

Stakeholder Input Summary Report

To Inform the Toronto Personal Watercraft Safety Plan

March 2026

Nadia Galati, Senior Public Consultation Coordinator, Community Engagement

Daniel Fusca, Manager, Community Engagement Unit

Tasha Romeyn, Public Consultation Coordinator, Community Engagement



VISION

WHO?

NEXT STEPS

WHY?



Table of Contents

Stakeholder Input Summary Report	1
1.0 Executive Summary	5
1.1 Overview	5
1.2 Engagement Activities	5
1.2.1 Public ThoughtExchange Survey	5
1.2.2 Stakeholder Forum	6
1.2.3. Closing the Loop Virtual Meeting.....	6
1.3 Key Themes from Engagement	7
1.3.1 Enforcement of Existing Rules	7
1.3.2 Regulatory Clarity and Permitting Pathways	7
1.3.3 Education and Public Awareness.....	8
1.3.4 Exclusion Zones Near Beaches	8
1.4 Overall Observations	8
2.0 Planning Process	10
3.0 Thought Exchange Survey Results	12
3.1 Structured Survey Question Results	12
3.2 ThoughtExchange Open-Ended Question Results	14
3.3 ThoughtExchange: Exclusion Zones	17
4.0 Stakeholder Forum	18
4.1 Council Direction	19
4.2 Regulatory Framework	20
4.3 Objectives	22
4.4 Guiding Principles	23
4.5 Table Discussions: Proposed Actions	24
Proposed Action 1: Enforcement & Compliance	24
Proposed Action 2: PWC Public Education & Safety Campaign	27
Proposed Action 3: Exclusion Zones & Restrictions.....	31
5.0 Closing the Loop Meeting	34

5.1 Summary of Event	34
6.0 Exclusion Zones	36
6.1 Key Exclusion Zone Themes Across Engagement Activities	36
6.2 Beach-by-beach Feedback	40
6.2.1 Bluffer’s Park Beach.....	40
6.2.2 Hanlan’s Point Beach.....	41
6.2.3 Humber Bay Park West and East & Humber Bay Shores.....	43
6.2.4 Marie Curtis Park.....	44
6.2.5 Woodbine Beach.....	45
6.3 Stakeholder Forum: Exclusion Zone Prioritization Activity	47
APPENDIX A: Participant Worksheets	49
APPENDIX B: Stakeholder Forum Beach Exclusion Zone Prioritization Activity - Sticky Note Comments	61
APPENDIX C: Stakeholder Forum Participants	64

DRAFT

1.0 Executive Summary

1.1 Overview

The City of Toronto developed a Personal Watercraft (PWC) Safety Plan in response to direction from City Council to address safety concerns related to personal watercraft activity along Toronto's waterfront in advance of the 2026 summer season.

The initiative focuses on improving safety in areas where motorized watercraft operate near swimmers, paddlers, and other recreational users, particularly around City beaches and waterfront parks. The Plan is focused on PWCs due to the increased numbers of unpermitted PWC rentals in City beaches and waterfront parks in recent years, but some of the actions will impact other motorized watercraft.

To inform development of the Safety Plan, the City conducted a structured engagement process designed to gather input from waterfront users, stakeholders, and regulatory partners. This process included:

- A public ThoughtExchange survey conducted in February 2026
- A full-day Stakeholder Forum held on February 28, 2026
- A 2-hour Stakeholder "Closing the Loop" session on March 16, 2026.
- Ongoing discussions with regulatory and enforcement partners

Together, these engagement activities helped identify key safety concerns, operational realities, and potential actions that could improve safety along Toronto's waterfront.

1.2 Engagement Activities

1.2.1 Public ThoughtExchange Survey

The ThoughtExchange survey gathered broad input from waterfront users, residents, and stakeholders. Survey participation included:

- 1,103 participants

- 1,249 individual thoughts submitted
- 20,794 ratings of participant ideas

Participants represented a wide range of waterfront perspectives, including:

- Beach and waterfront park users
- Near-shore and open-water swimmers
- Sailboat users
- Paddlers and non-motorized craft users
- Motorized vessel operators
- Community organizations
- Personal watercraft users and rental operators

1.2.2 Stakeholder Forum

On February 28, 2026, the City convened a full-day Stakeholder Forum bringing together 23 representatives from waterfront organizations, marine operators, recreational user groups, enforcement agencies, and City staff.

The forum was designed to:

- Review the regulatory framework governing personal watercraft activity
- Present findings from the public ThoughtExchange survey
- Discuss potential actions to improve safety
- Identify implementation challenges and operational considerations
- Surface areas of alignment and disagreement among stakeholders

Participants engaged in facilitated discussions and breakout sessions, providing feedback on draft actions related to:

- Enforcement and compliance
- Public education and safety awareness
- Exclusion zones and spatial restrictions

1.2.3. Closing the Loop Virtual Meeting

On March 16, 2026, the City hosted a public virtual Closing the Loop session via Webex, bringing together 67 participants including waterfront stakeholders, community members, enforcement agency representatives, and City staff.

The session was designed to:

- Report back on findings from the public survey and Stakeholder Forum
- Present emerging directions for the Plan for the 2026 season
- Receive questions and share clarifications before the plan proceeds to Council
- Provide an opportunity for stakeholders to share reactions and remain informed as the work progresses

When asked in two check-in polls whether the summaries of earlier engagement phases resonated, participants generally indicated alignment, with some suggesting areas for additional refinement.

During the Q&A, participants raised questions and comments related to:

- Enforcement approaches on land and on the water, including jurisdiction, staffing, and penalties for illegal operators
- The need for a legal, regulated PWC rental option as a complement to enforcement
- Exclusion zones, including site-specific considerations for Woodbine Beach, Humber Bay, and Bluffer's Park
- Training, education, and best practices for rental operators and renters

1.3 Key Themes from Engagement

Across engagement activities, several consistent themes emerged regarding personal watercraft safety along Toronto's waterfront.

1.3.1 Enforcement of Existing Rules

Participants widely identified enforcement of existing navigation and safety rules as the most important factor in improving safety outcomes. Issues raised included inconsistent compliance with shoreline speed limits, PWCs operating too close to swimmers and non-motorized craft, and requests for greater enforcement capacity along the waterfront. Participants emphasized that visible and sustained enforcement is important for improving compliance and public confidence in waterfront safety measures.

1.3.2 Regulatory Clarity and Permitting Pathways

Some stakeholders also raised the absence of a clear legal pathway for compliant commercial PWC rental operations as a broader implementation issue. Participants noted that the lack of a formal permitting on City property or regulatory framework may make it harder to distinguish compliant operators from illegal activity, limit accountability, and complicate enforcement. Several participants suggested that a clearer permitting

pathway for responsible operators could support safety objectives by clarifying expectations and strengthening the City's ability to focus enforcement on non-compliant operations, subject to jurisdictional and legal constraints.

1.3.3 Education and Public Awareness

Participants also identified education and communication as important tools for improving safety and supporting voluntary compliance. Suggested approaches included clearer communication of shoreline speed limits and navigation rules, education for first-time or visiting operators unfamiliar with local regulations, signage at launch points, beaches, marine mechanics, and marinas, and public information campaigns distributed through digital platforms and marine retailers. Education initiatives were generally viewed as most effective when combined with enforcement.

1.3.4 Exclusion Zones Near Beaches

Participants discussed the potential role of spatial safety measures, including Motorized Watercraft Exclusion Zones near high use beaches. Across engagement activities, participants noted that nearshore swimmer protection is an important safety objective and that any exclusion zones should be site specific, proportionate, clearly marked, and well communicated. Participants also emphasized that enforcement and jurisdictional coordination would be necessary, and that exclusion zones should complement existing navigation rules rather than replace them. Suggestions were also received encouraging consideration of the Outer Harbour, Cherry Beach and Peter Street Basin as potential locations for exclusion zones.

1.4 Overall Observations

Feedback gathered through the engagement process highlights strong interest in improving waterfront safety while maintaining responsible access to the waterfront for a wide range of users. Across engagement activities, participants generally supported:

- Strengthening enforcement of existing navigation rules
- Improving education and public awareness
- Considering targeted spatial safety measures near high-use swimming areas
- Clarifying regulatory roles and responsibilities

Participants also emphasized that any safety measures should be:

- Legally sound
- Clearly communicated
- Operationally feasible
- Fair to different waterfront user groups

The insights summarized in this report informed the development of the Personal Watercraft Safety Plan and recommendations that City staff have brought forward to City Council.

DRAFT

2.0 Planning Process

The PWC Safety Plan was informed through a structured, multi-phase engagement process designed to gather input from a broad range of waterfront users, stakeholders, and regulatory partners. The process combined public participation, stakeholder dialogue, and technical expertise to ensure potential actions reflect community perspectives as well as regulatory and operational realities.

The engagement approach was intentionally designed so insights gathered in early stages could inform later discussions. This layered process allows the City to test emerging ideas with different audiences, integrate operational and regulatory perspectives, and build a comprehensive understanding of safety challenges and potential solutions. By combining multiple forms of engagement across several phases, the process helps ensure the development of the Plan reflects both community input and the operational realities of managing safety along Toronto's waterfront.

The engagement process was organized in three phases:

Phase 1: Stakeholder Survey (February 12 to 23, 2026)

The first phase of engagement focused on understanding how waterfront users and residents experience personal watercraft activity and where safety concerns are most pronounced. To support this phase, the City launched a public ThoughtExchange survey in from February 12 to 23, 2026. The survey received 1,249 responses from residents, waterfront users, and other interested participants. Participants were invited to share perspectives on safety concerns along Toronto's waterfront, identify locations where issues may be occurring, and comment on potential approaches to improving safety. The survey helped identify recurring themes, highlight areas where concerns may be geographically concentrated, and surface early ideas about potential actions. Findings from the survey provided an initial evidence base that informed the design of the next phase of engagement.

Phase 2: Deliberative Stakeholder Forum (Saturday February 28, 2026)

The second phase of engagement focused on gathering input from organizations and stakeholders with direct experience operating, managing, or using Toronto's waterfront. On February 28, 2026, the City convened a Stakeholder Forum bringing together 23 representatives from waterfront organizations, marine operators, community groups, personal watercraft rental operators, recreational user groups, and enforcement agencies. The purpose of the session was to review the regulatory context governing personal watercraft activity, share early insights from the public survey, and obtain structured feedback on potential actions being considered as part of the PWC Safety Plan. Participants reviewed draft actions across three areas:

- Enforcement and compliance
- Education, awareness, and communications
- Exclusion zones and spatial restrictions

During the session, participants discussed the feasibility of draft actions, identified conditions required for success, and raised operational or jurisdictional considerations. Feedback was captured through facilitated breakout discussions, participant worksheets, and plenary dialogue. This phase provided an opportunity to test potential actions with stakeholders who have direct experience navigating waterfront conditions and regulatory frameworks.

