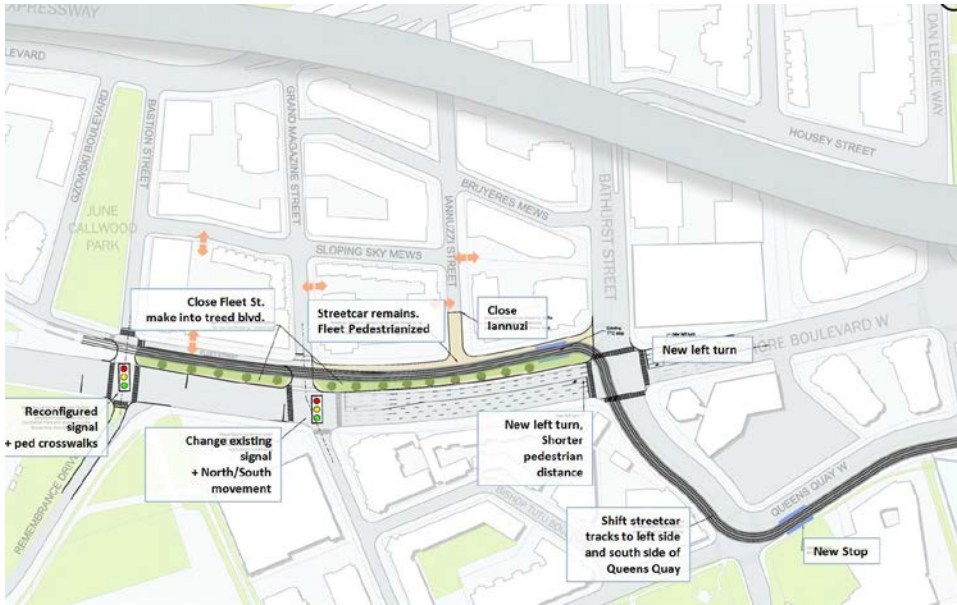
- improved signage;
- increasing the north-south pedestrian signal timings so that pedestrians can cross both Fleet Street and Lake Shore Boulevard West on the west side of the intersection in a single phase;
- closing a portion of the westbound traffic lane on Fleet Street to decrease the pedestrian crossing distance; and
- closing both directions of Fleet Street and re-utilizing the road space to allow a wider pedestrian and cycling area and to normalize the Lake Shore Boulevard West and Bathurst Street intersection by replacing Fleet Street with an eastbound left turn lane on Lake Shore Boulevard West allowing vehicles to turn left from Lake Shore Boulevard West onto northbound Bathurst Street.

Improvements to pedestrian access could also be achieved through adjusting signal timings and closing westbound Fleet Street for the first block west of Bathurst Street. These adjustments would allow pedestrians to cross more easily between the north and south sides of the street in a single cycle length.

More substantial improvement could be achieved if Fleet Street were closed completely. This would enable the Lake Shore Boulevard West and Bathurst Street intersection to be reconfigured to a normalized orientation adding clarity for pedestrians and motorists. Access to all buildings in the Fort York Neighbourhood could be maintained.

Modification to the existing traffic signal at Lake Shore Boulevard West and Bastion Street would also improve connectivity to June Callwood Park. Currently the traffic signal provides control for vehicular traffic with no pedestrian crossing. Modifying the signal to permit pedestrians to cross Lake Shore Boulevard West at this location is an opportunity to improve connectivity between neighbourhoods north and south and to the City's larger green space system.

To improve transit use the future relocation of the Queens Quay TTC streetcar line to the south side of Queens Quay consistent with the recently reconstructed portion of the streetcar tracks to the west would allow for the creation of an improved TTC transit stop at the corner of Bathurst Street and Queens Quay West enhancing transit access for both residents and airport passengers.



*Possible Realignment of LRT Tracks*



*Improved Queens Quay West between York Street and Spadina Avenue*

## Concept Plans

The consulting team also prepared concept plans to illustrate how the study objectives could be achieved. The concepts incorporate the main elements of the framework in relation to parks and open spaces, community services, the future of the Canada Malting Silos site and movement. Addressing the challenges in relation to groundside airport operations is an important component of each concept. In keeping with the organization structure, the transition area on the east side of Eireann Quay provides more opportunity for transformation and each of the plans reflect different levels of development potential and infrastructure requirements in this area.

