

Western Beaches Breakwaters Action Plan

Date: June 3, 2025

To: Executive Committee

From: Chief Planner and Executive Director, City Planning, Acting General Manager, Parks and Recreation, Executive Director, Corporate Real Estate Management

Wards: Ward 4, Parkdale-High Park

SUMMARY

This report provides a response to City Council's direction for staff to report to the June 17 Executive Committee with an action plan for the execution of critical repairs to the Western Beaches breakwaters and dock walls. This report focuses on the Western Beaches breakwaters due to critical conditions that require immediate attention. Breakwaters are different from dock walls. Breakwaters sit in the lake away from the land, running parallel to the shore and protecting the shoreline from wave action. Dock walls are waterfront retaining walls that secure the shoreline and protect land from water and flooding. Dock walls in the Western Beaches are also in need of repair but will be dealt with in a separate report, targeted for Q1 2026, on the required work to address the broad range of dock walls across the Central Waterfront and Port Lands, the Western Beaches and elsewhere. As such, this report focuses primarily on the breakwaters with supplementary information on the broader dock walls work. **Attachment 1** to this staff report includes photos of the Western Beaches breakwaters.

Western Beaches Breakwaters Location and Condition

The Western Beaches breakwaters extend approximately 4.4 kms from Palace Pier Court at the mouth of the Humber River, to Ontario Place. Breakwaters sit in water lots, away from the edge of the land and act as a buffer against waves, currents and storm surges to protect natural and humanmade shorelines. The Western Beaches breakwaters also create a protected flat-water marine area for recreational and competitive boating (rowing, kayaking, paddleboarding, dragon boating, canoeing, etc.), mooring and swimming activities. **Attachment 2** to this staff report includes two figures showing the location, extent, conditions and preliminary ownership information for the Western Beaches breakwaters and dock walls. All mapping information is preliminary and requires verification, particularly regarding complicated ownership conditions.

Based on the best available evidence, the Western Beaches breakwaters were originally constructed by the Federal government and its Federal agencies in the 1920's. Apart from a 600 m section that was rebuilt for the International Dragon Boat

Federation World Championships in 2006, most of the Western Beaches breakwaters are over 100 years old and are at risk of critical failure. In some locations, pieces have fallen into the lake (in 1990, 2006, and 2011) and either received critical maintenance repair by City teams and TRCA or have been left in a deteriorating condition. Historically, rehabilitation of the complete structure has not proceeded due to concerns about cost, questions about ownership and the responsibility of other governments, and investigations regarding water quality and the effects of the breakwaters. These concerns remain relevant today. However, if action is further delayed, these structures could fail, resulting in vulnerabilities and damage to the shoreline, impacts to marine activities and impacts to water quality.

Ownership

Ownership review and discussions with the other levels of government are required to address the deteriorating conditions and eliminate the risk of collapse or critical failure. This report requests that the federal government enter into discussions with the City Manager to address ownership and other related matters. The ownership issue is complex because the City's best available evidence is that the structures were built by the Federal government and its agencies within what is now widely understood to be Provincially owned portions of Lake Ontario. Previous City staff reporting in 2004 and in 2006 identified that approximately 2.5 km of the breakwaters are still under Federal ownership. The 2006 staff report also identifies approximately 1.7 kms of the breakwater structures (extending west from Ontario Place to a point opposite the Toronto Sailing and Canoe Club), were owned by and were the responsibility of the City of Toronto. Due to changes in ownership and responsibility with respect to certain areas since that time, the estimated City-owned section is now approximately 1.5km. Discussions between City staff and Federal and Provincial partners in 2004 and 2006 did not resolve the ownership and responsibility concerns.

Western Beaches Breakwaters Action Plan

City staff, in consultation with CreateTO and TRCA, have prepared the Western Beaches breakwaters action plan to address the short- and long-term needs of the breakwaters. This work will provide updated information to guide discussions with Federal and Provincial partners related to ownership, responsibilities and investments.