Phase 3: Closing the Loop (March 16, 2026)

The third phase of engagement focused on synthesizing feedback and continuing dialogue with stakeholders and regulatory partners to refine potential actions. The City reviewed information gathered from the public ThoughtExchange survey, the Stakeholder Forum and ongoing discussions with agencies responsible for regulating and enforcing personal watercraft activity, including the Toronto Police Service Marine Unit, Toronto Port Authority, and Transport Canada. The purpose of the session was to share and validate public input received in previous stakeholder engagements, and provide an opportunity for stakeholders to share reactions to and ask questions about potential City actions. .

3.0 Thought Exchange Survey Results

This section outlines the results of the Thought Exchange survey ([link to interactive report](#)) findings of the Thought Exchange survey. A total of 1,103 participants took part in the survey, contributing 1,249 individual thoughts, which were collectively evaluated through 20,794 ratings by other participants.

Participants represented a range of waterfront perspectives, including beach and park users, sailboat users, non-motorized watercraft users (such as paddlers), motorized boat operators, community organizations, and a smaller number of PWC users and rental operators. Many respondents also identified affiliations with sailing clubs, rowing clubs, paddling groups, and waterfront community organizations.

Across the survey responses, several consistent themes emerged. Regulation, enforcement, and education-related approaches received the strongest levels of support, which indicates that many respondents believe improving compliance with existing rules and strengthening oversight would be the most effective ways to improve safety.

3.1 Structured Survey Question Results

Participant roles

Participants were asked to identify the type of waterfront use/perspective the survey. Participants could select more than one role.

Participant Role	Percentage of Respondents
Beach / waterfront park users	60%
Sailboat users	43%
Non-motorized pleasure craft users (kayak, canoe, paddleboard)	43%
Community / organizational representatives	17%

Power-driven vessel operators	16%
Personal watercraft (PWC) users	8%
PWC rental operators	3%
Non-motorized craft rental operators	2%

Many participants selected more than one category, reflecting that waterfront users often engage in multiple activities.

Concerns about the waterfront

Participants were asked to identify waterfront areas where they are most concerned about PWC safety.

Waterfront Location	Percentage of Respondents
Toronto Islands	45%
Woodbine Beach	41%
Cherry / Clarke Beach	37%
Ward's Island Beach	29%
Hanlan's Point Beach	28%
Humber Bay Park West	26%
Eastern Waterfront Areas	26%
Kew-Balmy Beach	25%

Responses suggest that concerns are distributed across many parts of Toronto's waterfront, though several locations were mentioned more frequently.

Primary issues related to PWC use

Participants identified several issues with PWC activity on Toronto's waterfront.

Issue Identified	Percentage of Respondents
Riders unfamiliar with or not following navigation rules and speed limits	87%
PWCs travelling too close to swimmers or non-motorized craft / entering restricted areas	84%
Noise impacts affecting enjoyment of other waterfront users	62%
PWCs illegally rented or stored on public beaches	43%
Do not perceive safety issues related to PWCs	13%

Overall, the responses suggest that many participants believe compliance with existing rules and interactions between PWCs and other waterfront users are the primary safety concerns.

Approaches to improve PWC safety

Participants were also asked which types of approaches could improve personal watercraft safety on the waterfront.

Potential Approach	Percentage of Respondents
Increased enforcement of existing rules	84%
Limit where or when PWCs may operate	75%
Improved training or licensing requirements	65%
Clearer rules or guidance for navigation and behaviour	56%
Public education and information initiatives	44%
Allow regulated PWC rental operations at beaches and waterfront parks	26%

Overall, the results suggest that respondents see a combination of regulatory clarity, enforcement, training, and education as key elements in improving safety outcomes on Toronto's waterfront.

3.2 ThoughtExchange Open-Ended Question Results

In addition to structured survey questions, participants were asked an open-ended ThoughtExchange question:

“From your perspective, what is the most important issue that needs to be addressed to improve the safe and responsible use of personal watercraft along Toronto’s waterfront?”

Participants were invited to submit short responses called “thoughts”, with each thought representing a single idea. These thoughts were then rated by other participants to identify areas of broad agreement or disagreement. A total of 1,249 individual thoughts were submitted by 1,103 participants, and these were collectively evaluated through 20,794 ratings. The rating process allows participants to share their own perspectives and to assess the perspectives of others.

Top themes

The top themes ordered by relevance across responses to the open-ended question are enforcement, safety, and licensing and training.

Enforcement

Participants frequently identified enforcement as a key issue, noting that existing rules are often ignored due to limited monitoring and inconsistent penalties. Many respondents called for a stronger on-water presence and clearer consequences for violations to ensure compliance and improve safety.

Safety

Safety concerns were widely raised, particularly regarding interactions between PWCs and swimmers, paddlers, and other non-motorized users. Participants emphasized the need for measures that reduce the risk of collisions and unsafe behaviour, including clearer operating rules and improved operator awareness.

Licensing and Training

Many respondents highlighted the need for stronger licensing and training requirements for PWC operators. Participants felt that more rigorous education and certification would improve operator knowledge, increase accountability, and support safer use of the waterfront.

Highest rated thoughts

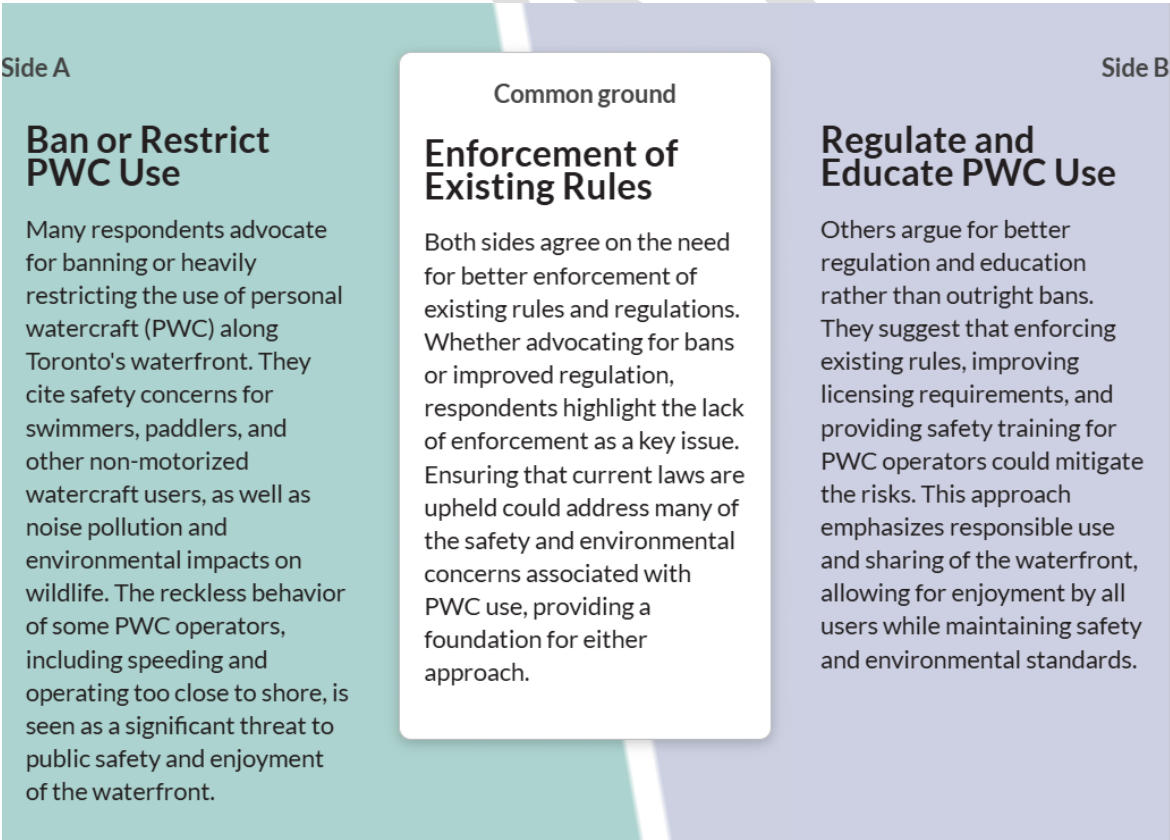
The responses highlight several key issues regarding the safe and responsible use of PWC along Toronto's waterfront. Predominantly, there is a call for stricter enforcement of existing regulations, including speed limits and licensing requirements, to ensure safety for all water users. Many respondents emphasize the need to crack down on illegal rental operators and ensure that PWC users are properly trained and licensed.

Designating specific areas for PWC use and separating them from non-motorized activities are suggested to minimize conflicts. Concerns about noise, environmental impact, and the safety of swimmers and wildlife are also prevalent.

Balancing PWC use and safety

The ThoughtExchange results illustrate two primary perspectives on managing PWC along Toronto’s waterfront. One group of participants supported banning or heavily restricting PWC use, citing safety risks to swimmers and paddlers, noise, and environmental impacts. Another group favored stronger regulation and education rather than outright bans, emphasizing clearer rules, improved licensing and training, and responsible sharing of the waterfront.

Across both perspectives, there was clear common ground around the need for stronger enforcement of existing rules. Participants widely agreed that inconsistent enforcement contributes to unsafe behaviour and conflicts on the water, and that improving enforcement would be a key step toward safer and more responsible PWC use.



3.3 ThoughtExchange: Exclusion Zones

A total of 1,249 Thoughts were shared through the ThoughtExchange process, 129 of which were tagged as relating to exclusion zones. Comments referred to a range of reasons behind their support for and suggestions on configuration of exclusion zones, including general buffers near beaches and public swim sites, distance-based setbacks from shore, or proposals for restrictions in specific geographic areas.

Many participants who referenced exclusion zones did so from a safety perspective for non-PWC users. Comments frequently (48) highlighted the risk of unsafe interactions between powered watercraft and swimmers, paddlers, and other waterfront users.

In addition to safety, some comments cited noise impacts (11) and environmental or wildlife protection (16) as reasons for establishing exclusion zones.

Participants also emphasized (26) that exclusion zones would need effective enforcement and clear communication to be successful. Respondents noted that without consistent enforcement, supported by education and signage, exclusion zones could risk being ignored.

Further details on comments related to Exclusion Zones from the survey can be found in **Section 6**.

4.0 Stakeholder Forum

On Saturday February 28, 2026, the City of Toronto convened a full-day Stakeholder Forum to inform the development of the PWC Safety Plan. The session brought together a diverse range of waterfront users and stakeholders as well as City staff.

The purpose of the forum was to:

- Clarify regulatory roles and responsibilities across jurisdictions
- Review Council direction and scope
- Present findings from the public survey (ThoughtExchange)
- Discuss draft objectives and guiding principles
- Examine proposed City-led actions
- Surface areas of alignment, disagreement, and concern
- Identify implementation challenges and trade-offs

The session was structured to allow for presentation, Q&A, facilitated table discussions, and plenary reporting. This report provides a summary of what was presented and what was heard. Full worksheet data will be included in **Appendix A**

4.1 Council Direction

The PWC Safety Plan is developed in response to direction from Toronto City Council to address motorized watercraft use along Toronto's waterfront before the 2026 summer season. Council directed staff to develop an integrated strategy that strengthens enforcement, reviews roles and licensing requirements, implements a public education campaign, and requests the establishment of Motorized Watercraft Exclusion Zones (MWEZs) at specified beaches. Council also directed staff to consult stakeholders and report back in advance of the 2026 summer season.