There are consistent elements in all concepts related to the emerging framework, and the core principles of the Central Waterfront Secondary Plan aimed to create a complete community at Bathurst Quay. Overall public realm improvements along neighbourhood streets and in the parks and open spaces are proposed in all concepts. Improvements along the waterfront are aimed to connect the 'Blue Edge', a core principle of the Central Waterfront Secondary Plan. The Western Channel Promenade is proposed along the north side of the Western Channel east of the terminal building in all concepts extending to a new gateway site intended for a spectacular marker to highlight the western entrance to the inner harbour. New east-west and north-south pedestrian and cycling connections are introduced through the Canada Malting Silos site to establish a foundation for the revitalization of this historic site.

Reinventing Marina Quay and the Portland Slip are proposed in all concepts. The north end of the Portland Slip and Marina Quay are conceived as new spaces for cultural or recreational experiences as envisioned in the Central Waterfront Secondary Plan and highlighted through the consultation process. Making better use of the Marina Quay parking lot is promoted with a pedestrian bridge over the Portland Slip connecting the neighbourhood and airport users to the new public spaces on Marina Quay and the existing underground parking below.

The parking area along the west side of Eireann Quay is relocated and the area reconfigured in association with Little Norway Park and improved for pedestrians and cyclists. The transportation improvements proposed at intersections, along Fleet Street and across Lake Shore Boulevard West are also identified in all concepts to improve pedestrian and cycling experience in the neighbourhood and to enhance connectivity to the larger greenspace system. Extending the Queens Quay improvements to Bathurst Street with a new transit stop are included to promote transit use and extend the pedestrian and cycling improvements recently completed from Spadina Avenue to the Bathurst Quay neighbourhood.

All concepts retain the historically significant Canada Malting Silos and Executive Building and provide for their adaptive reuse to create a community focal point and broader destination. The mix of uses on this site, and the level of integration with surrounding lands varies. The concept plans and an overview of each are discussed further below.

## Concept 1

Concept 1 focuses on public realm improvements and new uses on the Canada Malting Silos site, while retaining facilities for the BBTCA on the surface. The Silos site is envisioned as a focal point for the community activated with new community and destination type uses with the potential to integrate this site with the adjacent community centre and school site.

A new surface parking lot is introduced on the east side of Eirann Quay adjacent to the Canada Malting Silos site, replacing the school's existing ball diamond. The parking lot would consolidate the BBTCA parking and associated traffic operations on the east side of the street with parking for the community centre, schools and new uses on the Canada Malting Silos site. The transportation analysis indicates that this concept provides some efficiencies due to consolidating parking and servicing areas.

The maintenance of these facilities on the surface may limit the ability to achieve other key study objectives. Eireann Quay is envisioned as a main street for the community with widened boulevards and pedestrian amenities. The retention of surface parking, and pick-up and drop-off facilities along with continued access for all traffic associated with the airport on Eireann Quay would limit opportunity for the introduction of the type of uses needed to activate this new main street. The Canada Malting site is intended as the centrepiece of the neighbourhood and a new City-wide destination. Although new east-west pedestrian connections are proposed from Eireann Quay, the forecourt and view to this key site would continue to be dominated by parking and service areas.



## Concept 2

The second concept introduces an elevated plaza on the east side of Eireann Quay to cover much of the BBTCA related parking and service areas, along with parking for the community centre, schools, new uses on the Canada Malting Silos site and potential new development sites along Eireann Quay. An entrance to covered parking is proposed from Eireann Quay midway down the street. The transportation analysis indicates that approximately 70% of the airport related traffic could be accommodated in the structure.

New development sites on the east side of Eireann Quay provide opportunity for a mix of uses that could activate this new main street. Opportunity to integrate new development with the Canada Malting Site is also possible. An extension to the community centre, including for an aquatic centre is possible at the south end of the site in the location of the current service area for these facilities. The existing ball diamond is also removed in this concept. The rooftop of the covered structure provides opportunity for a new public square with east-west and north-south connections to the waterfront, Ireland Park and the Portland Slip.

With the consolidation of parking under an elevated plaza, the existing parking lot on Stadium Road could be replaced with a new park along the waterfront. This would provide new recreational opportunities in the neighbourhood and create new vistas to the lake from the neighbourhood north of Stadium Road. The removal of this parking lot also creates opportunity to transform portions of Stadium Road into a woonerf enhancing pedestrian and cycling experiences.