The action plan for the Western Beaches breakwaters includes:

- 1. Ownership and responsibilities review – to be supported by Legal Services staff and inform discussions with other governments to confirm ownership and maintenance responsibilities, secure funding and mobilize action;
- 2. Condition assessment update – breakwaters were last assessed in 2017 by Riggs Engineering (retained by TRCA); a condition assessment update will be completed in Summer 2025 by TRCA as part of the Western Beaches Public Realm study. The update will analyze underwater and above water imaging of breakwater structures and comment on conditions and changes since 2017;
- 3. Identification of priorities – based on updated condition information, the project team will assess and comment on potential risk areas and identify priority sites for rehabilitation. This will include identification of critical failure risks and need for action;
- 4. Actioning urgent priority sites - if, during the TRCA conditions assessment update, sites are identified at risk of imminent failure, City staff will work with

TRCA to respond with immediate action required in 2025. Funding will be utilized from existing budgets. If additional funding is required, a request to Council will be accelerated;

- 5. Rehabilitation options - short- and long-term options to address conditions will be identified. This will include consideration of water quality impacts and be informed by input from the Western Beaches Public Realm study, including public and stakeholder consultation feedback;
- 6. Preliminary cost estimates – order of magnitude costing will be completed for short- and long-term repair options. This will identify investments required for different breakwater remediation categories to inform inter-governmental discussions; and,
- 7. Recommendations for implementation – City staff, in consultation with CreateTO and TRCA, will identify next steps for implementation, including roles and responsibilities of other governments, as well as phasing, resourcing and related cash flow requirements.

A progress report will be provided to City Council in Q3 2025 with an update on the action plan implementation, including preliminary findings, recommendations and future year budget requirements.

Broader Dock Walls and Breakwaters Rehabilitation Needs

In parallel with work on the Western Beaches breakwaters, City staff from the Waterfront Secretariat, Parks and Recreation, CREM and Legal Services are working with CreateTO, Waterfront Toronto and PortsToronto to advance work needed on dock walls and breakwaters across the Central Waterfront and Western Beaches, including in the Port Lands. There are approximately 23 kms of dock walls across the Central Waterfront, Port Lands and Western Beaches. **Attachment 3** includes preliminary mapping of dock walls and breakwaters in the Central Waterfront. These assets are critical to our waterfront. In addition to what's shown on the maps and noted above, there are approximately 8.7 kms of dock walls across the Toronto Islands, and approximately 20 kms of dock walls across the Scarborough and Etobicoke Waterfront.

Most of the dock walls are between 70 and 112 years old. It is estimated that approximately 70-75% of the dock walls are owned by the City of Toronto and the City of Toronto Economic Development Corporation (carrying on business as Toronto Port Lands Company (TPLC)), a wholly corporation of the City managed by CreateTO. More than 70% have not had major repairs since original construction. The scale of dock wall work needed across the waterfront requires a coordinated strategy to determine priorities and identify funding opportunities, with input from all levels of government.

To advance the dock walls work, City staff recommend that CreateTO act as a coordinating body on behalf of the City to manage these assets. This recommendation extends to the dock walls in the Central Waterfront and the Western Beaches. CreateTO already manages most of the dock walls in the Port Lands. The experience that CreateTO has with dock wall management and capital delivery is critical to advance City interests on this matter and will advance the dock wall work with consistent leadership and a consistent approach to capital planning and state of good repair (SOGR) work.

City staff, working with CreateTO and Waterfront Toronto, will report to City Council by the end of Q1 2026 with an update on an overall work program for dock wall management and rehabilitation.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning, Acting General Manager, Parks and Recreation, and Executive Director, Corporate Real Estate Management, recommend that:

Western Beaches Breakwaters Action Plan

1. City Council direct the Chief Planner and Executive Director, City Planning, Acting General Manager, Parks and Recreation, and Executive Director, Corporate Real Estate Management to work with CreateTO and TRCA to implement the Western Beaches breakwaters action plan as outlined in this report, including consultation with Waterfront Toronto and PortsToronto.
2. City Council direct the Chief Planner and Executive Director, City Planning, Acting General Manager, Parks and Recreation, and Executive Director, Corporate Real Estate Management to work with CreateTO and TRCA to report back to the Executive Committee in Q3, 2025, on the status of the Western Beaches breakwaters action plan, including funding requirements.
3. City Council request the federal government enter into discussions with the City Manager on the Western Beaches breakwaters and related issues described in this report, including but not limited to their ownership, rehabilitation funding and coordinated investment.