The Stakeholder Forum brought together a broad cross-section of waterfront users and regulatory partners to inform this work. Participants included:

- Commercial PWC rental operators
- Private PWC owners
- Representatives from paddling and rowing organizations
- Sailing clubs
- Swimming advocates
- Toronto Police Service Marine Unit
- Toronto Port Authority
- City staff from relevant divisions
- Project facilitation team members

Full list of workshop participants can be found in **Appendix C**.

The session was designed as a discussion forum. Participants were seated in mixed user groups to encourage cross-sector dialogue and to surface areas of agreement, concern, and unresolved items. At the outset of the session, the project team clarified how Council direction shaped both the purpose and limits of the discussion. Participants were advised that the forum was intended to:

- Refine and validate the safety problem definition
- Assess the feasibility and design of potential City actions
- Identify implementation realities, constraints, and enforcement challenges
- Explore trade-offs and unintended consequences

It was also clearly stated that the session was not intended to reconsider Council's direction to develop a Safety Plan, nor to undertake federal regulatory reform beyond municipal authority. The City does not have control over water-based regulation, and

commitments beyond municipal jurisdiction or available resources were outside the scope of the discussion.

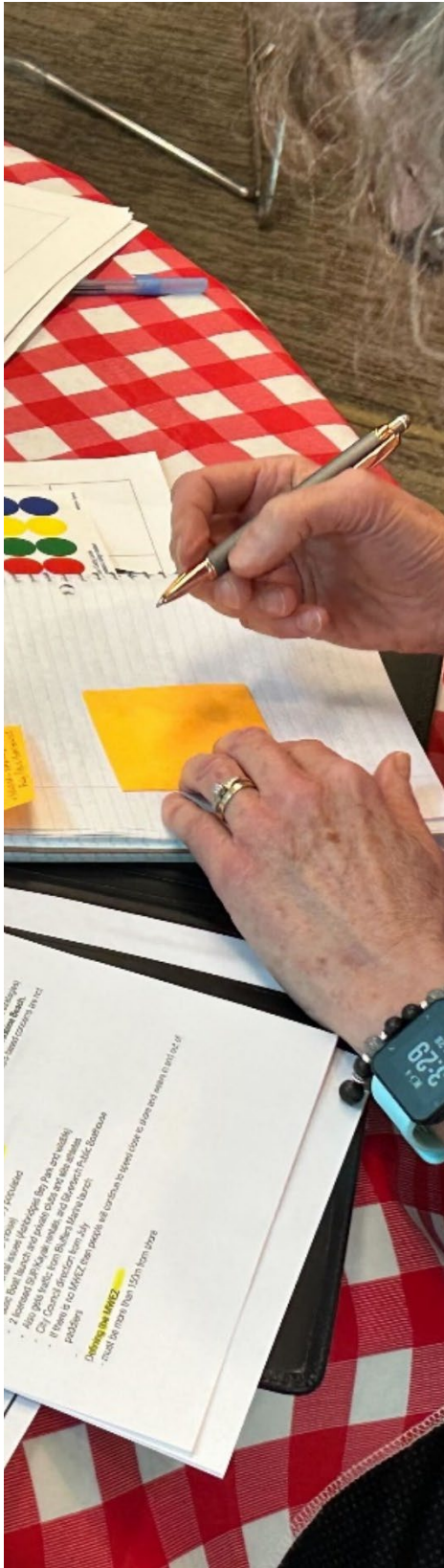
4.2 Regulatory Framework

The morning session included a presentation outlining the current regulatory framework governing PWC use along Toronto's waterfront. This overview clarified federal, municipal, and harbour-specific authorities, and the legal status of rental operations on City parkland.

Representatives from Toronto Police Service Marine Unit, Toronto Port Authority, and the City of Toronto's Municipal Licensing & Standards Division outlined:

- 150 metre shoreline speed restrictions of 5 knots (~9 to 10 km/h) across Toronto's waterfront (both Transport Canada and Toronto Port Authority jurisdictions)
- Jurisdictional boundaries along the waterfront
- Pleasure Craft Operator Card requirements
- Rental Boat Safety Checklist obligations
- City Park Bylaw (Chapter 608) governing business activity in parks
- Removal of the previous boat rental licensing category under Chapter 545
- Enforcement pathways (Part I and Part III offences).

The presentation generated significant discussion. Participants sought clarity not only on what the rules are, but how they are enforced in practice and where jurisdictional boundaries limit municipal action. Across the discussion, participants emphasized that regulatory clarity is essential to maintaining trust and ensuring fairness.



What Stakeholders had to say about Regulatory Context

Jurisdiction and Authority: Participants asked for clarification on the division of authority between federal and municipal governments, harbour versus open lake rules, and the respective roles of the City, Toronto Police Service Marine Unit, Toronto Port Authority, and Transport Canada. There was recognition that water-based regulation is largely federal, while land-based park use and permitting fall under municipal authority.

Legal Permitting Pathway: Participants noted the absence of a clear legal pathway for compliant commercial PWC rental operations, with implications for enforcement and accountability. Several indicated that without a formal permitting or regulatory framework, it is difficult to distinguish responsible operators from illegal activity, establish consistent expectations, and apply consequences in a way viewed as fair and effective. While the City did not advance a specific regulatory model through this engagement, forum discussions suggested that some stakeholders see a clearer permitting pathway for compliant operators as potentially supporting enforcement, traceability, and safety, subject to jurisdictional and legal constraints.

Speed Limits and Enforcement Capacity: Questions focused on shoreline speed limits (including the 150-metre rule), harbour speed restrictions, and the practical challenges of enforcement. Participants expressed concern about whether Marine Unit resources are sufficient across the waterfront.

Legal Status of Rental Operators: Participants sought clarity on whether any legal pathway exists for commercial PWC rentals from City parkland and how enforcement operates in the absence of a licensing framework. Some questioned whether enforcement without a legal operating model creates inequity.

Insurance and Accountability: Participants raised concerns about insurance requirements, liability, and whether customers can verify whether operators are insured. Questions were also raised about ticketing practices, including whether penalties apply to riders, operators, or both, and whether current fines act as an effective deterrent.

Reporting and Evidence: Participants asked how photo or video evidence is handled, whether reports from witnesses are accepted, and whether clearer reporting protocols could improve compliance.

4.3 Objectives

At the Forum, the City presented the objectives of the Plan. These objectives clarify the purpose of the initiative and frame the potential actions being considered. The objectives focus on improving safety along the waterfront recognizing the shared use by swimmers, paddlers, recreational boaters, and other users.

Personal Watercraft Safety Plan Objectives:

- Improve safety along Toronto's waterfront, particularly near City beaches and parks where swimmers and other recreational users are present.
- Reduce high-risk interactions between personal watercraft and other waterfront users, including swimmers, paddlers, and small craft.
- Clarify the regulatory framework and roles, including the City of Toronto, Toronto Police Service Marine Unit, Toronto Port Authority, and Transport Canada.
- Identify practical and enforceable actions that can improve safety outcomes in advance of the 2026 summer season.
- Support informed decision-making by City Council through engagement with waterfront users, stakeholders, and enforcement partners.

These objectives framed the Forum discussions and were referenced during conversations about enforcement, education, licensing, and spatial restrictions such as exclusion zones.

What Stakeholders had to say about Objectives

Participants generally understood the objectives as focused on improving safety and reducing conflicts between waterfront users. Feedback during the meeting did not challenge the overall safety focus of the initiative, however, participants emphasized several considerations that they felt should guide how the objectives are implemented.

- **Safety as the central objective:** Participants broadly agreed that improving safety near beaches and high-use areas is a legitimate goal.
- **Need for clarity about jurisdiction:** Several participants emphasized that any actions taken must reflect the complex regulatory framework governing activities on the water, including federal and harbour authorities.
- **Importance of enforceability:** Participants repeatedly noted that proposed measures must be realistic and enforceable, given the scale of the waterfront and the current enforcement capacity.
- **Balancing safety and access:** Some participants cautioned that safety measures should be designed carefully to avoid unintentionally restricting legitimate waterfront recreation.
- **Focus on practical outcomes:** Participants emphasized the importance of identifying specific, implementable actions rather than general policy statements.

Overall, discussion suggested broad agreement with the goal of improving waterfront safety, accompanied by a strong emphasis on ensuring that any measures are legally sound, clearly communicated, and practically enforceable.

4.4 Guiding Principles

Following the regulatory discussion, participants reviewed a set of draft guiding principles intended to anchor the Plan. These principles were presented as foundational statements that would guide the development, evaluation, and communication of proposed actions. There was broad agreement that safety is the central objective of the Plan. The discussion focused less on whether safety should be prioritized and more on how the principles should be framed to ensure clarity, neutrality, fairness, and legal defensibility.

Participants emphasized that guiding principles must be actionable, operationally realistic, and grounded in jurisdictional constraints. Several noted that in a regulatory environment where authority is shared across multiple levels of government, it is important that principles clearly reflect what the City can and cannot control. Language was viewed as particularly important in a context where enforcement, licensing, and regulatory authority are complex and, at times, contested.

What Stakeholders had to say about Guiding Principles

Participants generally understood the objectives as

provided the following feedback on the draft principles:

- Focus on safety outcomes, rather than assume or imply illegality.
- Concept of “life safety” should also include environmental and wildlife impacts.
- Reflect jurisdictional constraints, recognizing limits on municipal authority.
- The wording should avoid prejudging operators and instead maintain neutrality.
- The framing should emphasize shared safety objectives across all waterfront users, including commercial and private operators.
- The principles should be aligned with actions that are implementable in practice, including enforcement realities and any future licensing framework.
- Participants stressed that the guiding principles must be carefully drafted to ensure they are balanced, implementable, and legally defensible and that they provide a foundation for practical, enforceable action rather than aspirational statements alone.

4.5 Table Discussions: Proposed Actions

Following the morning sessions, City staff introduced a set of draft action directions organized into three categories. These actions were presented as preliminary proposals intended to test feasibility, identify implementation challenges, and surface stakeholder conditions for acceptability, not as finalized decisions. The proposed action categories included:

- Proposed Action 1: Enforcement & Compliance
- Proposed Action 2: PWC Public Education & Safety Campaign
- Proposed Action 3: Exclusion Zones & Restrictions

Participants were asked to assess these draft actions in small groups, with particular attention to operational realities, enforcement capacity, unintended consequences, and potential trade-offs. Facilitators encouraged tables to identify not only areas of support, but also conditions required for the actions to be workable in practice.

In addition to the three proposed action areas presented for discussion, a broader cross-cutting issue also emerged throughout the forum. Across multiple discussions, several participants raised the absence of a clear legal pathway for compliant commercial PWC rental operations as an important contextual factor affecting implementation. Participants noted that this issue was particularly relevant to enforcement, as the lack of a formal permitting or regulatory framework may limit accountability, make it harder to distinguish compliant and non-compliant operators, and reduce the perceived fairness of enforcement efforts. While this was not presented as a standalone action category, it was raised repeatedly as a consideration relevant to how several proposed actions could function in practice.