### Concept 3

Concept three includes two plans illustrating more substantial changes in the organizational framework of the neighbourhood. Concept 3 introduces an underground garage, 1 or 2 levels, consolidating parking and service uses for the airport, community centre and schools, new uses on the Canada Malting Silos site, and for potential new development. Eireann Quay is also realigned to a southeasterly direction extending the alignment of Bathurst Street. Alternative accesses to the underground garage include: Eireann Quay and the Roger's site, similar to Concept 2, and consolidated access from Queens Quay West, aligned with Dan Leckie Way, to connect to the existing underground garage on Marina Quay and the new garage under the Silos site. Similar to Concept 2, the transportation analysis indicates that approximately 70% of the airport related traffic could be accommodated below grade.

The realignment of Eireann Quay gives street frontage to the Canada Malting Silos site, and enhances views to the Silos, Ireland Park, and Lake Ontario from Queens Quay West. The new configuration of Eireann Quay creates potential development sites on both sides of the street or integrating the Silos and Ireland Park into a more comprehensive redevelopment along this new main street is possible.

The right-of-way of former Eireann Quay is proposed to be integrated into Little Norway Park. A new site at the southeast corner of the intersection of Queens Quay West and a realigned Eireann Quay is a potential location for a new community use such as the aquatic centre identified through the study. Similar to Concept 2, the existing parking lot on Stadium Road is proposed to be replaced with a new waterfront park.





## What we Heard

A community workshop to present and test the emerging framework and concept plans was held on April 22, 2015. The consulting team presented the key elements of the neighbourhood plan and concepts, and participants then discussed and answered questions organized around six main themes including: parks and community facilities; the open space network; the Canada Malting Silos; movement; the scale of change; and existing operational challenges. The questions were designed to elicit feedback on how well the concepts achieved the study objectives, if there were specific elements of concepts that were most important or others that should be removed, and if there was a preferred concept. Approximately 150 people attended the workshop. City staff from a number of divisions were in attendance to provide information, answer questions and facilitate discussions at each theme table. The Ward Council was also in attendance.

Following the workshop City Staff held individual meetings with key stakeholders including: Harbourfront Community Centre and St. Stephen's Child Care Centre, Toronto District School Board, The City School and Waterfront School, Waterfront Toronto, Ireland Park Foundation, Bathurst Quay Neighbourhood Association, Waterfront BIA, PortsToronto, Build Toronto and Waterfront Toronto. A follow-up round table working session of community stakeholders was held on May 11, 2015 to refine preliminary directions for moving forward.

There was general consensus among community and other key stakeholders that Concept 3 provides the greatest opportunity to achieve study objectives overall. Most felt that consolidating parking and transportation facilities below grade would be more effective than the other concepts to mitigate neighbourhood impacts from traffic associated with the airport as well as resolve other neighbourhood traffic issues, while creating opportunities for new and enhanced parkland, open space and community services and facilities. Questions concerning the cost of each concept and how improvements would be phased over time were also raised.

Enhancing the views to the Canada Malting site and the waterfront were considered essential to achieving the aim for this site as a centrepiece for the neighbourhood and as a broader destination, although there were varying ideas on how this could be accomplished. Although realigning Eireann Quay was noted as a benefit to improve vistas and access to the Silo site, Ireland Park and the waterfront, some noted that this may leave insufficient space for enhancing the community centre and schools or space enough for a pool or aquatic centre. Introducing new uses to activate the site including public-private partnerships to facilitate revitalization, while ensuring that community services and facilities were maintained and enhanced was considered a key principle for moving forward. More open space was generally desirable overall and particularly around the Silos site to promote revitalization. New uses that have a cultural or recreational focus were preferred by some while others suggested a wider mix of uses would be beneficial. Connecting the water's edge continued to be highlighted as a main objective, and Concept 3 was noted as providing the best opportunity to realize this aim.

Reinventing Marina Quay and the Portland Slip were well received, and in particular a pedestrian connection over the Portland Slip was considered to have a number of added benefits. It not only creates new recreational and cultural opportunities but would improve pedestrian connections between Marina Quay and the neighbourhood. It also provides an improved connection to the existing underground parking garage at Marina Quay. Improving this facility and maximizing its use was seen as an essential element for traffic management in the neighbourhood and a preliminary direction for moving forward.