Broader Issue of Dock Walls and Breakwaters

4. City Council request that the Board of Directors of CreateTO to direct the Chief Executive Officer of CreateTO to act as the executive lead to coordinate the management of City-owned dock walls.
5. City Council direct the Chief Planner and Executive Director, City Planning, Acting General Manager, Parks and Recreation, and Executive Director, Corporate Real Estate Management to work with CreateTO on a report to the Executive Committee by the end of Q1 2026 with a work program, including project resource requirements, to address the dock wall needs on Toronto's waterfront, and to ensure appropriate consultation with TRCA, Waterfront Toronto and PortsToronto.

FINANCIAL IMPACT

There are no immediate financial impacts resulting from the recommendations included in this report. The resources required to advance the action plan in 2025 are included in Waterfront Revitalization Initiative's 2025-2034 Capital Budget and Plan.

Staff will assess the need for any additional funding requirements and present them to City Council for consideration through future budget processes, once the preferred rehabilitation approach and resourcing needs are confirmed and costed. This will be informed by inter-governmental ownership, responsibility and investment discussions.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

DECISION HISTORY

2025 Western Beaches Public Realm Update

On May 25, 2022 staff reported to the Infrastructure and Environment Committee of Toronto City Council that staff intend to update the Western Waterfront Master Plan (2009) in response to changing realities and current priorities that have emerged in the last 15 years (see item 2022.IE30.15).

On December 2, 2021, the Infrastructure and Environment Committee requested that City staff prepare a status update report on progress of the Western Waterfront Master Plan (2009) and an indication of when and how the Plan will next be updated.

[Agenda Item History - 2021.IE26.20 \(toronto.ca\)](#)

2009 Western Waterfront Master Plan

On August 5, 2009, City Council adopted the Western Waterfront Master Plan.

[Agenda Item History - 2009.EX33.20 \(toronto.ca\)](#)

2006 Western Beaches Breakwall ownership staff report

In April 2006, City staff provided a report to City Council on the ownership, usage and condition of the Western Beaches Breakwall. The 2006 report detailed the evolution of the Western Beaches including the construction of the breakwalls by the federal government and the resulting uncertainty regarding long-term ownership and responsibility for same given the subsequent demarcation of the boundaries of Provincial and Federal ownership of Lake Ontario.

COMMENTS

This report focuses on the Western Beaches breakwaters due to critical conditions that require immediate attention. Dock walls in the area are also in need of repair but will be dealt with in a separate report to Council, targeted for Q1 2026, on the required work to address the broad range of dock walls across the Central Waterfront and Western Beaches, including dock walls in the Port Lands.

Western Beaches Breakwaters History

The Western Beaches breakwaters were originally constructed by the Federal government and its agencies in the 1920's as contemplated in the Toronto Harbour Commission's 1912 Toronto Waterfront Plan. They were constructed using stone-filled timber crib foundations with timber piles driven into the lake bed and a concrete parapet cap constructed on top. The breakwaters were originally engineered to have a 60-year lifespan and have lasted well beyond that projected lifespan. There are nine (9) breakwater structures in total. The breakwaters are sometimes referred to as breakwalls. Breakwaters sit in water lots, away from the edge of the land and act as a buffer against waves, currents and storm surges to protect natural and humanmade shorelines. Breakwaters are installed parallel to the shore to minimize erosion.

The protected area between the shoreline and the existing breakwaters are used by recreational enthusiasts for dragon boating, rowing, canoeing, kayaking, seasonal mooring of boats, youth sailboat and rowing training and other water sports such as paddle boarding and swimming. Gaps between the breakwaters provide water circulation and access to Lake Ontario.