The following sections summarize what was heard during these breakout table discussions and plenary reporting. A complete record of participant worksheet findings and table notes is provided in **Appendix A**.

Proposed Action 1: Enforcement & Compliance

Action 1.1: Sustained, proactive, targeted enforcement against illegal rental operators in City beaches and parks. Land-based enforcement will be prioritized.

Participants reviewed Action 1.1: Sustained, Proactive, targeted Enforcement as presented in the draft materials. The action focused on increasing visibility, consistency, and focus of enforcement efforts in problematic locations.

There was broad agreement that enforcement plays an important role in improving safety. However, much of the discussion centered on how enforcement should operate within a fair, legally coherent, and practically implementable framework.

What We Heard

Consider permitting PWCs: One breakout table reached full consensus that enforcement would be more effective if paired with a clearer legal pathway for compliant commercial PWC rental operators. Participants at that table indicated that a formal permitting or regulatory framework could improve accountability and create a more workable distinction between compliant operators and illegal activity. Ideas raised in discussion included a permitting system with a fee structure, potential caps on the number of permitted operators or machines in specific areas, visible identification or numbering of rental PWCs, and a strike or infraction system tied to compliance. Participants also suggested that a clearer permitting pathway could create incentives for responsible operators to support enforcement efforts by reporting unsafe or illegal activity. More broadly, participants noted that enforcement without a legal pathway for compliant operators may create inequity and undermine voluntary compliance, particularly where responsible operators have no clear route to operate lawfully. Other tables also referenced this issue, although formal consensus was not recorded across all groups.

Enforcement Capacity and Practical Constraints: Participants identified several operational challenges

- Limited waterfront-wide enforcement capacity
- Current fines may not function as a strong deterrent
- Riders are often fined directly, while rental companies face limited consequence
- Reporting protocols lack clarity
- Video/photo evidence from witnesses is not consistently accepted
- Congestion at launch ramps complicates monitoring
- Disagreement regarding the role of lifeguards in reporting or enforcement
- Participants noted that operators willing to assist enforcement would require clearly defined expectations and protections

Technology Solutions Raised: Technology was discussed as a potential compliance tool, including:

- Geofencing

- Built-in GPS speed governors
- Port inspection of geofencing compliance
- Using speed-control technology as a condition of licensing

Participants also noted that private users are not currently required to use such technology, raising equity considerations

Action 1.2: Coordinated Joint Enforcement across the City and Toronto Police Service Marine Unit

Participants reviewed Action 1.2: Coordinated Joint Enforcement across the City and Toronto Police Service Marine Unit, which proposes strengthening coordination between the City, Toronto Police Service Marine Unit, and other relevant authorities. Participants generally supported improved coordination between agencies and emphasized that joint enforcement could strengthen both compliance and public confidence.

What We Heard

- **Support for coordinated enforcement across agencies.** Participants indicated that coordinated enforcement would be more effective if supported by:
 - clear and aligned bylaws
 - defined reporting protocols for violations
 - visible enforcement presence along the waterfront
 - clarity regarding the roles and responsibilities of each enforcement body
 - participants noted that improved coordination could help address gaps in enforcement between land-based and water-based jurisdictions
- **Clarification of roles and responsibilities is needed.** Participants emphasized the importance of clearly defining:
 - the roles of municipal enforcement staff
 - the role of the Toronto Police Service Marine Unit
 - the responsibilities of other regulatory authorities
 - participants noted that clearer coordination could improve the efficiency and effectiveness of enforcement efforts
- **Operational questions and differing views.** Discussion also surfaced differing perspectives regarding certain operational issues, including:
 - how congestion at launch ramps should be managed
 - whether lifeguards should have a role in identifying or reporting violations

- participants noted that these operational questions may require further clarification as enforcement approaches are developed

Action 1.3: Evaluation of 2026 Actions

Participants reviewed Action 1.3: Evaluation of 2026 Actions, which proposes monitoring and evaluating the effectiveness of measures implemented for the 2026 season. Participants generally supported the principle of evaluating actions after implementation and emphasized the importance of collecting data to assess whether measures improve safety outcomes.

What We Heard

Participants supported the principle of ongoing evaluation. While fewer detailed comments were raised on this action, participants indicated that:

- Clear metrics would be needed to assess effectiveness
- Evaluation should consider both safety outcomes and operational feasibility
- Stakeholders should have visibility into results

Proposed Action 2: PWC Public Education & Safety Campaign

Action 2.1: Proactive, informative public education across multiple channels

Participants reviewed Action 2.1: Proactive, informative public education across multiple channels as presented in the draft materials. The action focused on increasing public awareness of navigation rules, safety expectations, and reporting protocols to encourage voluntary compliance and reduce unsafe behaviour.

Participants generally agreed that education and communication are necessary components of improving safety along the waterfront. However, discussion emphasized that education alone would not be sufficient without enforcement and clear regulatory frameworks. Participants also noted that education efforts should focus on clarity, accessibility, and strategic distribution through channels that reach both residents and visitors.

What We Heard

- **Education should complement enforcement.** Participants emphasized that education campaigns can support safety outcomes but should not replace enforcement. Messaging should clearly communicate both rules and consequences, including shoreline speed restrictions, exclusion zones, and penalties for violations.
- **Clear and accessible information is needed.** Participants noted that many users, particularly visitors, may not be familiar with local operating rules. Education efforts should clearly explain:
 - shoreline speed restrictions, including the 150-metre rule
 - harbour speed limits and no-wake zones
 - safe passing practices near swimmers and paddlers
 - where personal watercraft are permitted or restricted
 - Participants emphasized that information should be simple, direct, and easy to understand.
- **Multiple communication channels are necessary.** Participants suggested that safety information should be distributed through a range of channels to reach residents and visitors. Suggested channels included:
 - social media and digital campaigns
 - marine repair shops and equipment dealers
 - marinas and fuel docks
 - tourism and visitor information platforms
 - Participants noted that online reviews and digital platforms may influence customer behaviour when choosing rental operators
- **Rental operators can support education.** Participants suggested that rental operators could play a role in communicating safety expectations. Participants noted that rental operators often represent the primary point of contact for new or inexperienced riders.
- **Communication materials should be visually clear.** Participants emphasized that education materials should be:
 - concise and easy to interpret
 - icon-based where possible
 - multilingual where appropriate
 - consistent across waterfront locations

Action 2.2: Signage at problematic locations

Participants reviewed Action 2.2: Signage at problematic locations as presented in the draft materials. The action focused on installing clear signage at waterfront access points, launch areas, and high-conflict locations to communicate rules and restrictions. Participants widely supported the use of signage as a practical and visible education tool. However, participants emphasized that signage must be designed carefully and accompanied by enforcement to be effective.

What We Heard

- **Signage should be clear, visible, and strategically placed.** Participants emphasized that signage should be located at:
 - launch ramps
 - shoreline access points
 - Marinas and docking areas
 - locations with frequent conflicts between users
 - signage should be visible both on land and from the water.

- **Clear and consistent design considerations for signage.** Participants recommended that signage be:
 - large and easy to read
 - pictorial and icon-based where possible
 - multilingual where appropriate
 - consistent in design and messaging across the waterfront
 - Participants emphasized that signs should clearly communicate:
 - speed limits
 - exclusion zones
 - restrictions near shore
 - consequences and penalties for violations
 - Some participants suggested that lighting or reflective elements could improve visibility.

- **Signage must be supported by enforcement.** Participants noted that signage is most effective when it is reinforced through enforcement and education efforts. Key points raised included:
 - signage without enforcement may be perceived as symbolic
 - enforcement presence reinforces credibility
 - visible enforcement may encourage voluntary compliance

- **Strategic placement and landscape considerations.** Participants suggested that signage placement should be considered:

- sightlines along the shoreline
- potential obstructions such as vegetation
- proximity to launch points and high-traffic areas
- Participants suggested that the City review the physical layout of the waterfront to identify the most effective locations.

Action 2.3: Evaluation of 2026 Actions

Participants reviewed Action 2.3: Evaluate 2026 actions and make needed adjustments as presented in the draft materials. This action proposes monitoring the effectiveness of implemented measures and adjusting approaches based on data and stakeholder feedback. Participants generally supported evaluating actions following the 2026 season and emphasized the need for clear metrics and dedicated data collection.

What We Heard

- **Evaluation should include measurable indicators.** Participants suggested that evaluation could consider indicators such as:
 - number of incidents or safety complaints
 - enforcement activity and citations
 - compliance with speed limits or spatial restrictions
 - feedback from waterfront users and stakeholders
 - participants emphasized that evaluation should be data-driven and evidence-based
- **Dedicated monitoring is needed.** Participants noted that meaningful evaluation requires consistent data collection and coordination between enforcement agencies. Some participants suggested assigning dedicated resources or staff to monitoring and evaluation.
- **Pilot approaches may be appropriate.** Participants suggested that certain measures, such as licensing frameworks or designated operating areas, could be implemented as pilot initiatives, allowing the City to evaluate results after one season and adjust accordingly.
- **Stakeholder feedback should inform evaluation.** Participants emphasized the importance of continued engagement with stakeholders, including waterfront organizations, operators, and community groups. Participants suggested that evaluation findings should be shared transparently with stakeholders and the public.

Proposed Action 3: Exclusion Zones & Restrictions

Action 3.1: Explore or support establishment of Exclusion Zones - if implemented by Toronto Port Authority or Transport Canada

Participants reviewed Action 3.1: Explore or support establishment of Exclusion Zones as presented in the draft materials. Discussion reflected mixed perspectives, with participants broadly recognizing swimmer safety concerns while emphasizing that exclusion zones must be carefully designed, targeted, and enforceable.

Participants repeatedly noted that the City does not have independent authority to establish water-based exclusion zones and that implementation would require coordination with Transport Canada or the Toronto Port Authority.

What We Heard

- **Support for protecting high-use swim areas.** Participants generally agreed that protective measures near public beaches and supervised swim areas may be appropriate where swimmer density and safety risks are highest.
- **Zones should be targeted and proportionate.** Participants emphasized that exclusion zones should be site-specific and risk-based, rather than applied uniformly along the waterfront. Participants cautioned that overly broad restrictions could create unintended impacts for other waterfront users.
- **Jurisdictional considerations.** Participants acknowledged that water-based exclusion zones would require action by Transport Canada or the Toronto Port Authority, and that implementation would require coordination across agencies.
- **Clear boundary communication is essential.** Participants emphasized the importance of clearly marking exclusion zones through measures such as:
 - buoy markers or floating boundaries
 - shoreline signage
 - online maps indicating zone boundaries
 - participants noted that boundaries must be easily understood by users while operating on the water
- **Equity considerations between user groups.** Participants emphasized that restrictions should be designed carefully to avoid unintentionally privileging one waterfront user group over another.

- **Technology considerations.** Participants discussed technologies such as governors and geofencing as potential compliance tools for rental fleets. However, participants noted that such technologies may not apply to private owners under current regulations.