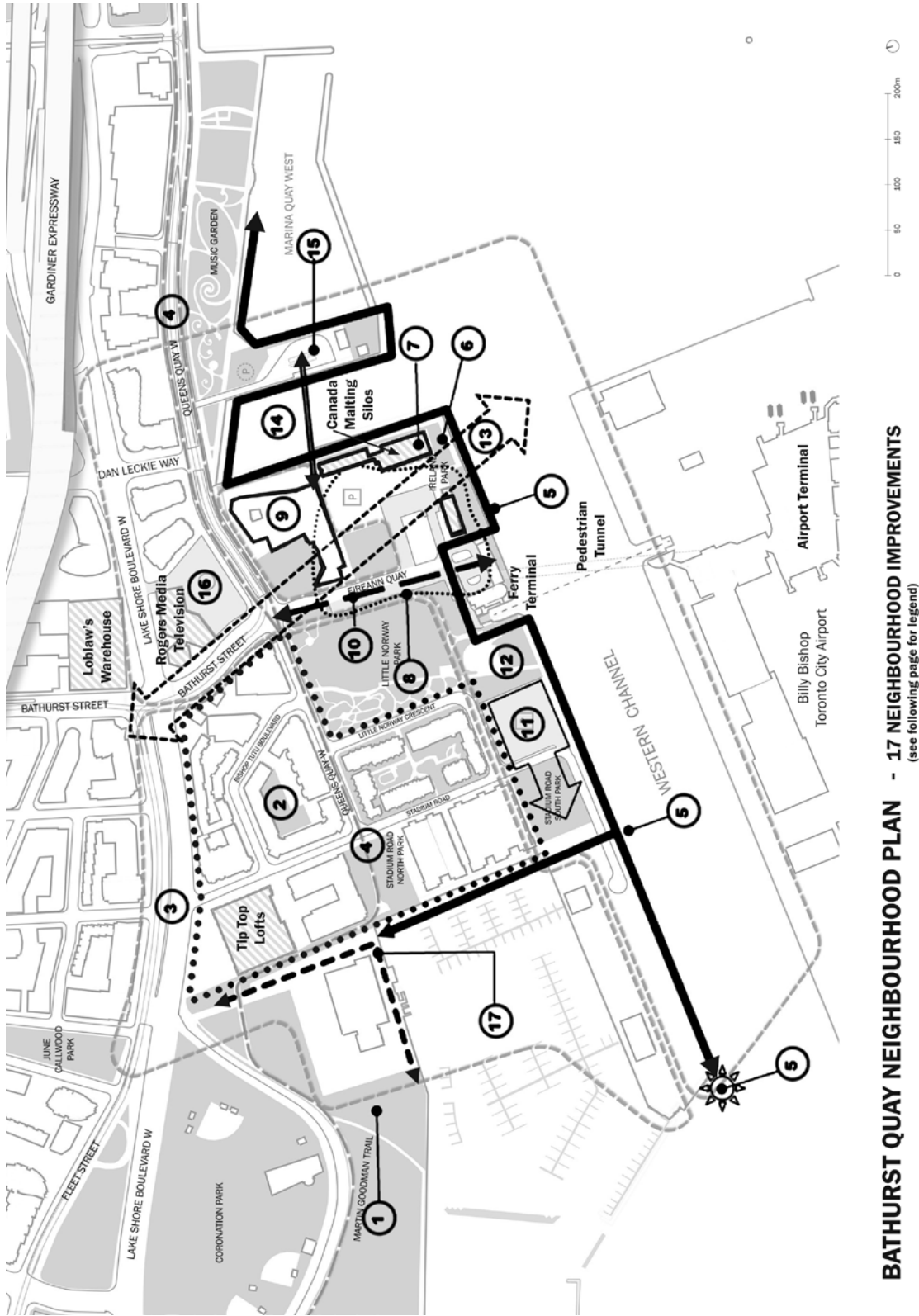
There was strong support for reorganizing the Bathurst Street, Lake Shore Boulevard West and Fleet Street intersection to improve pedestrian and cycling experience and reduce traffic congestion. Closing Fleet Street to vehicular traffic and improving it for pedestrians, cyclists and transit users was also seen by many as an effective strategy to improve accessibility and manage traffic. Others noted that a full closure should be considered in a broader context, to assess impacts on traffic operations in a larger area. An overarching comment concerned the need for further investigation of off-site opportunities for parking for the airport and enhanced shuttle service for passengers as a preliminary direction for moving forward.