Due to the age of the breakwaters, the current structural condition is poor/very poor and continues to deteriorate. Historically the City has made emergency spot repairs to the breakwaters in response to critical situations. In the early 1990s, a portion of the breakwater opposite Marilyn Bell Park was collapsing into the lake and was repaired by the City Public Works division at that time. In 2006, a large portion of the breakwater opposite the Boulevard Club fell into the lake and was again replaced through emergency City repairs with TRCA support. In Spring 2011, the cap on the deflector arm at the gap near Ontario Place fell into Lake Ontario and remains in the lake.

In 2005 and 2006, the City, TRCA and Waterfront Toronto (formally Toronto Waterfront Revitalization Corporation) worked together to complete a full replacement of 600m of breakwaters across from Marilyn Bell Park in order to create a new Western Beaches Watercourse Facility. The breakwater improvements supported the creation of a flat-water training and competition facility. The work was completed to support the 2006 International Dragon Boat Federation (IDBF) World Championships. This improved segment was funded through waterfront revitalization and is still in good condition. Construction of the dragon boat course (watercourse) was completed on time and on budget at a cost of \$23 million. The success of the IDBF Club Crew World Championships resulted in an estimated \$24.2 million of new economic activity.

Other than the 600 m section that was fully replaced in 2006, the breakwaters are continuing to deteriorate and need significant investment.

Ownership

Ownership review and discussions with the other levels of government are required to address the deteriorating conditions and eliminate the risk of collapse or critical failure. This report requests that the federal government enter into discussions with the City Manager to address ownership and other related matters. The ownership issue is complex because the City's best available evidence is that the structures were built by the Federal government and its agencies within what is now widely understood to be

Provincially owned portions of Lake Ontario without the express permission of the Province. Since the boundaries of Federally and Provincially owned portions of Toronto's waterfront were not formally settled into the 1960s, it is possible that the Federal government assumed they owned this portion of the lake and therefore did not require permission from the Province. Regardless of how this bifurcation came to being, City staff are not aware of any universal or site-specific agreement or understanding between the Provincial and Federal governments on how to regularize ownership and responsibility for this type of asset. Moreover, common law concepts typically used to assign property rights and obligations are not always applicable to or recognized by the Crown.

The ownership and the responsibility for maintaining the breakwaters on Crown Land was the subject of a confidential report by the City Solicitor at the March 2004 Council meeting. (Clause 20(t) in Works Committee Report 2). Following the 2004 report, a 2006 staff report was provided to Council that reiterated the best available ownership information. The 2006 staff report identified that approximately 1.7 kms of the breakwater structures (referred to therein as breakwalls), extending west from Ontario Place to a point opposite the Toronto Sailing and Canoe Club, were owned by and were the responsibility of the City of Toronto. Due to changes in ownership and responsibility with respect to certain areas since that time, the estimated City-owned section is now approximately 1.5km.

Discussions between City staff and Federal and Provincial partners in 2004 and 2006 did not resolve the ownership and responsibility concerns. This report recommends that intergovernmental discussions on funding and cost-sharing resume given that there are existing funding programs related to similar infrastructure, as well as interest in tri-government waterfront revitalization.

Conditions Assessment

In 2017, TRCA contracted a detailed engineering condition assessment of the breakwaters. The work was completed by Riggs Engineering and found that the existing breakwaters had heavy to moderate deterioration with danger of collapse in several locations. The general condition is a serious concern. Should the breakwall collapse altogether, aquatic facility users and land-based recreationists would be negatively impacted, significantly reducing and limiting many of these activities. Water quality in the area would also be further impacted by a breakwater collapse and could result in restrictions at beaches and for marine activities. In addition, a collapse could have financial and economic impacts to Toronto and the Province due to impacts on local activities and events during peak seasons (e.g., competitions, training programs and marine courses).

The 2017 Riggs report identified that the risk profile of structural failure will continue to increase if deficiencies are not addressed. Despite some investments by the City to address emergency conditions, the breakwaters have had limited maintenance. Recommendations for repairs identified in the 2017 Riggs report have not advanced due to concerns about the cost of rehabilitation, questions about ownership and responsibility of other governments, and investigations regarding water quality and the effects of the breakwaters.