Action 3.2: Explore physical barriers at problematic locations

Participants reviewed Action 3.2: Explore physical barriers at problematic locations as presented in the draft materials. Discussion focused on the potential use of physical barriers to reinforce exclusion zones or restrict access at specific high-conflict locations. Participants expressed caution regarding large-scale barriers, noting potential impacts on navigation and non-motorized users.

What We Heard

- **Barriers may be appropriate in limited locations.** Participants suggested that barriers could be considered at specific problematic areas where safety concerns are concentrated. Participants emphasized that barriers should be targeted rather than widely implemented.
- **Preference for buoy markers over solid barriers.** Participants frequently suggested using:
 - floating buoys
 - dotted boundary markers rather than continuous barriers. These approaches were viewed as more flexible and less disruptive to navigation.
- **Access for non-motorized users must be maintained.** Participants emphasized that barriers should not restrict access for non-motorized users such as kayaks, paddleboards and canoes. Participants suggested that barriers should allow passage for these users where appropriate.
- **Practical limitations of large-scale barriers.** Participants noted that installing barriers along large portions of the waterfront may be difficult due to shoreline length, navigation needs, and jurisdictional considerations.

Action 3.3: Evaluation of 2026 Actions

Participants reviewed Action 3.3: Evaluate 2026 actions and make needed adjustments. Participants broadly supported evaluating spatial restrictions after implementation and emphasized the importance of monitoring outcomes and adjusting approaches where necessary.

What We Heard

- **Evaluation should measure safety outcomes.** Participants suggested that evaluation could consider:
 - number of incidents or near misses
 - enforcement activity
 - compliance with exclusion zones
 - feedback from waterfront users - participants emphasized that evaluation should consider both safety outcomes and user experience

- **Zones may require adjustment over time.** Participants suggested that exclusion zones may need to be adjusted based on:
 - seasonal activity patterns
 - enforcement feasibility
 - displacement of activity to other locations
 - participants emphasized the importance of maintaining flexibility in the approach

- **Transparency and reporting.** Participants recommended sharing evaluation findings with stakeholders and the public to support transparency and informed decision-making.

5.0 Closing the Loop Meeting

To wrap up the engagement process, the City hosted a virtual “Closing the Loop” session on March 16, 2026. The objective of the session was to:

- Report back on findings from the public survey and Stakeholder Forum
- Present emerging directions for the Plan for the 2026 season
- Receive questions and share clarifications before the plan proceeds to Council
- Provide an opportunity for stakeholders to share reactions and remain informed as the work progressed

This step supports the City’s commitment to transparency and accountability in the engagement process.

5.1 Summary of Event

At a public meeting held on March 16, 2026, from 7:00-8:30 PM via Webex, 67 participants joined as the City reported back on what has been heard to date regarding PWC use and safety along the waterfront. The session also introduced and tested emerging directions for the 2026 season.

The meeting was led by the City’s public consultation team and project leads from the City Manager’s Office, Parks, Forestry and Recreation, Municipal Licensing and Standards, the Toronto Port Authority, and the Toronto Police Marine Unit.

Participants were provided with an overview of the three-phase engagement process and the key findings from the ThoughtExchange summary and Stakeholder Forum. When asked during two check-in polls whether the summaries of the findings resonated, participants generally indicated that the results aligned with their perspectives. Responses suggest that the summaries of earlier engagement phases were seen as a reasonable reflection of the sentiments and concerns raised by participants, with some noting areas where additional nuance or refinement could be considered.

1. Check-in Poll #1: Based on what you've heard so far, how well does the summary of the ThoughtExchange survey resonate with you?

- It resonates strongly. - 17 votes (46%)
- Somewhat - but I would suggest some revisions. - 20 votes (54%)
- It does not resonate at all. - 0 votes (0%)

2. Check-in Poll #2: Based on what you've heard so far, how well does the summary of the Key Findings resonate with you?

- It resonates strongly. – 15 votes (39%)
- Somewhat - but I would suggest some revisions – 21 votes (55%)
- It does not resonate at all. – 2 votes (5%)

The presentation highlighted consistent concerns related to high-speed PWC activity near swimmers and paddlers, conflicts in shared waterfront spaces, environmental impacts, and illegal rental activity in parks. It also noted broad stakeholder support for a layered approach to improving safety, including stronger and more coordinated enforcement (targeting unpermitted rentals), clearer education and signage, and carefully designed, site-specific motorized watercraft exclusion zones. These zones were requested through City Council direction and would require coordination with federal partners.

Staff also noted that, for future seasons, the City is exploring potential designated locations for compliant PWC rental businesses. During the Q&A, staff responded to detailed questions regarding jurisdiction, enforcement approaches (both on land and on the water), specific high-use locations such as Woodbine Beach, Humber Bay, and Bluffer's Park, and next steps. The City is preparing to report to Executive Committee and City Council in April 2026, with the goal of implementing key safety measures in advance of the summer 2026 waterfront season.

6.0 Exclusion Zones

This section summarizes input regarding potential MWEZs gathered through engagement activities conducted as part of the Plan's development process. Input summarized in this section was gathered through the first two engagement activities:

- Public ThoughtExchange survey, which received over 1,100 responses regarding waterfront safety, potential actions, and spatial restrictions.
- Stakeholder Forum was held on February 28, 2026, where waterfront stakeholders discussed safety measures, including exclusion zones, through facilitated discussions and plenary dialogue.

City Council previously directed staff to request or explore Motorized Watercraft Exclusion Zones (MWEZs) or Vessel Operation Restriction Regulations (VORR) at the following locations:

- Bluffer's Park Beach
- Hanlan's Point Beach
- Humber Bay Park West and East & Humber Bay Shores
- Marie Curtis Park
- Woodbine Beach

The following sections summarize key feedback gathered regarding the potential role of exclusion zones in improving safety along Toronto's waterfront.

6.1 Key Exclusion Zone Themes Across Engagement Activities

Feedback gathered through both the public ThoughtExchange survey, the February 28 Stakeholder Forum, and the Closing the Loop session provides important insight into how waterfront users and stakeholders view the potential role of exclusion zones.

Across engagement activities, participants generally agreed that improving swimmer safety and reducing nearshore conflicts between swimmers and motorized vessels are

legitimate safety objectives. However, participants emphasized that exclusion zones should be carefully designed and proportionate, rather than implemented uniformly across the waterfront.

Several cross-cutting themes emerged from the engagement process.

- **Safety Near Busy Swimming Areas:** Safety concerns were the most frequently cited reason participants supported exclusion zones. Many respondents described risks associated with interactions between PWCs and:
 - Swimmers
 - paddlers and kayakers
 - rowers and slower-moving vessels

In total, 48 comments in the ThoughtExchange survey referenced safety risks directly, often highlighting the need to protect busy swimming areas and recreational waterfront sites.

- **Environmental and Quality-of-Life Considerations:** Participants also raised environmental and quality-of-life considerations.
 - 16 comments referenced wildlife protection, particularly in areas such as Humber Bay where waterfowl nesting was noted.
 - 11 comments referenced noise impacts, noting that high-speed PWC activity can affect enjoyment of waterfront parks and nearby residential areas.
- **Implementation and Enforcement.** Participants repeatedly emphasized that spatial restrictions would require clear communication and visible enforcement to be effective. Survey participants noted that exclusion zones without enforcement could risk being ignored or misunderstood by operators. Stakeholder Forum participants similarly emphasized that enforcement capacity would be a key determinant of whether spatial restrictions would function as intended.
- **Site-Specific Design:** Stakeholders emphasized that exclusion zones should be:
 - site-specific
 - risk-based
 - proportionate to local conditions

Participants cautioned against applying blanket restrictions across the entire waterfront and instead emphasized tailoring measures to local activity patterns, seasonal use, and existing traffic conditions.

- **Communication and Visibility:** Participants emphasized the importance of ensuring boundaries are clearly visible and easily understood from the water. Suggested approaches included:
 - buoy markers and water-based boundary indicators
 - shoreline signage at launch points
 - clear public information and online mapping

- **Displacement Risks:** Several participants noted that restrictions in one location could shift activity to adjacent beaches or waterways, potentially creating new safety concerns elsewhere along the waterfront.

- **Equity Between Waterfront Users:** Participants emphasized maintaining fairness between different waterfront user groups and avoiding policies that could unintentionally restrict access for non-motorized users such as paddlers and rowers.

- **Jurisdictional Coordination:** Participants also acknowledged that the City does not control water-based restrictions. Implementation of exclusion zones would require coordination with agencies responsible for regulating Toronto's waterfront, including:
 - Toronto Police Service Marine Unit
 - Toronto Port Authority
 - Transport Canada

- **Implementation Tools and Physical Measures:** Participants discussed a range of physical and technological tools that could support the effectiveness of exclusion zones. Potential measures raised included:
 - Water-based buoy markers and dotted boundary indicators
 - Limited physical barriers at high-conflict locations
 - Speed controls or speed-governing technology
 - Geofencing or GPS tracking tools to support compliance

Participants cautioned that large-scale physical barriers may not be practical along long stretches of shoreline and noted that barriers should avoid restricting legitimate access for non-motorized users such as paddlers and kayakers. Stakeholders also noted that technology-based compliance tools may be more feasible for rental fleets than for privately owned watercraft.

- **Relationship to Existing Navigation Rules:** Several participants emphasized that exclusion zones should complement, rather than replace, enforcement of

existing navigation and safety rules. Stakeholders noted that nearshore speed limits, safe navigation requirements, and other existing regulations remain important tools for improving safety along Toronto's waterfront. Participants emphasized that strengthening enforcement of existing rules may be as important as introducing new spatial restrictions.

- **Additional Exclusion Zones:** Some stakeholders identified the Peter Street Basin, Cherry Beach, and the Outer Harbour as a potential location for an exclusion zone. Establishing an exclusion zones in these location was suggested as a way to support accessibility, reduce conflicts with motorized watercraft, and create a safer, more inclusive environment for a range of users.

The subsections that follow provide more detailed summaries of the feedback received across engagement activities.

DRAFT

6.2 Beach-by-beach Feedback

The beach-by-beach sections that follow reflect the beach-specific feedback captured in the ThoughtExchange and gathered during the February 28 Stakeholder Forum. Additional detailed input captured in participant worksheets is summarized in **Appendix A**.

6.2.1 Bluffer's Park Beach

6.2.1.1 What We Heard: ThoughtExchange

Comments referencing Bluffer's Park (2) focused on safety concerns related to PWCs operating close to swimmers. One respondent described observing PWCs travelling very near people in the water and expressed concern about potential risks to families and children using the beach area. Another suggested restricting or prohibiting PWCs in this location to improve safety.

Popular relevant thoughts:

- "I have witnessed too often PWCs operate within an arms reach of a swimmer at Bluffer's beach. They are reckless." - 4.0 rating.
- "Ban jet skis in areas like Bluffers...Kids and families are at risk." - 3.7 rating.

6.2.1.2 What We Heard: Stakeholder Forum

Discussion regarding Bluffer's Park Beach reflected more varied views. Participants noted that the semi-enclosed geography of the bay and the presence of an active boat launch create different operating conditions than those found at other beaches. Rather than expressing clear support for a full embayment exclusion zone, participants emphasized the need for careful calibration based on actual risk patterns and local traffic conditions.