## Consultant's Preliminary Findings

The consultants prepared a preliminary framework plan that includes potential improvements to the neighbourhood. These are illustrated on the Neighbourhood Improvement Map and outlined below.

1. Expand the mix of uses with waterfront amenities and destinations. Work within the Tripartite agreement. Accommodate airport services.
2. Improve existing neighbourhood streetscapes. Manage parking.
3. Resolve traffic congestion and pedestrian conflicts at: Lake Shore Boulevard West, Fleet Street and Bathurst Street; and Bathurst Street and Queens Quay West. Improve north/south pedestrian movement, and improve cycling connections to and from Coronation Park.
4. Continue Waterfront Toronto's Queen Quay improvements including the Martin Goodman Trail and new streetcar alignment.
5. Create a continuous 'Blue Edge' and a landmark Western Channel Gateway destination.
6. Expand and improve access to Ireland Park.
7. Revitalize and activate the Canada Malting Silos site to create a centrepiece for the neighbourhood and a City wide destination while integrating heritage structures.
8. Clear the ground with taxi pick-up and drop-off underground, and manage airport services.
9. Expand the school and community centre with new amenities such as a new pool and meeting spaces.
10. Re-invent Eireann Quay as a local main street with a unique character.
11. Create a continuous park along the Western Channel.
12. Improve Little Norway Park edges and refresh key park amenities such as; the playground, sport fields, and washroom facility.
13. Maintain and enhance view corridors to the water and the Silos.
14. Create new opportunities at the Portland Slip: activate the water, create a new bridge access to Marina Quay.
15. Preserve Marina Quay for future cultural uses. Maximize and repair existing underground Marina Quay parking garage.
16. Consider surface parking on the Roger's site for development opportunity and potential access to consolidated underground parking facility.
17. Improve connections around HMCS York for pedestrians and cyclists.



**BATHURST QUAY NEIGHBOURHOOD PLAN - 17 NEIGHBOURHOOD IMPROVEMENTS**  
 (see following page for legend)

## **Preliminary Directions for Moving Forward**

Through the study consultation process preliminary directions have emerged as priorities to guide the development of a more detailed Neighbourhood Plan. These directions include:

### **Open Space Network**

- Complete the Waterfront Promenade.
- Create special routes and places within the neighbourhood.
- Improve accessibility for pedestrian and cyclists within the neighbourhood.
- Enhance connections to the City's larger green space system.

### **Parks & Community Facilities**

- Maintain and enhance the existing Harbourfront Community Centre, Waterfront School, City School and St. Stephen's Child Care Centre.
- Provide a place for new community services and facilities such as an aquatic centre adjacent to the Community Centre and retain outdoor basketball facilities.
- Maintain and enhance existing parks, and add new parks where possible.

### **Canada Malting Silos Site**

- Revitalize and activate the Canada Malting Silos site to create a centrepiece for the neighbourhood and a City-wide destination while integrating heritage structures.
- Pursue adaptive re-use of the Silos to accommodate a vibrant mix of new uses while ensuring that uses to serve the community are included in the transformation of this site.
- Ensure that the history of the site is reflected in revitalization initiatives.
- Consider private/public partnerships to facilitate revitalization.

### **Movement**

- Create safe and sustainable transportation options for all users with new pedestrian and cycling connections and amenities.
- Consolidate parking and transportation facilities underground in order to free space at-grade for public realm improvements and connections.
- Improve the existing underground parking garage on Marina Quay and maximize its use.
- Investigate opportunities for off-site parking facilities and expanded shuttle service to the airport.

### **Scale of Change**

- Provide for new development at a scale appropriate to its neighbourhood and central waterfront context.
- Provide for a variety of new uses to activate streets, and balance with new uses to serve the community.
- New development should limit shadows on parks and open spaces.

## **Next Steps**

Over the next few months City staff will be working to refine the Neighbourhood Plan based on the Preliminary Directions outlined in this report. Those next steps will include:

- Refinement of Concept 3 to include space for an aquatic centre and expansion of the Harbourfront Community Centre with enhanced outdoor space;
- Development of a public realm master plan for the Neighbourhood;
- Preliminary costing for the refined concept(s) including proposed infrastructure improvements;
- Refined testing of transportation impacts of refined concept(s) including necessary changes to various intersections;
- Further study of off-site options to manage traffic and parking;
- Testing of technical standards related to the Neighbourhood Plan such as road widths and space requirements for various elements of the Plan;
- Testing against emerging directions from BBTCA Master Plan and EA studies
- Development of draft policies to reflect the Neighbourhood Plan; and
- Development of a Phasing Plan to guide implementation of the Neighbourhood Plan.