As part of the action plan proposed in this staff report, TRCA will be completing an update to the 2017 condition assessment to inform next steps for rehabilitation and investment. This is being done as part of the Western Beaches Public Realm study.

Western Waterfront Master Plan (2009) and Western Beaches Public Realm Update (2025)

The Western Waterfront Master Plan was approved by City Council in 2009 and was developed to provide a vision for the Western Waterfront, and to guide future decisions related to improvements to the public realm over the next few decades. Some of the initiatives that were proposed in the WWMP include: north-south pedestrian and cyclist crossings; enhancements to the Martin Goodman Trail; expanded beaches with improved water quality; and more opportunities for water-based recreation. Some of the larger initiatives proposed in the Western Waterfront Master Plan included the alignment of light-rail transit, with the Waterfront Transit Network Plan that was adopted by Council.

Since the 2009 Western Waterfront Master Plan, there have been emerging issues and priorities related to climate change, shoreline erosion and concerns regarding the aging breakwater. There is also increased awareness of the historical and cultural significance of the mouth of the Humber River that was not fully considered with the 2009 Western Waterfront Master Plan. An update of the 2009 plan is now underway where a city staff team and consultants are reviewing the public realm, connections and public access to the waterfront, the Indigenous cultural significance of the area, and also working with TRCA towards how to address the aging breakwater, shoreline erosion, and water quality.

Broader Dock Walls and Breakwaters Rehabilitation Needs

The Central Waterfront and Western Beaches areas stretch from the Port Lands in the east to the Humber River in the west and are characterized by approximately 23 km of strategically constructed dock walls and 5.4 km of breakwaters that delineate and protect Toronto's shoreline. These structures are critically important to our waterfront. They support public and private properties, as well as roads, public parks, pathways, and infrastructure. Dock walls and breakwaters protect and secure our shoreline. They provide mooring and dock access for recreational and business marine activities, support public waterfront connections and enable a wide range of inner harbour uses. These dock walls and breakwaters are shown on preliminary maps in **Attachments 2 and 3**. All mapping is draft and requires further investigation prior to confirmation, particularly for ownership information.

In addition to above, there are approximately 8.7 kms of dock walls across the Toronto Islands, and approximately 20 kms of dock walls across the Scarborough and Etobicoke Waterfront.

Most of these assets are between 70 and 112 years old. More than 70% of the dock walls and breakwaters are beyond a reasonable state of good repair. Most are in very poor condition and some are facing risk of failure. These structures were originally

designed with a 50-100 year lifespan. They have protected Toronto's waterfront well but need significant investment. Without repair, the city faces risks of shoreline erosion with significant impacts to land use, marine activities, waterfront access, marine habitat, water quality and public safety.

It is estimated that approximately 70-75% of the dock walls and 40% of the breakwaters are owned by the City of Toronto and the City of Toronto Economic Development Corporation (carrying on business as Toronto Port Lands Company), a wholly corporation of the City managed by CreateTO. This includes the majority of the dock walls that support mooring, port operations and adjacent land uses in the Port Lands. Divisional responsibility for the City-owned dock walls is distributed primarily between Parks and Recreation, CREM and CreateTO. Toronto Water and Transportation Services also manage some of the City's dock wall assets.

Outside of the 70-75% of dock walls that have been preliminarily identified as (directly or indirectly) City-owned, there are other relevant dock wall owners on the waterfront. PortsToronto owns approximately 21% of the dock walls. PortsToronto has an annual management program that addresses the SOGR needs of their assets. In addition to PortsToronto, approximately 4% of the dock walls and 60% of the breakwaters have "unconfirmed" ownership that may be affected by historic Federal or Provincial property laws and arrangements. Work is required to confirm ownership and responsibility of these assets in consultation with the Federal and Provincial governments. It is possible that some of these dock walls and breakwaters – in particular where they abut City property – could end up as City responsibilities pending due diligence and inter-governmental discussions.

Less than 5% of dock walls across the waterfront are privately-owned. Preliminary mapping of dock walls and breakwaters ownership is included in **Attachments 2 and 3**. All ownership information needs to be reviewed prior to confirming the information shown in preliminary mapping.