What We Heard

Participants raised the following considerations:

Risk and Safety Context

- Risk described as moderate and variable depending on time and activity levels.
- Boat launch activity was identified as contributing to congestion in the area.

Design and Boundary Questions

- Questions raised about whether exclusion should apply to the entire bay or only to swim areas.

Operational Impacts

- Participants concerned for how exclusion zones would affect existing marina users and boat launch traffic.

Implementation Considerations

- Concern raised about enforcement visibility due to surrounding terrain and cliffs.
- Concern that restrictions could unintentionally limit navigation within the bay.

No clear consensus emerged during the discussion regarding full exclusion.

6.2.2 Hanlan's Point Beach

6.2.2.1 What We Heard: ThoughtExchange

Comments referencing Hanlan's Point Beach (3) also focused primarily on safety concerns. Participants noted high levels of boat and PWC activity in the area and expressed concern about interactions with swimmers and paddlers. Comments suggested that clearer separation between motorized and non-motorized water users could help improve safety.

Popular relevant thoughts:

- "There should be buffer zones preventing PWC users from approaching or landing on all beaches like Hanlan's." - 4.3 rating
- "Boats on Hanlan's out of control." - 4.1 rating.

6.2.2.2 What We Heard: Stakeholder Forum

Hanlan's Point Beach was described during the discussion as a location with elevated safety risk during peak summer periods, particularly in areas adjacent to supervised swimming zones. Participants referenced high swimmer density, large seasonal crowds, and event-related activity as factors contributing to nearshore conflicts between swimmers and motorized vessels.

Participants also noted that Hanlan's operates within an already complex regulatory environment due to the existing airport exclusion zone in nearby waters. As a result, discussion focused less on whether a Motorized Watercraft Exclusion Zone should exist and more on how such a zone would interact with existing restrictions and how boundaries and enforcement would be communicated clearly to users on the water. Several participants raised concerns about potential displacement effects and water/swimmer safety if exclusion boundaries extend significantly offshore or are implemented without consideration of nearby navigational corridors.

Participants raised the following points about a Hanlan's Point Beach MWEZ:

Risk and Safety Context

- Risk described as high during peak summer weekends.
- Swimmer proximity was cited as the primary safety concern.
- Event-related congestion was referenced as increasing seasonal risk.

Regulatory Context

- Existing airport exclusion zone creates layered regulatory conditions in nearby waters.
- Questions were raised about how multiple restrictions would interact.

Boundary and Design Considerations

- Questions raised about offshore boundary limits.
- Participants asked whether seasonal flexibility might be appropriate.
- Preference expressed for clearly marked buoy boundaries.

Enforcement and Implementation

- Concern that enforcement must be visible to maintain credibility.
- Participants emphasized that zones without enforcement may not achieve compliance.

Potential Impacts

- Concern that expanded zones could shift PWC activity to adjacent areas.

No opposition to maintaining protective measures at Hanlan's was expressed during the discussion.

6.2.3 Humber Bay Park West and East & Humber Bay Shores

6.2.3.1 What We Heard: ThoughtExchange

Comments referencing Humber Bay (25) often raised concerns about impacts on wildlife and the natural environment, in addition to safety. Participants noted observations of PWCs operating close to sensitive areas, including locations where waterfowl nest or gather, and some expressed concern about wildlife being disturbed or chased.

Popular relevant thoughts:

- “They violate rules pertaining to speed and distance, they pollute, harass wildlife (chase swans and other waterfowl)...” - 4.0 rating.
- “Danger to wildlife in Humber Bay, in particularly nesting areas.” - 4.0 rating.
- “Would like to enjoy a peaceful waterfront without the noise, racing, and disrespect to owners living in the area.” - 4.0 rating.
- “Too many operators present a hazard to people and wildlife.” - 3.8 rating.

6.2.3.2 What We Heard: Stakeholder Forum

Discussion at Humber Bay focused heavily on shared access between different waterfront user groups. Participants described the area as a significant corridor for non-motorized activity, including kayaking, stand-up paddleboarding, and organized paddling routes. Several participants raised concerns that establishing exclusion zones or designated motorized corridors could unintentionally restrict paddler access or privilege one group over another. Discussion emphasized equity considerations and the need for careful design that reflects existing use patterns.

What We Heard

Participants highlighted the following considerations:

User Activity Patterns

- High paddler density acknowledged.
- Regular training routes for non-motorized users were referenced.

Equity Considerations

- Concern that specific zones permitting motorized watercraft could limit paddler access.
- Concern that policies could unintentionally privilege one user group.

Operational Questions

- Questions raised about interaction with marina traffic.
- Participants asked whether exclusion zones could create navigation bottlenecks.

Boundary and Design Considerations

- Preference expressed for dotted buoy markers rather than solid physical barriers.

Overall Framing

- Participants emphasized maintaining equity between different waterfront users.

No unanimous position emerged regarding the scale of exclusion appropriate for this area.

6.2.4 Marie Curtis Park

6.2.4.1 What We Heard: ThoughtExchange

No comments in the ThoughtExchange survey referenced Marie Curtis Park.

6.2.4.2 What We Heard: Stakeholder Forum

Marie Curtis Park received comparatively less discussion during the Stakeholder Forum. Participants generally described the area as less congested than central waterfront beaches, although still active during certain seasonal periods. Discussion focused on proportionality and whether full exclusion zones would be justified given current usage patterns.

What We Heard

Participants raised the following points:

Risk Context

- Risk perceived as lower relative to central waterfront beaches.
- Seasonal peaks in activity were acknowledged.

Design and Policy Questions

- Participants questioned whether full exclusion zones would be justified.
- Some participants suggested seasonal or time-based restrictions could be considered.

Potential Impacts

- Concern that restrictions at the western edge could shift activity eastward along the waterfront.

Communication Needs

- Emphasis placed on clearly communicating any restrictions if implemented.

No strong push for full exclusion emerged for this location.

6.2.5 Woodbine Beach

6.2.5.1 What We Heard: ThoughtExchange

Comments referencing Woodbine Beach (20) primarily raised safety concerns related to interactions between PWC users and swimmers or slower-moving watercraft. Several participants described experiencing or observing unsafe encounters in the area and expressed concern about PWC operating close to shore and within busy swimming zones.

Popular relevant thoughts:

- “Restrict shore access for PWC except in marinas and recognized launch locations. Remove shore access at Woodbine Beach.” - 4.5 rating.
- “Limiting rental locations may help to reduce personal watercraft traffic in the most congested areas.” - 4.5 rating.
- “...Speed is the only thing they care about. They have no respect for slower vessels.” - 4.4 rating.
- “I have experienced unpleasant and unsafe encounters regularly near Woodbine Beach with PWC users.” - 4.2 rating

6.2.5.2 What We Heard: Stakeholder Forum

Woodbine Beach generated extensive discussion and was consistently described by participants as a high-risk location during peak summer use. Stakeholders referenced heavy swimmer density, youth programming (including rowing and camps), and complex vessel traffic patterns due to proximity to Ashbridges Bay marina.

Participants generally supported nearshore protection for swimmers but also raised questions about the practical scope of exclusion boundaries and how they would interact with existing boating patterns. Discussion emphasized the importance of

designing zones that protect swimmers while avoiding unintended navigation challenges offshore.

What We Heard

Participants highlighted the following considerations:

Risk and Safety Context

- Risk described as high during summer peak periods.
- Youth rowing programs and camps were referenced as contributing to activity levels near shore.
- Heavy swimmer presence was cited as a primary safety concern.

Operational Context

- Proximity to Ashbridges Bay marina was noted as complicating vessel traffic patterns.

Support for Nearshore Protection

- Support expressed for defined nearshore exclusion zones.
- Strong reinforcement of the 150-metre shoreline speed rule was discussed.

Design and Boundary Questions

- Questions raised about the extent of exclusion boundaries.
- Participants asked whether boundaries could create navigation challenges.

Potential Impacts

- Concern about navigational bottlenecks.
- Concern that restrictions could shift activity east or west along the waterfront.

Communication and Visibility

- Emphasis on visible buoy markers to define zone boundaries.
- Clear signage was identified as important for communicating restrictions.

Woodbine Beach was one of the locations where participants expressed the strongest support for structured nearshore protection for swimmers and paddlers.

6.3 Stakeholder Forum: Exclusion Zone Prioritization Activity

During the Stakeholder Forum, participants were invited to participate in an interactive activity to help identify priority locations for potential exclusion zones. Five waterfront sites were presented on activity boards. Participants were given green, yellow, and red dot stickers and asked to place them on each board to indicate whether the site as a whole, and areas within the site, should be considered a high priority (green), medium priority (yellow), or low priority (red) for exclusion zones.

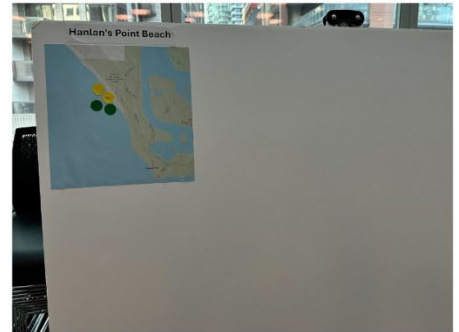
Location	High Priority (Green)	Medium Priority (Yellow)	Low Priority (Red)	Total Dots
Humber Bay Park & Humber Bay Shores	11	5	4	20
Marie Curtis Park	1	1	7	9
Woodbine Beach	9	3	13	25
Bluffer's Park	3	2	4	9
Hanlan's Point Beach	2	2	0	4

TABLE: Results from the dot exercise

Participants also provided written comments on sticky notes to accompany their votes. Across locations, comments commonly referenced safety concerns, interactions between PWCs and swimmers or other water users, and the need for clearer operating rules and enforcement. Some participants raised environmental and wildlife considerations, particularly in areas such as Humber Bay, while others discussed access considerations, including where PWC users could launch or operate if restrictions were introduced. Several comments also suggested clearer spatial separation between different waterfront activities and emphasized the importance of signage, education, and consistent enforcement to support any exclusion zones. A complete list of sticky note comments is provided in **Appendix B**.

At some locations, participants also noted that different portions of a beach may present different levels of risk or priority for potential exclusion zones. For example, at Woodbine Beach, several participants indicated that the far western portion of the beach where swimming is currently prohibited and boating activity already occurs was considered a lower priority for additional restrictions. As a result, some red dot placements reflected support for maintaining existing boating access in that area.

Staff also noted that, for future seasons, the City is exploring potential launch sites for responsible PWC rental businesses. During the Q&A, staff responded to detailed questions regarding jurisdiction, enforcement approaches (both on land and on the water), specific high-use locations such as Woodbine Beach, Humber Bay, and Bluffer's Park, and next steps. The City is preparing to report to Executive Committee and City Council in April 2026, with the goal of implementing key safety measures in advance of the summer 2026 waterfront season.