This further work will be done over the summer with focussed input from various stakeholders leading to more community consultation in the fall.

The final version of the Neighbourhood Plan and recommended policy amendments and implementation steps are targeted for a report in the fourth quarter of 2015.

It is important to note that there is no costing or funding identified for the Neighbourhood Plan implementation. The Plan coming out of this study will be used to inform decisions about new infrastructure and capital funding going forward.

## **Opportunities for Quick Starts in the Neighbourhood**

During the consultation process and as part of the analysis of the area a number of issues were raised about day to day life in the neighbourhood and opportunities for short term improvements. Some of the issues will be addressed through the longer term planning for the area and through the phasing of infrastructure improvements. However some issues are smaller in scope and related to more operational issues. These issues are being tracked by the local Councillor who has started to and continues to work with Staff on possible solutions. Some of the issues identified are:

- Improving sidewalk and streetscape, especially where sidewalks are narrow;
- Adding new trees in the neighbourhood;
- Improving cycling lanes to reduce conflicts between bicycles, pedestrians and vehicles, including widening the Martin Goodman Trail (MGT) at the head of the Portland Slip and where the MGT passes HMCS York;
- Potentially expanding permit parking on local streets and new parking/stopping restrictions;

- Increasing parking enforcement;
- Adding traffic control signage in key locations;
- Increasing traffic enforcement;
- Modifying intersections to improve pedestrian movements;
- Improving lighting on streets, in parks and on the waterfront; and
- Adding benches, water fountains and trash receptacles in public spaces

These quick starts will be able to move forward independently of the Neighbourhood Plan but will be considered as the Plan is refined and evolved.

Parks, Forestry and Recreation are planning improvements to Stadium Road Park North, Stadium Road Park South, the Martin Goodman Trail and Coronation Park and have initiated consultations with the community about new amenities and facilities in the parks and for Martin Goodman Trail. Parks staff hosted an information session on June 1, 2015 at Fort York Visitor Centre to discuss the upcoming improvements and approximately 25 people attended.

Three concepts for Stadium Road Parks North and South were presented at the meeting. Participants supported the inclusion of asphalt pathways, adult exercise equipment and community gathering spaces such as a small amphitheatre, long picnic table or story circle in the final designs. Proposed heritage interpretive signage for Coronation Park was also presented.

The community was supportive of the proposal to improve surfacing, alignment and circulation of the Martin Goodman Trail between Coronation Park and the Stadium Road Parks, as this stretch of the trail is the location of many cyclist-pedestrian conflicts. Comments regarding the final alignment of the path and means to lower cycling speed will be taken into account during detail design.

## **CONCLUSIONS**

The Planning Study for the Bathurst Quay neighbourhood in the Central Waterfront was initiated in response to concerns and questions arising through the review of the existing Billy Bishop Toronto City Airport operations. The study is intended to develop a vision and Neighbourhood Plan to complete this community. The co-existence of the airport and a liveable complete community immediately adjacent is a key element of the study. The vision for the community is to be expressed in planning policies and in the public realm, transportation and urban design, including how to manage change at the airport.

Fundamental to the Study has been an extensive engagement process involving residents, businesses, and other key stakeholders, in a number of visioning and working sessions including open house events and workshops along with more focussed one-on-one meetings with stakeholders. Youth engagement was also a part of this process. Valuable ideas, input, and feedback were received from stakeholders enabling testing and refinement of ideas, principles, and concepts.

Through this process a vision for the Bathurst Quay neighbourhood and preliminary directions for a Neighbourhood Plan has emerged. These seek to ensure that the Neighbourhood Plan builds on the existing foundation of the neighbourhood and sets out clear directions and a strategy for aligning the ongoing airport uses with City policies and objectives for this neighbourhood within the Central Waterfront.

This report provides an overview of the work completed to date and the findings in relation to the emerging vision for Bathurst Quay and preliminary directions for a Neighbourhood Plan to complete the community. It also seeks Council's concurrence on a process for the completion of the Study that includes ongoing review and assessment of outstanding issues, further refinement and community and other stakeholder consultation on preliminary directions and concepts.

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## **SIGNATURE**

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Toronto & East York District

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## **ATTACHMENTS**

Attachment 1: Preliminary Directions

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