To date, for City-owned dock walls, a project-by-project approach has been taken to manage these assets, involving a wide variety of City divisions and project partners. Repairs or rehabilitation have occurred primarily in locations of critical failure or where waterfront revitalization projects have enabled or required dock wall improvements (e.g. Sugar Beach, East Bayfront Promenade, Portland Slip and Malting Silos, Quayside Parliament Slip).

The updated Marine Use Strategy (2020) – a strategic planning document created with staff input from the City, Waterfront Toronto, PortsToronto, Harbourfront Centre, Toronto and Region Conservation Authority (TRCA) and CreateTO, has identified the need for a coordinated dock wall and breakwater management program. Dock walls are a critical interest of the Marine Coordination Committee, including discussions on opportunities for coordinated strategic planning and investment. The scale of dock wall work needed across the waterfront is significant and requires input from all levels of government.

To improve the management of City-owned dock walls and breakwaters City staff have identified the need for a single coordinating body to progress the work on the City's

behalf. Current efforts are co-led by City Planning (Waterfront Secretariat), Parks and Recreation, CREM and CreateTO, with support from Legal Services. This stratified approach presents challenges to consistent dock wall and breakwater management. There is a need to identify a single lead team capable of providing ongoing oversight, consistent leadership and a coordinated approach to capital planning and SOGR work.

CreateTO already manages most of the dock walls in the Port Lands. Leveraging the experience that CreateTO has with dock wall management and capital delivery is critical to advance City interests on these assets. Based on discussions with CreateTO, City staff recommend that CreateTO act as a coordinating body to lead dock wall management in the Central Waterfront and Western Beaches. CreateTO would manage the project team with staff support from the Waterfront Secretariat, Parks and Recreation and CREM. Legal Services would continue to provide support for reviews of ownership information and lease agreements. This recommendation extends to all dock walls in the Western Beaches and Central Waterfront that have been identified under (directly or indirectly) City ownership through preliminary investigations and would apply to any dock walls that are confirmed at a future date as City assets either through ongoing ownership reviews or negotiations with other asset owners (including Federal and Provincial governments). In addition, this work will consider the work plan needed to address dock walls on the Toronto Islands and across the Scarborough and Etobicoke waterfronts. Future reporting will include recommendations for coordinated management of all these assets.

To avoid disruption/delay to the condition assessment of Western Beaches breakwaters currently underway, this work will continue advance under City staff leadership, with technical advice and support from CreateTO. City staff will provide considerations and recommendations for implementation options for the Western Beaches breakwaters as part of the 2025 action plan.

Recent Progress on Dock Wall Work

Over the last two decades, various waterfront revitalization projects have included improvements to some City and CreateTO owned dock walls in the central waterfront. Investments at the Portland Slip, East Bayfront, Jarvis Slip, the Western Channel and the Ship Channel / Turning Basin have all resulted in long term asset improvements. With the recent opening of Leslie Lookout Park, the City has acquired ownership and assumed associated maintenance obligations for the associated dock wall supporting the new park space at the eastern end of the Ship Channel within the Port Lands. City staff are currently working with Waterfront Toronto, CreateTO and PortsToronto on acquiring other dock walls in the Ports Lands in connection with the Port Lands Flood Protection Project.

Over the past 3 years, CreateTO has (i) completed a comprehensive condition assessment program of the approximately 9 kilometres of TPLC dock walls in the Port Lands, (ii) delivered substantial and urgent rehabilitation to critical sections of dock wall identified through the assessment and (iii) is currently working with the City to identify potential funding models for future maintenance and repair work. CreateTO has also recently created a vendor of record roster to support the Port Lands dock walls

rehabilitation planning/program. Recommendations coming out of this work will be included in the staff report to Council in 2026 Q1.

In addition to the work noted above, current rehabilitation projects are in progress for the dock walls at the Parliament Slip (being led by Waterfront Toronto with support from City Staff in City Planning, Parks and Recreation and ECS, as part of the Quayside Water's Edge Promenade improvements) and at the Billy Bishop Toronto City Airport (BBTCA) ferry terminal slip (being led by PortsToronto in coordination with City staff from CREM and City Planning).