APPENDIX A: Participant Worksheets

Participants at the Stakeholder Forum were invited to complete feedback worksheets during breakout discussions for each proposed action. The appendix presents the full range of input collected through the worksheets and complements the synthesized findings presented in the main body of the report.

Action 1 – Enforcement

Action 1.1: Sustained, proactive, targeted enforcement against illegal rental operators in City beaches and parks. Land-based enforcement will be prioritized.

1.1 What needs to be true for this action to be successful?

- Implement a permit or licensing system for rental operators
- Provide a legal pathway for compliant operators
- Cap the number of rental machines or licenses per area
- Plate or clearly identify rental PWCs.
- Establish a strike/infraction system
- Increase fines so they function as a meaningful deterrent.
- Apply enforcement consequences to rental companies, not only riders.
- Ensure by-laws are enforceable and withstand legal challenge.
- Provide sufficient enforcement resources (staffing, patrols, budget)
- Increase Marine Unit capacity.
- Clarify enforcement jurisdiction and roles (land-based vs. marine-based)
- Improve coordination between by-law, police, and parks staff.
- Establish clear reporting protocols for violations.
- Accept and integrate video/photo evidence where appropriate.
- Define KPIs and collect enforcement data
- Ensure enforcement is visible, consistent, and sustained.
- Address congestion at launch ramps to improve monitoring
- Establish designated rental launch locations or zones
- Implement speed management measures.
- Establish exclusion zones or buffers near beaches and swim areas
- Limit horsepower or restrict operations within a defined distance from shore.
- Use geofencing, GPS, or speed-governing technology.
- Install cameras or speed monitoring in critical areas
- Encourage formation of an operator association to support compliance.

- Ensure enforcement is applied equitably relative to private users.

1.1 How could education, awareness, or communication approaches support its success?

- Improve rider education on safe navigation and rules
- Install clear signage at launch ramps, shorelines, and channels
- Post speed limits, exclusion zones, and restrictions visibly
- Use large, pictorial, multilingual signage in strategic locations
- Clearly distinguish legal and illegal operators.
- Publicly communicate enforcement efforts and reporting channels.
- Use social media and public service messaging.
- Require rental companies to provide safety briefings or temporary licenses.
- Publish fines and consequences clearly.
- Share enforcement results with stakeholders and communities.
- Promote a culture of safety through operator collaboration.

1.1 What types of physical measures, spatial restrictions, or operating rules may be required to support safety outcomes?

- Designated rental launch zones.
- Separate zones for swimmers and vessels.
- Exclusion zones around sensitive areas and swim sites.
- Buoys, markers, and visible boundary indicators.
- Speed-restricted zones near shore.
- Physical barriers at high-conflict locations (while allowing non-motorized access).
- Improved visibility of markers and signage (including lighting).
- Limit number of machines per operator or per area.
- Centralized rental location.
- Dedicated rental dock or ramp.

1.1 What enforcement or compliance approaches would be needed to make it effective?

- Speed cameras or monitoring technology.
- Geofencing and GPS tracking.
- Port or ramp inspections.
- Dedicated peak-period enforcement teams.
- Strike-based license revocation.
- Data tracking and outcome measurement.

Action 1.2: Coordinated, joint enforcement activities across the City and Toronto Police Service Marine Unit.

1.2 What needs to be true for this action to be successful?

- Help stakeholders share safety rules and restrictions with others.
- Work together with other communities (e.g., yacht clubs, paddlers).
- Remote site presence in key areas; establish a community office.
- Enforce PVP requirements.
- Provide a legal way for PWC rentals in selected marina locations.
- Give designated land space and cover it with a new by-law.
- Form an operator association to work with the City.
- Licensing and designated launching point for jet skis.
- Establish clear limits on warnings (e.g., maximum warnings before penalties).
- Increase Marine Unit budget through the City budget process.
- Stop relying solely on land-based enforcement for waterfront infractions.
- Add resources to Marine Unit (officers, patrol boats, budget).
- Patrols by by-law enforcement officers.
- Provide funding for enforcement and education.
- Dedicated enforcement teams on weekends in exclusion zones
- Coordinate efficient enforcement action plan between City and Police.
- Increase number of TPS Marine Unit and City workers for joint enforcement.
- Ensure sufficient resources and staffing levels.
- Embed representatives from different agencies in joint teams.
- Define KPIs (number of tickets, response time, notifications).
- Clarify what by-law can enforce versus Marine Unit.
- Potentially expand land-based enforcement authority (e.g., distance from shore).
- Establish KPIs and baseline data to compare outcomes.
- Cap number of rental machines per geographic area.

1.2 How could education, awareness, or communication approaches support its success?

- Share safety rules and restrictions broadly across communities.
- Focused on-shore education during prime rental periods.
- Public service messaging on social media and TV.
- Stop deploying land enforcement alone; clarify enforcement messaging.
- Advertise on behalf of legitimate operators.
- Provide clear information to the public about how to report illegal activity (311 vs. Marine Unit).

- Share coordinated enforcement efforts with stakeholders so they can amplify messaging.
- Use simple, visible, strategically placed signage.
- Provide education for operators and riders
- Inform riders about where they can shop, pull over, and respect private property.
- Emphasize “no wake” zone rules and expectations.

1.3 What types of physical measures, spatial restrictions, or operating rules may be required to support safety outcomes?

- Traffic calming measures and self-enforcing exclusion zones.
- Allow marinas to limit number of PWCs launched.
- Control access points to focus enforcement and education.
- Dedicated enforcement presence within exclusion zones on weekends.
- Clarify jurisdiction over near-shore areas (e.g., buoy lines treated as land).
- Limit number of machines per area.
- Designated launching locations for jet skis.

1.2 What enforcement or compliance approaches would be needed to make it effective?

- Speed cameras in critical areas.
- Dedicated weekend enforcement teams.
- Increase Marine Unit staffing and patrol capacity.
- Expand land-based enforcement authority where appropriate.
- Establish KPIs and measurable enforcement metrics.
- Require video evidence to support enforcement.
- Coordinate joint enforcement between City divisions and Police.
- Share enforcement results with stakeholders.
- Cap machine numbers per operator.
- Tie compliance to licensing framework.

Action 1.3: Evaluate 2026 actions and make needed adjustments.

1.3 What needs to be true for this action to be successful?

- Implement a plan to legalize jet ski rental.
- Implement a specific zone for rental launching.
- Increase fines, as current fines are not a deterrent for larger operations.
- Need a pilot program for rental operations.
- Provide a legal way for PWC rentals in selected marina locations.

- Come up with a designated zone for rental operators that have been given a permit to operate
- Operators must be legal (PCL, permits, and all regulatory requirements) in order to operate.
- Authorities should provide a place and clear permit requirements to operate properly.
- Share operating hours, rental logs (if required), designated riding zones, and comply with enforcement directives.
- Data collection must be dedicated (not an add-on).
- Action taken with a short season for review and adjustment.
- Star jet ski operators should require a license to operate, similar to other motorized boat users.

1.3 How could education, awareness, or communication approaches support its success?

- Use social media and websites for education and communication.
- Publicly communicate permit requirements and rental procedures.
- Create clear messaging about legalization and safe operation.
- Issue a permit to formalize and regulate the industry.

1.4 What types of physical measures, spatial restrictions, or operating rules may be required to support safety outcomes?

- More signs and enforcement within exclusion zones
- Implement designated zones for permitted rental operators.
- The permit system will make operations more controllable within defined geographic areas.

1.3 What enforcement or compliance approaches would be needed to make it effective?

- Enforcement and compliance mechanisms tied to legalization.
- Operators could create an organization and work together with the City to improve compliance.

Action 2 – PWC Public Education and Safety Campaign

Action 2.1: Proactive, informative public education across multiple channels focused on achieving voluntary compliance and informing residents and visitors about rules and regulations.

2.1 What needs to be true for this action to be successful?

- Enforcement of PVs/OP to use ramp.
- Enforcement of speed controls and geofences.
- Renters should have a clear legal option to operate.
- Licensing required, including procedural tests.
- Set expectations of what will be enforced and apply appropriate fines.
- Association uses media channels for visitor compliance.
- Determine who is accountable (Councillors, Parks, Police Marine Unit).
- Clearly describe to the public how to report violations (take photo, call marine unit, etc.)
- Encourage operators to become legitimate and help them comply.
- Designate appropriate operating locations.
- Obtain agreement from property/location owners to post signage.
- Assign someone dedicated to collecting and analyzing data.
- Ensure clear information about where operators are allowed, not only where prohibited.
- Keep messaging simple and easy to act on.
- Provide more support and address sustainability considerations.
- Use signage as a primary and efficient education tool.
- Informative public education at point of purchase and rental.
- Assess effectiveness of education efforts.
- restrictions clearly and visibly to the public.

2.1 How could education, awareness, or communication approaches support its success?

- Use signage and clearly visible posted restrictions.
- Use QR codes to communicate rules and licensing requirements.
- City or regulated rental PWCs should communicate expectations clearly.
- Advertise on behalf of legitimate operators.
- Provide clear instructions to the public on how to report violations.
- Use social media for education and awareness.
- Ensure signage uses simple language.
- Ensure signage is large, pictorial, multilingual, and consistently placed.
- Place signage strategically along shoreline and on water.
- Ensure signage is not obscured by trees, bushes, or other signs.
- Use rental companies as education channels.
- Use media channels and influencers to promote compliance.
- Keep communication simple, repetitive, and visible.

- Consider voluntary education tests that can be promoted publicly
- Use WhatsApp channels and gas stations for outreach.
- Educate visitors at point of rental or purchase.
- Inform the public where legal operators are allowed to operate.

2.1 What types of physical measures, spatial restrictions, or operating rules may be required to support safety outcomes?

- Enforcement of speed controls and geofences.
- Since speed limits alone may not work, limit speed of rental PWCs.
- Identify geographic areas where restrictions may be needed (for example, behind western beaches break wall referenced).
- Ensure clear designation of where operators are allowed versus not allowed.
- Establish clear, specific signage in problematic locations.
- Study landscape layout to determine optimal sign placement.
- Consider club parking, barriers, and clear geographic designations.

2.1 What enforcement or compliance approaches would be needed to make it effective?

- Speed controls.
- Geofencing technology.
- Speed cameras.
- Increase resources for Marine Unit.
- Dedicated enforcement personnel.
- Clarify accountability for enforcement (City divisions vs. Police Marine Unit).
- Provide clear reporting protocols for violations.
- Accept photo evidence from the public
- Assign dedicated staff to collect and analyze enforcement data.
- Encourage legitimate operators to comply through support and communication.
- Assess and review effectiveness of enforcement and education measures.

Action 2.2 Signage at problematic locations

2.2 What needs to be true for this action to be successful?

- Signage at ramp areas and at key sight lines, close to shore.
- This could be useful to steer renters toward a legal and safe choice.
- Choke points may help focus the effectiveness of signage.
- Enforcement must happen; signage alone will not improve results.
- Signage without enforcement is purely symbolic.