Next Steps for Broader Dock Wall and Breakwater Work

City staff in the Waterfront Secretariat, Parks and Recreation, CREM and Legal Services continue to work with CreateTO, TRCA, Waterfront Toronto and PortsToronto to confirm ownership information of various dock wall segments along the waterfront, update draft asset mapping, and identify multi-year asset management and investment programs needed to rehabilitate and maintain these critical assets.

As part of this work, ownership information needs to be confirmed and cross-referenced with any rights or responsibilities arising out of related legal agreements such as leases and easements. To date, this effort has been led by CREM and Waterfront Secretariat with support from City Legal Services. The extent of ownership reviews is significant and may require external consultant support. Further investigation into staff needs is being considered.

Parks and Recreation staff have identified that there are additional dock walls that they manage outside of the Central Waterfront (particularly on the Toronto Islands, western and eastern waterfronts). A coordinated approach to dock wall management needs to consider the complete set of City dock walls and breakwaters.

Ongoing coordination is required with Corporate Asset Management to help support the dock wall asset management program to identify critical infrastructure needs. The next iteration of the Corporate AMP (in 2030) could be utilized to coordinate findings of staff analysis/prioritization studies over the next 5 years.

The range of efforts underway on dock walls and breakwaters reinforces the recommendation that CreateTO be directed to lead the dock walls work as a single coordinating body to ensure consistency in SOGR approaches, capital planning and waterfront coordination.

City staff from the Waterfront Secretariat, CREM, P&R and Legal Services will work with CreateTO staff to prepare a staff report for Council consideration by the end of Q1 2026 that:

- Identifies next steps for determining the ownership and verification effort required to confirm the extent of City-owned assets;
- Outlines the City's responsibilities for maintenance and rehabilitation of City dock walls and breakwaters;
- Provides up-to-date mapping of dock wall and breakwater assets (this would focus on the confirmation of preliminary mapping found in Attachments 2 and 3);

- Outlines a strategy/approach for the assessment and prioritization of rehabilitation work (based on input from previous studies and consultation with Waterfront Toronto and PortsToronto);
- Identifies budget needs to appropriately resource the work, retain consultants and complete assessments;
- Identifies opportunities to secure Federal and Provincial funding;
- Identifies opportunities to cost share the burden of maintaining this infrastructure with marine tenants and port-related businesses that are reliant on dock wall access;
- Identifies future studies required to determine the range of suitable repair methodologies that could be explored for various rehabilitation projects;
- Recommends leadership roles, responsibilities and resources for the ongoing management of dock walls and breakwaters; and,
- Recommends an approach to public and stakeholder consultation and communications regarding dock walls and breakwaters priorities across the waterfront.

CreateTO and City staff will advance this work in consultation with partners at Waterfront Toronto and TRCA. PortsToronto and Harbourfront Centre will also be engaged to support the work through the Marine Coordination Committee.

Conclusion

The Western Beaches breakwaters require immediate attention to reduce the risk of critical failure. Updated information is required on the conditions of the breakwaters to inform discussions with the Federal and Provincial governments for funding and investment. The Chief Planner and Executive Director, City Planning, Acting General Manager, Parks and Recreation, and Executive Director, Corporate Real Estate Management, will work together to advance this work in consultation with CreateTO, TRCA, Waterfront Toronto and PortsToronto, and report back to Council in Q3 2025.

Further work is required on the broader dock wall issues across the Central Waterfront and Port Lands, Western Beaches, Toronto Islands, Scarborough and Etobicoke. It is recommended that CreateTO lead this effort with support from City staff, Waterfront Toronto, TRCA and PortsToronto. A report to Council will be provided by the end of Q1 2026 with a work program and recommendations to inform short- and long-term capital planning and next steps.

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ATTACHMENTS

Attachment 1: Photographs of Western Beaches Breakwaters

Attachment 2: Preliminary mapping of Western Beaches dock walls and breakwaters ownership and conditions

Attachment 3: Preliminary mapping of Central Waterfront dock walls and breakwaters ownership and conditions