- Yes, signage should be implemented, but rental companies may be better positioned to educate the public.
- Signage must use simple language.
- Signage must be clear, pictorial, large print, and consistent in language.
- Strategic placement of signs on shore and on the water.
- Signs at problematic locations must be very specific (current by-law language is vague).
- Study the layout of the landscape to determine best visual placement.
- Lighted signs would improve visibility

2.1 How could education, awareness, or communication approaches support its success?

- Signage is a primary education tool.
- Signage is the cheapest, most efficient, and most direct form of education.
- Information sessions have a narrower audience and may be less effective than signage
- Clear, visible signage makes it harder for users to claim ignorance
- Use rental companies to assist with public education.

2.2 What types of physical measures, spatial restrictions, or operating rules may be required to support safety outcomes?

- Signage should clearly indicate restrictions near shore and at key access points.
- Signs in Inner Harbour should clearly post speed limits (agreement on order and clarity needed).

2.2 What enforcement or compliance approaches would be needed to make it effective?

- Enforcement must accompany signage.
- Signage alone will not change behaviour without enforcement presence.

Action 2.3: Evaluate 2026 actions and make needed adjustments

2.3 What needs to be true for this action to be successful?

- Select program from PWC rentals.
- Enforcement must happen.
- Pilot project on jet ski rental companies to enable permits
- Assess effectiveness of education.
- Someone must review results and determine whether it worked

- Review feedback from stakeholders and identify whether additional items need to be added
- No actions currently address operator concerns.
- The public needs to be aware that no legal pathway currently exists for operators.

2.3 How could education, awareness, or communication approaches support its success?

- Assess effectiveness of education efforts
- Review stakeholder feedback to determine if messaging worked

2.3 What types of physical measures, spatial restrictions, or operating rules may be required to support safety outcomes?

- (No explicit 2.3 comments in the worksheets were recorded)

2.3 What enforcement or compliance approaches would be needed to make it effective?

- Enforcement must accompany implementation
- Review and evaluate enforcement outcomes

Action 3 – Exclusion Zones

Action 3.1: Explore or support establishment of Exclusion Zones – if implemented by Toronto Port Authority or Transport Canada.

3.1 What needs to be true for this action to be successful?

- Support for exclusion zones (EZs) around sensitive areas and swim sites.
- Establish a clearly defined zone (e.g., referenced at end of Leslie's pit and extending into the lake).
- Signage, markers, and enforcement in designated zones.
- Marine Unit enforcement presence.
- Rigorous licensing framework in place.
- Increase Marine Unit resources and officers.
- Add patrols by by-law officers and/or Marine Unit.
- Political will from City Councillors.
- Add Western Beaches break wall as an exclusion zone (suggested).
- Partners must cooperate with the City.
- Exclusions are important but cannot be implemented everywhere.
- Jet skis should not necessarily be treated the same as other motorized watercraft (suggested distinction).

- Provide more support and address sustainability considerations.
- Local community input should inform zone design; prioritize high-population areas.
- Licensing issues must be resolved for broader measures to succeed.
- Clearly define what constitutes a problematic location.

3.1 How could education, awareness, or communication approaches support its success?

- Clear signage identifying exclusion zones and speed limits.
- Add information to the City website.
- Use social media campaigns, including youth-focused platforms (e.g., TikTok).
- Public service messaging explaining restrictions.
- Clearly mark swim, row, paddle, and motor-free zones.
- Make exclusion zones easy to understand for all users.
- Communicate enforcement expectations and consequences.

3.1 What types of physical measures, spatial restrictions, or operating rules may be required to support safety outcomes?

- Establish exclusion zones around swim sites and sensitive areas.
- Implement speed limits within port areas and near shore.
- Establish minimum distance from launch points before higher speeds are permitted.
- Add buoys or physical markers to clearly indicate exclusion zones.
- Add physical barriers across identified gaps (while considering access for legitimate users).
- Limit horsepower of vessels operating within 300 metres of shore (suggested).
- Ensure exclusion zones are not overreaching and do not unnecessarily restrict other users.
- Consider environmental impacts (ecosystem, noise, vessel height).

3.1 What enforcement or compliance approaches would be needed to make it effective?

- Increase Marine Unit enforcement presence and staffing.
- Dedicated enforcement plan to monitor adherence.
- Empower officers (e.g., special constables) to issue tickets similar to traffic enforcement.
- Speed controls inside exclusion zones.
- Use geofencing where applicable.
- Provide consistent, repetitive enforcement to reinforce compliance

Action 3.2: Explore physical barriers at problematic locations.

3.2 What needs to be true for this action to be successful?

- Add more buoys to properly indicate exclusion zones.
- Physical barriers to restrict access to launch ramps outside approved zones.
- Barriers need to be porous enough to allow swimmers and paddlers through.
- Physical barriers may inhibit legitimate non-motorized users.
- Cannot barricade the entire waterfront.
- Add a chain across the gap at Ontario Place (suggested).
- Physical barriers at problematic locations should not preclude passage of paddle boats and kayaks.
- Limits access for legitimate users if not carefully designed.
- Consider geographic factors such as shoreline length and jurisdictional boundaries.
- Need to define what constitutes a “problematic location.”

3.2 How could education, awareness, or communication approaches support its success?

- Improve visibility of markers and speed limit signage (larger text, lighting)
- Make signage simple, visible, and repetitive
- Clearly explain purpose and boundaries of barriers or restricted areas.

3.2 What types of physical measures, spatial restrictions, or operating rules may be required to support safety outcomes?

- Install physical barriers at identified high-conflict locations.
- Add buoys and visible markers to indicate exclusion zones.
- Add lighting to markers or signs for improved visibility.
- Restrict access points outside approved launch zones.
- Ensure any barriers allow passage for non-motorized users where appropriate.

3.2 What enforcement or compliance approaches would be needed to make it effective?

- Enforcement presence to monitor adherence to barriers and restricted areas.
- Ensure exclusion zones and barriers are supported by consistent enforcement.

Action 3.3: Evaluate 2026 actions and make needed adjustments

3.3 What needs to be true for this action to be successful?

- Ensure exclusion zones are not overly broad or overreaching.

- Measure outcomes (e.g., number of zones implemented).
- Measure reduction in Marine Unit calls or incidents.
- Measure public feedback.
- Devote resources to data collection and evaluation.
- Define timing of implementation and review.
- Report back to stakeholders on results and observations.
- Include all motorized craft in considerations, not just PWCs (suggested).
- Develop a clear plan (noted that Ports Toronto may need to be involved).
- Establish accountability within the City to follow up.

3.3 How could education, awareness, or communication approaches support its success?

- Report back to stakeholders on how implementation is working.
- Share observations and outcomes publicly.
- Clearly communicate zone boundaries and purpose.

3.3 What types of physical measures, spatial restrictions, or operating rules may be required to support safety outcomes?

- Ensure exclusion zones are appropriately scaled and targeted.
- Avoid overreaching spatial restrictions that unnecessarily limit users.

3.3 What enforcement or compliance approaches would be needed to make it effective?

- Monitor and measure compliance within implemented zones.
- Track enforcement activity and incident data.
- Evaluate effectiveness and adjust approach as needed.

APPENDIX B: Stakeholder Forum Beach Exclusion Zone Prioritization Activity - Sticky Note Comments

During the forum, participants were invited to take part in an interactive board activity focused on potential priority locations for PWC exclusion zones. Participants placed coloured dots on boards representing different waterfront sites to indicate whether each location should be considered a high, medium, or low priority. They were also provided with sticky notes to share additional comments, questions, or suggestions related to each location.

This appendix compiles the written comments provided on sticky notes during the activity.

Humber Bay Park and Humber Bay Shores

- *If you make an exclusion zone for jet skis, the same should not apply to boats/yachts/sailboats as the latter do not create danger/nuisance in same way as jet skis do, specifically, jet skis should not be put in same category as other motorized watercraft*
- *Any "physical barrier" should not preclude paddle boards/kayaks from passing*
- *I bought a PWC, where should I launch and enjoy?*
- *Western Beaches waterfront behind the breakwall S/B MEZ for PWCs only. Not all watercraft dirve 9.9h.p. Coach boats to coach/rescue crews.*
- *Extend exclusion zone to behind the breakwall Wester breakwall.*
- *Yes, watrecraft threaten wildelife and pedestrians. 2. wildlife i.e. waterfowl and aquatic plants and animals are at risk. 3, erosion. 5. humber bay east. 5. signage and education to schools and businesses.*

Marie Curtis Park

- *Good location for an access zone*
- *Warranted? I don't know. I came here to talk about PWCs, not all watercraft.*
- *Should give us some space specific?*

Woodbine Beach

- *Woodbine Beach should be prohibited because this was the direct of council's motion 2025.MM23.16 for very good reasons and per community feedback.*
- *Ashbridges Bay Park home to wildlife which is impacted. Respect blue area beach imperative #30 motorized craft must be at least 100-200m from swim zones.*
- *1. Warranted because PWCs/motorboats do not obey current VORR's; Very populated beach, has a reputation for dangerous operations of motorcraft; residents complain about noise*
- *1. An exclusion zone is absolutely warranted; the community feedback is high in support; several accidents/deaths recently; high number of swimmers; several paddling kiosks and public boathouse*
- *Seasonal risks: summer, weekends, evenings*
- *The exclusion zone options are dependent on municipal licensing and ramp designation and operator controls*
- *Please fix Ashbridges docks*
- *Risk to elite athletes at Ashbridges Bay; children at sailing schools*
- *Impact: safer for all; no impact to lifeguards (not impacting negatively supervised swim zones); more opportunity for recreational and motorized activity*
- *Boundaries must eliminate the zone where boats are allowed to launch and come ashore on the beach – not safe as its adjacent to swim zones and encourages illegals*
- *Specific to Woodbine- close proximity to public boat launch (high traffic); hot spot for illegal renting of PWCs; reputation as a party place*
- *Specific to Woobine: long coastline (3-4km) from Woodbine to Kew; Connected to Bluffer's (continuous waterfront); gets a lot of traffic*
- *Boundaries from west end of beach to Vic Park; define a straight line between the points above to make it easier to enforce; should be at least 200m from shore*
- *Everyone should all fit on beach?*
- *Should allocate specific, clearly defined and marked areas for each activity*
- *Everyone has the right to use the beach (PWC)*
- *I don't know*

Bluffer's Park

- *I don't know*
- *Should agree on which authority sets the rules. Two is too complicated*

Hanlan's Point Beach

No sticky notes were added to this board.

DRAFT

APPENDIX C: Stakeholder Forum Participants

Participating organizations:

- Aquatic Park Sailing Club
- Argonaut Rowing Club
- Ashbridges Bay Yacht Club
- Bayside Water Sports
- Friends of Humber Bay Park
- Gone Sailing Toronto
- Harbourfront Canoe and Kayak Centre
- Humber Bay Shores Condominium Association
- Humber Bay Shores Residents' Association
- Jetti
- Jetski701
- King Jetz
- My Own Rental Inc.
- Outer Harbour Sailing Federation
- Paddle Pirates Toronto
- Roman Racing
- Royal Canadian Yacht Club
- Safe Waterfront Alliance of Toronto
- Tako
- Toronto Beach Open Water Swimmers
- Toronto Marine Rentals Corp.
- York Quay Neighbourhood Association